

POLICY ISSUE (Information)

September 16, 1994

SECY-94-243

FOR: The Commissioners

FROM: James M. Taylor
Executive Director for Operations

SUBJECT: STATUS OF IMPLEMENTATION OF REGULATORY REVIEW GROUP RECOMMENDATIONS

PURPOSE:

To describe the status of the staff's actions to implement the Regulatory Review Group recommendations described in SECY-94-003.

BACKGROUND:

On January 4, 1993, the Executive Director for Operations (EDO) established the Regulatory Review Group (RRG). The RRG conducted a disciplined review of power reactor regulations and related processes, programs, and practices, placing special attention on the possibility of using performance-based requirements and guidance in place of prescriptive requirements and guidance. The RRG reviewed the regulations of Part 50 of Title 10 of the *Code of Federal Regulations* (10 CFR Part 50) affecting operating reactors, the content of four power reactor licenses, regulatory guidance supporting selected technical areas, public comments on the Marginal-to-Safety Program, the 1992 review by the Committee to Review Generic Requirements (CRGR), and recent, related industry correspondence.

In August 1993, the RRG issued its final report containing recommendations to reduce the regulatory burden on power reactor licensees and strengthen NRC administrative practices. The RRG discussed several key changes in the way NRC conducts business which could significantly reduce industry and NRC staff costs without adversely affecting the level of safety at operating plants. For example, the RRG suggested using more performance-based and risk-based approaches in quality assurance, security, fire protection, and inservice inspection and testing.

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The RRG also examined agency practices and proposed possible efficiencies in commitment management, reporting requirements, and rulemaking practices.

In January 1994, the staff submitted to the Commission its plan for implementing the RRG recommendations (SECY-94-003). The plan contained general implementation strategies, priorities, major milestones, and target schedules for the timely resolution of each RRG recommendation. Over the past 6 months, the staff has worked steadily to complete the implementation plan.

DISCUSSION:

Since issuing the RRG Implementation Plan, the staff has completed work on 10 of the RRG recommendations. During this period, the staff also interacted with industry and the public on its continuing regulatory improvement initiatives, which were a major focus of the Regulatory Information Conference in May 1994. During a plenary session at the conference, the staff described the RRG Implementation Plan and held discussion sessions on major RRG issues, including programs for graded quality assurance (QA) and cost beneficial licensing actions (CBLAs). The staff also held public meetings with industry working groups (including the Nuclear Energy Institute), representatives of owner's groups, and licensees to discuss the implementation of various RRG issues.

In completing the RRG effort and preparing the original implementation plan, the staff found several key areas in which substantive burden could be reduced for licensees, staff, or both, without adversely affecting safety at operating plants. These areas were assigned a priority 1 in the implementation plan and can lead to significant improvements in our regulation of the nuclear industry. The status of each of the priority 1 areas is described below. The numbered topic areas correlate to the RRG Topic Areas in Enclosure 1.

Graded Quality Assurance (Topic Area 1)

The staff held a series of working level and steering committee public meetings with the Nuclear Management and Resources Council/Nuclear Energy Institute (NUMARC/NEI) to obtain information and hear industry views regarding the development of an industry guidance document describing a performance-based graded QA approach. To gather information, the staff also visited three utilities that are implementing a graded QA program. The staff is in agreement with the approach to the principle issues addressed by the industry guidance document, including safety assessment methodology, which are being incorporated in the draft NEI guidance document. The safety assessment methodology for graded QA will be consistent with that used in implementing the Maintenance Rule. NEI revised its draft guidance document to reflect views expressed at the July 21, 1994, public meeting of the steering committee. The staff reviewed this document, and because some areas lacked specificity, the staff is preparing supplemental guidance. The staff anticipates that the supplement will be complete by the end of September 1994 and will enable the staff to conduct a Fall 1994 pilot program.

Revise Definition of Commercial Grade and Dedication (Topic Area 2)

The staff is preparing a change to 10 CFR Part 21 to address the increasing number of safety-related parts being purchased from manufacturers and suppliers who no longer maintain quality assurance programs pursuant to 10 CFR 50 Appendix B because of the relatively small nuclear market. The draft rulemaking package revises Part 21 to ensure that commercial grade parts are procured and dedicated in a manner that avoids unnecessary delays and expenses while maintaining an adequate level of safety. The draft rulemaking package is in the concurrence process. The staff expects to publish the proposed rule for public comment in October 1994.

Commitment Management (Topic Area 7)

The staff has held a series of public meetings with NUMARC/NEI to obtain information and hear industry views regarding the development of an industry guidance document defining the term *commitment* and implementing a change process for commitments. The process will give licensees a structured method for changing commitments made to the staff, including the option for licensees to modify or delete commitments of little or no safety significance without staff involvement. The draft NEI guidance document allows licensees to manage commitments using the safety assessment methodology developed for graded QA. NRR has circulated the draft NEI guidance document to the regions, OGC, AEOD, and OE for comment. NEI proposes to use the draft guidance document in a pilot program that will serve to validate their commitment management process. The staff anticipates that the NEI draft guidance document will be ready for use to support a Fall 1994 pilot program that will include the participation of one licensee from each region.

Cost Beneficial Licensing Actions (Topic Areas 11 and 12)

The staff instituted a formal tracking system to monitor the implementation of the CBLA program. CBLAs are licensing actions that are of low or marginal safety significance but result in high cost to licensees. CBLAs approved by the staff in calendar year 1993 will result in an industry lifetime savings of approximately \$20 million. In addition, as of July 19, CBLAs approved in 1994 will result in an industry lifetime savings of approximately \$18.5 million. Enclosure 2 provides additional information on the CBLA program.

Plan Changes for Quality Assurance, Security and Emergency Preparedness (10 CFR 50.54(a), (p), (q)) (Topic Areas 3, 13, 5)

The Implementation Plan for each of these RRG Topic Areas called for the staff to meet with industry representatives for preparation of draft industry guidelines, or staff guidance, including acceptance criteria that would permit plan changes without requiring staff review. The staff began with the plan for security. The staff held several public meetings with NUMARC/NEI to exchange information and obtain industry views on security plan changes which would decrease program effectiveness and those which would not. The staff will issue guidance on processing 10 CFR 50.54(p) changes as a new Appendix C to NUREG-0908, "Acceptance Criteria for the Evaluation of Nuclear Security

Plans." The staff will clarify 10 CFR 50.54(p), to describe the process for making 10 CFR 50.54(p) changes, and list sample 10 CFR 50.54(p) changes that it finds acceptable without review. The staff expects to circulate the draft Appendix C internally for comment in September 1994 and plans for CRGR review and final issuance of the new Appendix C in January 1995.

The changes to 10 CFR 50.54(a) and 10 CFR 50.54(q) proposed in the RRG Implementation Plan would permit licensees to change or reduce commitments without staff review as long as the underlying regulations are met. The changes to 10 CFR 50.54(a) pertain to the Quality Assurance Plan, while those proposed for 10 CFR 50.54(q) address the Emergency Plan. The staff intends to complete and evaluate the graded QA pilot program before assessing the need for a rule change because changes to 10 CFR 50.54(a) are closely related to the implementation of graded QA (Topic Area 1). This will allow the staff to consider insights gained from the QA pilot program in preparing a change to 10 CFR 50.54(a). In the implementation plan, the staff scheduled action on 10 CFR 50.54(q), emergency preparedness, in 1996, allowing the staff to gain experience from the security and QA areas.

Agency Plan for PRA (Topic Areas 27-32)

The staff submitted a conceptual PRA Implementation Plan to the Commission in February 1994 and presented a more detailed PRA Implementation Plan and a proposed policy statement on the use of PRA in recent months to the ACRS. The staff, after incorporating the ACRS's comments, forwarded the policy statement and implementation plan to the Commission in August 1994. The staff will publish the policy statement in the Federal Register and solicit public comments. The staff plans to conduct a workshop to solicit industry and public comments on the PRA Implementation Plan. The staff anticipates the need to periodically update the PRA Implementation Plan to include lessons learned from completing its elements. The staff will periodically advise the Commission of its progress in completing the plan, apart from this RRG periodic status report.

Inservice Inspection and Inservice Testing (Topic Areas 33 and 34)

The staff addressed public comments on the draft supplement to Generic Letter 89-04, "Guidance on Developing Acceptable Inservice Testing Programs." This supplement will allow licensees to take advantage of generic approval for using the most recent addenda and editions of the ASME Codes in preparing inservice testing programs. The staff is preparing the draft generic letter supplement and NUREG-1482, "Guidelines for Inservice Testing at Nuclear Power Plants," for CRGR review in September 1994 and plans to issue the package in October 1994.

The staff continues to participate in code committees revising the American Society of Mechanical Engineers (ASME) Code governing inservice inspection and inservice testing based on risk-based techniques. The staff continues to work toward incorporating a risk-based inservice inspection program into the ASME 1995 edition of the ASME Code. The staff will use the methodology for the risk-based inservice inspection program as the basis for a risk-based inservice testing program. The target completion date for this effort remains December 1996, as originally stated in SECY-94-003.

RRG IMPLEMENTATION PLAN SCHEDULE CHANGES

The schedule for implementing the RRG recommendations enclosed in SECY-94-003 included target dates which the staff used as goals for resolving the RRG recommendations. However, the staff revised the target schedule dates for certain RRG recommendations. Although most of the revised schedule dates are within a few months of the original dates stated in SECY-94-003, target schedule dates for eight of the RRG recommendations have slipped more substantially. The following RRG recommendations have revised target dates reflecting a delay of more than 3 months from the original target dates.

Quality Assurance (10 CFR 50.54(a)) (Topic Area 3)

The RRG Action Plan for this topic area stated that the staff will assess the need to modify 10 CFR 50.54(a) such that it would be permissible for licensees to modify or delete commitments in their QA plans without first obtaining staff approval if the revised QA program meets the regulations. This item is closely related to the implementation of graded QA (Topic Area 1). Therefore, to achieve a consistent approach for modifying or deleting commitments made by licensees in their QA plans, the staff must complete and evaluate the graded QA pilot program. These actions will enable the staff to consider the insights gained from the QA pilot program regarding licensee control of QA plan changes in assessing the need for a change to 10 CFR 50.54(a) and in making any such changes deemed beneficial to the staff and industry. The target schedule for Action Item 1 specified meeting with industry to discuss issues related to changes to QA plans in September 1994. The staff changed this date to April 1995 to permit it to complete the graded QA pilots and resolve any subsequent issues.

Fitness-for-Duty Audit Frequency and Fitness-for-Duty Performance Data Submittal (Topic Areas 18 & 19)

To increase staff efficiency, these issues were originally combined with the general Fitness-for Duty (FFD) rulemaking package which addressed lessons-learned from implementation of the current FFD rule. However, the general FFD rulemaking package has been delayed due to resolution of technical issues requiring coordination with the Department of Health and Human Services (HHS) and due to high priority emergent work, including access authorization issues arising from the implementation of 10 CFR 73.56, "Personnel Access Authorization Requirements for Nuclear Power Plants" and the malevolent use of vehicle rulemaking. Due to these delays, the staff is exploring other options such as initiating separate rulemaking for both FFD audit frequency and Performance Data Submittal to expedite resolution of these RRG recommendations. A revised schedule will be developed for these topic areas based on the actions taken and available staff resources.

Agency Plan for PRA (Topic Area 26)

The staff presented a conceptual PRA Implementation Plan to the Commission in February. The staff forwarded a more detailed PRA Implementation Plan to the Commission in August 1994 and will periodically advise the Commission on the progress in completing the plan.

Handbook for PRA (Topic Area 28)

The staff drafted the handbook, NUREG/CR-6141, "Handbook of Methods for Risk-Based Analyses of Technical Specifications" and placed it in circulation for peer review. Experience indicates that peer review and resolution of comments usually takes 4 months. The target schedule has been revised from July to November 1994.

Control over Material Removed from Technical Specifications (Topic Area 54)

The staff considered Action Item 2 for this topic area, review and endorsement of NSAC-125, and considers endorsement inappropriate at this time because continuing RRG actions, including those for graded QA, commitment management and CLB definition (Topic Areas 1, 7, & 8) could affect the resolution of this issue. The staff will continue to work on this issue with the related RRG Topic Areas and has revised the target schedule from June 1994 to June 1995.

Cycle-Specific Parameter Limits in Technical Specifications (Topic Area 55)

The staff delayed issuing a draft regulatory guide on the content of core reload methodology documentation because of higher priority emergent work. This work includes the effort to evaluate recent design and operating concerns regarding maintenance of fuel integrity during reactor operations and experimental information received from foreign countries regarding high burnup fuel. The staff revised the target date from December 1994 to September 1995.

Staffing Requirements for Implementing Part 73 are too Burdensome (Topic Area B)

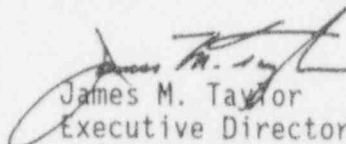
The staff will issue a generic letter informing licensees of the opportunity to implement Option 3 of SECY-93-326, "Reconsideration of Nuclear Power Plant Security Requirements Associated with an Internal Threat." This action will resolve both this issue and Topic Area 14, allowed outage times for security. Combining this issue with Topic Area 14 will result in a consistent approach for these related areas and increased staff efficiency. The staff revised the target date from March to October 1994.

SUMMARY:

The staff updated the implementation plan for the RRG recommendations enclosed in SECY-94-003 to reflect the activities and accomplishments since the plan was issued (see Enclosure 1). The Target Schedule column was expanded, retaining the original target dates stated in SECY-94-003 and including revised schedules for those RRG issues that will not be completed by the original target dates. Those RRG recommendations which have been completed are noted by a (C) next to the month and year in which the action was completed. The staff added a Current Status column to the implementation plan to describe the staff's actions on the issue, including any actions taken to close the issue. The staff is also considering placing the implementation plan on an electronic bulletin board for public access.

The staff has been diligent in resolving the RRG recommendations. Enclosure 3 is a summary table of the RRG issues that have been closed and the staff actions. The NRC offices have been coordinating their efforts to complete the RRG recommendations and have frequently held public meetings in which industry representatives have provided information and expressed their views. Certain RRG recommendations represent significant departures from current regulatory practices, resulting in complex policy issues requiring a great deal of senior management participation. A dedicated staff working group, the NRR Regulatory Review Group/Cost Beneficial Licensing Action (RRG/CBLA) group, was formed to help coordinate, monitor, and facilitate completion of the NRC's plan to implement the Regulatory Review Group's recommendations.

I will continue overseeing this effort to complete the implementation plan by receiving periodic updates from the RRG/CBLA group and the Office Directors and will ensure the action plan is implemented. I will also continue to provide the Commission with periodic updates on the status of the RRG implementation plan and advise the Commission of any policy issues that result from the staff's activities.



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for Operations

Enclosures:

1. Revised RRG Implementation Plan
2. Semiannual Cost Beneficial Licensing Action Status Report
3. Completed RRG Recommendations

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REGULATORY REVIEW GROUP IMPLEMENTATION PLAN

Enclosure 1

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
QUALITY ASSURANCE	Graded Quality Assurance	Guidance needed to address use of graded Quality Assurance.	1. Public meeting with NUMARC working group on 12/16/93 concerning specific action plan. 2. Develop staff guidance in parallel with industry efforts. 3. Initiate pilot program. 4. Issue/revise (draft) regulatory guides (see Topic Area 4). Note: NUMARC considering a pilot program using a risk-based Q-list as a graded approach to quality assurance programs.	I	NRR	1/94(C)		The staff has held a series of working level and steering committee public meetings with NUMARC/NEI to obtain information and hear industry views regarding an industry guidance document implementing a performance-based graded QA approach. The staff has also conducted information gathering visits to three utilities that are in the process of implementing a graded QA program. The staff is in agreement with the approach on the principal issues, including safety assessment methodology, being discussed in connection with the draft NEI graded QA guidance document. NEI revised its draft guidance document to reflect the views expressed at the 7/21/94 public meeting. This document, as supplemented by additional guidance from the staff, is expected to be ready for use to support a Fall 1994 pilot program.
	2.3.13 4.4.6 4.10.1a					7/94 11/94 7/95	10/94	

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
2	Revise Part 21 2.3.1	Revise definition of Commercial Grade and Dedication.	1. Evaluate need for rulemaking to assure congruence between Part 21 and graded QA efforts. 2. If rulemaking is necessary, schedule should be consistent with schedule for graded QA (Topic Area 1). Note: Federal Register notice requesting comments on NUMARC petition for rulemaking expired 12/28/93.	1	RES	5/94(C)	10/94	The staff has determined that rulemaking is necessary and a draft rulemaking package is in the concurrence process. The staff expects to publish the proposed rule for public comment in 10/94.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
3	10 CFR 50.54(a) - Quality Assurance 2.3.9 3.3	Establish regulations as minimum standard - allow changes to program without NRC approval as long as quality assurance program meets regulations.	Alternative Recommendation: Integrate any rulemaking with graded quality assurance initiative (see Topic Area 1). 1. Meet with industry on issues specific to QA plans and changes to QA plans. 2. Develop draft industry guidelines or staff guidance that defines acceptance criteria that would permit plan changes without NRC review. 3. Assess need for rulemaking.	1	NRR	9/94	4/95	This item is closely related to the implementation of graded QA (Topic Area 1). Therefore, to achieve a consistent approach towards modifying or deleting commitments made by licensees in their QA plans, it is important for the graded QA pilot program to be completed and evaluated by the staff. This will allow the staff to consider the insights gained from the QA pilot program in formulating a change to 10 CFR 50.54(a). The target schedule for Action Item 1 specified meeting with industry to discuss issues related to changes to QA plans in September 1994. This has been changed to April 1995 to permit completion of the graded QA pilots and resolution of any subsequent issues.
						9/95	TBD	
							TBD	
4	Revise Regulatory Guides 1.26, 1.28, 1.29, 1.30, 1.33, 1.37, 1.38, 1.39 2.3.15b	Reduce the number of regulatory guides that discuss NRC expectations for Quality Assurance - include NRC position on commercial grade dedication.	1. Revise Standard Review Plan and reduce/revise draft regulatory guides as appropriate. 2. Publish final regulatory guides. Note: Directly affected by plan to move to graded Quality Assurance.	3	RES	7/95 7/96		Revision of the Standard Review Plan and regulatory guides are on hold pending the development of guidelines for a graded QA program (Topic Area 1).

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
EMERGENCY PLANNING 5	10 CFR 50.54(q) - Emergency Preparedness 2.3.9 3.3.4c	Establish regulations as minimum standard - allow changes to plan without NRC approval as long as emergency plan meets regulations.	Alternative Recommendation: Defer action until experience has been gained with security and possibly quality assurance.	NA	RES	6/96		Inactive. The staff is deferring action until experience has been gained with proposed changes to 10 CFR 50.54(a), quality assurance, and 10 CFR 50.54(p), security. Topic Areas 3 and 13, respectively.
6	Policy Statement on Planning Basis for Emergency Responses to Nuclear Power Reactor Accidents 2.3.11 3.3.4a	Withdraw - 10 CFR 50.47 and Part 100 supersede.	Publish Federal Register notice withdrawing Policy Statement on the grounds that the rule has superseded the necessity for it.	3	RES	6/94	9/94	A Federal Register Notice of withdrawal for seven policy statements is being prepared for EDO approval. The policy statements include RRG Topic Areas 6, 17, 21, 46, 49 and 53. The staff submitted this package to the EDO for approval 9/94.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
CURRENT LICENSING BASIS 7	Define "Commitment" and Implement a Change Process for Commitments	Propose rulemaking to define commitment and describe a change process for commitment in 10 CFR 50.54.	Alternative Recommendation: 1. Either: 1) endorse industry guidelines, or 2) develop and promulgate staff guidance on what constitutes a commitment and the types of controls to be placed on changing commitments. 2. Staff reassessment of need to develop rulemaking after guidance is implemented.	1	NRR	7/94	10/94	NRR staff has held a series of public meetings with NUMARC/NEI to obtain information and hear industry views regarding the development of an industry guidance document defining the term "commitment" and implementing a change process for commitments. The guidance document will use the same safety assessment methodology to be used in the graded QA area. It is NEI's intent that the safety assessment process licensees use in graded QA and for managing commitments are consistent. NRR has circulated the draft NEI guidance document to the Regions, OGC, AEOD and OE for comment. The staff anticipates that the NEI draft guidance document will be ready for use to support a pilot program in late Fall 1994.
	2.3.2 2.3.9					7/95		

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
8	Define "Current Licensing Basis" -- CLB 2.3.10e	In recognition of the rulemaking on Part 54, the definitions for current licensing basis should be consistently applied in Part 50 also.	Relook at definition to modify as necessary and incorporate definition of CLB into both Part 50 and Part 54.	3	NRR	Commensurate with Part 54 rulemaking schedule (12/94)		The original target schedule for this Topic Area was based on the Part 54 rulemaking schedule. Additionally, due to the interrelated nature of a number of the RRG Topic Areas, including commitment management, the conduct of licensee safety assessments (10 CFR 50.59), and the reevaluation of the adequacy of 10 CFR 50.71(e) (Topic Areas 7 and 54, respectively), the staff is working to ensure that any changes to the CLB definition reflect any potential changes made in these other Topic Areas.
9	Clarify scope and Depth of "Design Basis" 2.3.10f	Clarify the scope and depth of the term "design basis" as it is used in the regulations.	Alternative Recommendation: Consider need for changes to definition of design basis, as appropriate, that may arise from efforts on current licensing basis and change process for commitments.	3	NRR	12/94		The staff is working this issue in conjunction with Topic Area 8.
10	Define "Material Alteration" 2.3.10a	Amend 10 CFR 50 to add a definition of "material alteration".	Propose rulemaking to add a definition of "material alteration" or revise sections of regulations which require a construction permit for alterations, or document position in memo to EDO why rulemaking is not appropriate.	3	RES (was NRR, see status)	12/95		The lead for this issue has been changed from NRR to RES by memorandum from Russell to Beckjord dated 7/8/94. RES is currently considering the need for rulemaking as opposed to an alternative position.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
COST BENEFICIAL LICENSING ACTIONS 11	Be Responsive to CBLAs 1.3.a 3.3.4e 3.3.5	The need for the staff to be responsive to licensee submittals that are safety neutral but have a primary aim of economic relief.	1. Continue to process CBLA requests. 2. Provide semiannual status reports to EDO.	1	NRR	Ongoing Semi-annually 6/94, 12/94		NRR is continuing to process licensees' CBLA requests. The first semiannual CBLA report to the EDO was issued 7/1/94.
12	Identify Regulatory Vehicle and use Flexibility 1.3.2 3.3.4e 3.3.4k 3.3.4l 4.10.1e 4.10.1h	Each licensee should review and identify the regulatory vehicle that is the cause of unnecessary expenditures and aggressively pursue corrective action fully utilizing the flexibility already available.	1. CBLA and related efforts address this issue. 2. Continue arranging and attending public meetings and industry workshops at which industry representatives and licensees can provide information and express individual views.	1	NRR	Ongoing		The staff is preparing an Administrative Letter to all licensees to provide additional information on the CBLA program, including a section of questions and answers based on past meetings with licensees and the staff. The staff discussed the CBLA program at the May 1994 Regulatory Information Conference and continues to hold meetings with industry working groups and individual licensees to exchange information and obtain individual views.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE ORIG. REVISED	CURRENT STATUS
14	Allowed Outage Times for Security 2.3.18c 3.3.4f	Permit allowable outage times for security systems similar to safety equipment AOTs.	Original Action Plan 1. SECY-93-326, dated 12/2/93 included AOTs for door alarms. 2. Publish proposed rule. 3. Publish final rule. 4. Staff should evaluate other possible areas. Revised Action Plan 1. SECY-93-326, dated 12/2/93 included AOTs for door alarms. 2. Issue generic letter. 3. Staff evaluate other areas in which AOTS are appropriate for security systems.	2	NRR	1/94 (C) 6/94 2/95 6/95 1/94(C) 6/95 11/94	Rather than rulemaking, the staff plans to issue a generic letter informing licensees of the opportunity to implement Option 3 of SECY-93-326 (approved by the Commission 2/18/94). By issuing a generic letter, the staff implements the RRG recommendation without having to expend the resources and extra time involved in rulemaking. The staff plans to issue the generic letter by 11/94.
15	Quarterly Security Logs 2.3.1 2.3.18b 3.3.4d	Eliminate submittal of quarterly security logs (73.71(c)(2)).	1. Evaluate threshold for one hour and 30 day reporting requirements. 2. Publish proposed rule to eliminate the submittal of quarterly security logs and revise threshold, if needed. 3. Publish final rule.	2	NRR	4/94(C) 6/94 9/94 12/94 2/95	1. Evaluation complete and conclusions communicated to licensees via Generic Letter 91-03 remain valid. 2. Proposed rule to eliminate quarterly security logs is being integrated with the rulemaking of similar reporting requirements discussed by the RRG as described in Topic Area 59. This provides efficiency and consistency with the other reporting requirements.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
16	Revise 10 CFR Part 73 2.3.18a	Make Part 73 more performance based.	Provide Commission paper with recommendation of feasibility of more performance based Part 73. Note: Need to gain experience with current proposals for revisions to Part 73.	3	NRR	4/96		No change. This item will be worked as experienced is gained with the implementation of measures to cope with the revised design basis threat and vehicle bombs.
17	Policy Statement on Nuclear Power Plant Access Authorization Program 2.3.11	Withdraw - 10 CFR 73.56 supersedes.	See Topic Area 6.	3	RES	6/94	9/94	A Federal Register Notice of withdrawal for seven policy statements is being prepared for EDO approval. The policy statements include RRG Topic Areas 6, 17, 21, 46, 49 and 53. The staff submitted this package to the EDO for approval 9/94.
FITNESS FOR DUTY 18	Fitness For Duty Audit Frequency 2.3.5b	Extend audit frequency based on performance from 1 year up to 3 years.	Develop performance-based 10 CFR 26.80(a) to allow an extended audit frequency up to 3 years based on past performance.	2	NRR	Concurrent with ongoing fitness for duty rulemaking package (see Topic Area 19).		Topic Areas 18 and 19 were originally combined with the general FFD rulemaking package to increase staff efficiency. However, due to delays with the general FFD rulemaking package, the staff is exploring other options such as initiating separate rulemaking for both these Topic Areas to expedite resolution of these issues. A new target date will be determined based on available staff resources.

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19	Fitness For Duty Performance Data Submittal	Allow annual submittal of Fitness For Duty performance data instead of semi-annual submittals.	1. Publish proposed rule to allow annual submittal of performance data (included in fitness for duty lessons learned package). 2. Publish final rule.	2	NRR	6/94	4/95	Topic Areas 18 and 19 were originally combined with the general FFD rulemaking package to increase staff efficiency. However, due to delays with the general FFD rulemaking package, the staff is exploring other options such as initiating separate rulemaking for both these Topic Areas to expedite resolution of these issues. A new target date will be determined based on available staff resources.
	2.3.5a 2.3.16b					1/95	'96	
20	Information Notice on Fitness For Duty 2.3.5c	Issue guidance discussing the behavioral observation aspect of Fitness For Duty.	Evaluate need for information notice associated with fitness for duty lessons learned package.	3	NRR	6/95		The draft rulemaking package on fitness for duty to be submitted to the EDO by 1/95 will contain lessons learned information. The need for an information notice is dependent on the eventual outcome of the draft rulemaking.
21	Policy Statement on Fitness For Duty 2.3.11	Withdraw - 10 CFR Part 26 supersedes.	See Topic Area 6.	3	RES	6/94	9/94	A Federal Register Notice of withdrawal for seven policy statements is being prepared for EDO approval. The policy statements include RRG Topic Areas 6, 17, 21, 46, 49 and 53. The staff submitted this package to the EDO for approval 9/94.

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						ORIG.	REVISED	
FIRE PROTECTION 22	Fire Protection Quality Assurance Program 2.3.14	Endorses continued licensee use of quality assurance in a graded manner for fire prevention and protection systems.	Consider as follow-on to reflect revised implementation of graded quality assurance (Topic Area 1).	2	NRR	Action deferred until fire barrier issue is resolved.		Inactive. The staff is deferring action until the fire barrier issues and issues related to the implementation of graded QA (Topic Area 1) are resolved.
23	Add Section to 10 CFR 50.54 - Fire Protection 2.3.9 3.3.4c 3.3.4h 3.3.4i	Establish regulations as minimum standard - allow changes to plan without NRC approval as long as fire protection plan meets regulations. Eliminate license condition.	Alternative Recommendation: Defer action until experience has been gained with security and possibly quality assurance.	NA	NRR (see Current Status)	See Topic Area 22.		Inactive. The original Implementation Plan did not specify the lead office or target schedule. NRR is assuming the lead for this Topic Area and will determine a target schedule based on the experience gained with security and QA (Topic Areas 13 and 3, respectively).
24	Fire Protection Guidance 2.3.4a,b	Revise the regulatory guidance, including inspection procedures, to clarify that other alternative methods of compliance (other than that specified in various national fire codes and standards) can be developed and be acceptable.	1. Publish draft Supplement to Generic Letter 86-10 on fire protection matters. 2. Publish final supplement to GL. Note: Existing staff guidance documents (SRP) indicates that alternative approaches can be acceptable.	NA	NRR	See Topic Area 22. 7/93(C) 3/94(C)		Supplement 1 to Generic Letter 86-10, "Fire Endurance Test Acceptance Criteria for Fire Barrier Systems Used to Separate Redundant Safe Shutdown Trains Within the Same Fire Area" issued 3/25/94. In addition, existing staff guidance documents (SRP) indicates that alternative approaches can be acceptable. No further action is necessary.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
25	Fire Protection - Rules 2.3.4c	Revise the existing regulations for fire protection to make them performance-based.	1. Publish proposed rule to revise the existing requirements for fire protection to make them performance-based requirements 2. Publish final rule. Note: Industry considering proposal to revise Appendix R to be performance-based.	NA	RES	See Topic Area 22. 4/95 8/96		The staff proposed a fire protection requirements rulemaking in SECY-94-090, dated 3/31/94. The Commission SRM on SECY-94-090 dated 5/18/94 approved a proposed rulemaking to EDO by 4/30/95 and final rulemaking published by 8/31/96.
26	PRA Agency Plan for PRA 4.9 4.10.g 4.10.1i	Plan needed to address research, development, implementation and use of PRA for a consistent approach and use of resources.	1. Offices to develop an Implementation Plan that integrates PRA Working Group and RRG recommendations. 2. Implementation Plan to be reviewed at next Senior Management Meeting and balance of the schedule developed. 3. Implementation Plan to Commission.	I	NRR RES AEOD NMSS	COMPLETE 1/94(C) 2/94 8/94(C)		The conceptual PRA Implementation Plan was presented to the Commission 2/94. A more detailed PRA Implementation Plan has been submitted to ACRS and a briefing given. The staff forwarded the Implementation Plan to the Commission 8/94. The staff plans to conduct a workshop to solicit industry and public comment on the Plan. The Plan will be maintained as a "living document." The staff will periodically keep the Commission apprised of the progress of the Implementation Plan.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
27	Groundrules for PRA use	Develop guidance on content of submittals, acceptable PRA methods, and decision criteria.	1. Endorse industry guidance or develop staff guidance separately and determine whether staff guidance should be part of the handbook for PRA.	1	NRR	See Topic Area 26.		To be completed as part of the NRR portion of the PRA Implementation Plan.
	1.3.4 4.3 4.4.5 4.5.2 4.6							
28	Handbook for PRA	Identify methods for optimizing Technical Specifications using PRA techniques - or for using PRA in other plant-specific applications.	1. Complete handbook for use on technical specification optimization and AOTs. 2. Develop other handbooks for other uses (see Topic Areas 30, 31, and 32 for potential candidates and schedules).	1	RES	7/94	11/94	The handbook, NUREG/CR-6141, has been drafted and is currently in circulation for peer review. Experience indicates that peer review and resolution of comments usually takes 4 months, particularly when the topic has very high interest. The staff anticipates publication of the handbook by 11/94.
	4.9.3 4.10.1i					See Topic Area 26.		
29	Pilot Program for PRA	Use pilot studies when expanding uses of PRA into regulatory areas where PRA has not been used to date.	Select and implement pilot programs (see Topic Areas 1, 30, 31, and 32).	1	Office dependent	See Topic Area 26.		To be determined by each affected office after issuance of the PRA Implementation Plan.
	4.2 4.8 4.9 4.10.1d							
30	Develop Guidelines for use of PRA in 10 CFR 50.59	PRA should be considered in improving licensee reviews for 10 CFR 50.59 -- guidance needed.	Consider as part of the Implementation Plan.	1	NRR	See Topic Area 26.		To be completed as part of the NRR portion of the PRA Implementation Plan.
	2.3.19 4.5 4.10.1b							

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
31	Multiple Actions if Safety Neutral 2.3.17b	Recognize and advise the staff and public of the availability of an integral approach to licensing actions such that a number of issues may be proposed in a license amendment request if the level of safety remains the same.	Consider as part of the Implementation Plan. Note: Staff has used an integrated approach in certain applications.	1	NRR	See Topic Area 26.		To be completed as part of the NRR portion of the PRA Implementation Plan.
32	Criteria for Credit for Redundancy 3.3.4b	Evaluate the adequacy of existing guidance for reviewing design features that exceed regulatory requirements or provide alternative means of compliance. Such guidance should encourage flexibility in the technical specifications for those design features for which the review concludes that increased safety margin is provided.	Consider as part of the Implementation Plan.	1	NRR	See Topic Area 26.		To be completed as part of the NRR portion of the PRA Implementation Plan.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
INSERVICE TESTING 33	Revise ASME Code Requirements based on Risk 2.3.7a	Continue to build consensus in Code Committees to revise the ASME Codes governing Inservice Inspection & Inservice Testing based on risk-based techniques.	1. Continue staff participation in Code activities. 2. Risk-based ISI program and Code revisions nearing completion. 3. Risk-based IST program and Code revisions underway. 4. Revise 10 CFR 50.55a after completion of Code initiatives. Note: Completion schedule of ASME activities not under NRC control.	1	RES	12/94 12/96 TBD		The inservice inspection (ISI) guidelines are being evaluated for feasibility and generic applicability using data from actual plant components. Upon validation of the approach, recommended risk-based ISI programs will be submitted to the ASME Section XI code writing committees to be used as a basis for updating ASME ISI requirements. The staff plans to use the methodology for the risk-based inservice inspection program as the basis for a risk-based inservice testing program.
34	IST Guidelines 2.3.7b	Continue staff work on IST Program Guidelines to take advantage of generic approval for using the most recent addenda and editions of the ASME Codes rather than outdated older codes listed in staff Safety Evaluation Reports.	1. Publish draft Generic Letter 89-04, Supplement 1 and draft NUREG-1482. 2. Issue final GL and NUREG.	1	NRR	1/94(C) 9/94 10/94		The staff has completed addressing public comments and has prepared the draft generic letter supplement and NUREG-1482 for CRGR review. The staff anticipates submittal of the package to CRGR 9/94.
35	Revise Inspection Procedure 73756	Review and revise Inspection Procedure 73756 for applicability given issuance of Supplement to Generic Letter 89-04 and NUREG-1482.	Revise inspection procedure to include efforts and 'lessons-learned' from current Temporary Instruction on Generic Letter 89-04.	2	NRR	9/94		The inspection procedure will be revised to reflect the issues addressed in Topic Area 34.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
36	Revise Regulatory Guides 1.84, 1.85, & 1.147 2.3.15a	These guides delineate ASME Code acceptability and should be maintained current.	Regulatory Guides currently updated on an annual basis - last revisions to all guides was Summer 1993. Continue to follow current practices.	NA	RES	NO ADDITIONAL ACTION REQUIRED		No action required.
DECOMMISSIONING 37	OGC opinion on need to revise 10 CFR 50.82 2.3.3a	Determine whether rule revision is needed to address what type of license is needed for decommissioning. Explore use of new possession-only license or renewal of original license for possession only purposes.	1. Publish proposed rule to define possession only license, other terms important to decommissioning, modify 50.59 for decommissioning, and resolve remaining issues. 2. Publish final rule.	2	OGC	6/94	10/94 3/95	The proposed rule, SECY-94-179, was submitted to the Commission for review 7/94. SECY-94-179 is currently with the Commission for their review and approval.
38	Revise Regulatory Guide 1.86 (Decommissioning Plans) 2.3.3b	Revise Regulatory Guide to be consistent with 10 CFR 50.82.	1. Publish preliminary decommissioning guidance with proposed rule. 2. Publish final regulatory guide.	3	RES	6/94	10/94 9/95	The regulatory guide providing preliminary decommissioning guidance is included in the proposed rulemaking package discussed in Topic Area 37.
REGULATORY AGENDA 39	Prioritization in Regulatory Agenda 2.3.17e	Add a discussion to the Regulatory Agenda that describes how rulemakings are prioritized.	Reformat Regulatory Agenda to implement RRG recommendation.	3	ADM	6/94(C)		The Regulatory Agenda has been restructured to discuss how rulemakings are prioritized. The agenda will present the major, active rulemakings in the first section, to be followed by a section that includes major rulemakings on indefinite hold, and a third section to include minor administrative rulemakings.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
40	Schedules in Regulatory Agenda 2.3.17f	Schedules should be included for all rulemaking in Regulatory Agenda.	See Topic Area 39.	3	ADM	6/94(C)		Complete schedules will be included for all rulemaking activities.
41	Abstract information in Regulatory Agenda 2.3.17g	Abstract information in Regulatory Agenda should be current.	See Topic Area 39.	3	ADM	6/94(C)		Abstract information in the Regulatory Agenda will be kept current. The changes described in Topic Areas 39, 40 and 41 will be reflected in the next update of the Regulatory Agenda, scheduled for 9/94.
RULE- MAKING 42	Guidance on Petitions for Rulemaking 1.3.3 2.3.17c,d	Consider issuing guidance on scope and level of detail needed on Petitions for Rulemaking that reduce regulatory burden.	1. Develop Commission paper that defines conceptual approach. Paper to distinguish between 1) requirements for petitions for rulemaking potentially affecting safety and 2) requirements for petitions for rulemaking that focus on reducing regulatory burden. The latter petitions are to be consistent with the requirements on the staff for proposed rulemaking. 2. Publish proposed rulemaking to revise requirements on scope and depth of petitions for rulemaking. 3. Final rule.	2	RES	6/94 11/94 7/95	3/94(C)	SECY-94-090, dated 3/31/94, recommended proposed rulemaking on requirements for petitions for rulemaking. The Commission SRM, dated 5/18/94, approved the SECY recommendations. The proposed rulemaking is due to the EDO for approval by 11/94 and final rulemaking is anticipated for 7/95.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
43	Reassess need for old or Delayed Rulemakings 2.3.17h	Provide a mechanism to reassess rulemakings that are low priority and are old.	Update guidance to document current practices for semi-annual review of rulemakings and issuance of semiannual report to EDO. Specify reassessment of rulemakings that have not had resources applied for a long period of time (2-3 years) to determine whether they are still needed.	3	RES	6/94	3/94(C)	RES has begun to perform periodic reassessment of rulemakings that have not had resources applied for long periods of time. The 3/21/94 semi-annual report to the EDO indicated that 7 rulemakings had been terminated as a result of the reassessment. The reassessment of the need for rulemaking conducted in preparation for the next report to the EDO will result in the termination of 11 rulemakings. Rulemaking reassessment will be done for all future semi-annual reports.
MARGINAL TO SAFETY 44	Marginal to Safety Program 2.3.17a	Marginal to Safety Program should focus on and be responsive to specific and detailed petitions that are performance based, eliminate burden, and are safety neutral. Consider renaming the program.	In Commission paper for Topic Area 42, also discuss redirecting Marginal to Safety Program to focus on petitions for rulemaking and consider renaming program.	2	RES	6/94	3/94(C)	SECY-94-090, dated 3/31/94 refocused the Marginal to Safety Program as described in the RRG recommendation. The Commission SRM dated 5/18/94, approved the recommendations in SECY-94-090. The Marginal to Safety program has also been made part of the "Regulatory Improvement Program."

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE ORIG. REVISED	CURRENT STATUS
POLICY STATEMENTS 45	Modify past practice of using Policy Statements, Regulatory Guides, or other documents as legal requirements 3.3.4a 2.3.11	Eliminate past practice of using regulatory guidance documents such as policy statements, regulatory guides, generic letters, bulletins as legal requirements without going through "appropriate" disciplined process for establishing regulatory requirements.	1. Issue EDO memo to Office Directors that discusses proper use of communication vehicles and put in PDR. 2. Each office should revise their procedures as necessary. Note: Some change to process has occurred through CRGR review and public comments on generic communications and policy statements.	3	DEDR Office dependent	1/94(C) 3/94 7/94(C)	EDO memorandum issued 1/28/94, requiring each office to review, and modify as applicable, its internal operating procedures and practices to confirm that they do not either explicitly or implicitly sanction the use of inappropriate documents or methods to establish regulatory requirements. Affected offices have completed their review and resensitized their personnel to the potential for inappropriately imposing new requirements through staff meetings (NRR) or office director memorandum (NMSS).
46	Policy Statement on Maintenance 2.3.11	Withdraw - 10 CFR 50.65 supersedes.	See Topic Area 6.	3	RES	6/94 9/94	A Federal Register Notice of withdrawal for seven policy statements is being prepared for EDO approval. The policy statements include RRG Topic Areas 6, 17, 21, 46, 49 and 53. The staff submitted this package to the EDO for approval 9/94.
47	Policy Statement on Below Regulatory Concern 2.3.11	Withdraw - revoked by Congress.	Federal Register notice published 8/24/93 withdrawing Policy Statement.	NA		COMPLETE	No further action required.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
48	Policy Statement on Information Flow 2.3.11	Withdraw - restates requirements of 10 CFR 50.72 and 50.73.	See Topic Area 6.	3	RES	6/94	9/94	A Federal Register Notice of withdrawal for seven policy statements is being prepared for EDO approval. The policy statements include RRG Topic Areas 6, 17, 21, 46, 49 and 53. The staff submitted this package to the EDO for approval 9/94.
TRAINING and STAFFING 49	Policy Statement on Training and Qualification of Nuclear Power Plant Personnel 2.3.11	Withdraw - training rule (10 CFR 50.120) and Part 55 supersede.	See Topic Area 6.	3	RES	6/94	9/94	A Federal Register Notice of withdrawal for seven policy statements is being prepared for EDO approval. The policy statements include RRG Topic Areas 6, 17, 21, 46, 49 and 53. The staff submitted this package to the EDO for approval 9/94.
50	Policy Statement on Engineering Expertise 2.3.11	Evaluate to determine if Policy Statement has been treated as a requirement.	1. Determine whether training rule, Part 55, and STA based training supersede policy statement. If so, withdraw policy statement. 2. If not, and considered necessary, publish proposed rule Note: Commission reaffirmed Policy Statement position after SECY 93-193. IN 93-81 issued which restates Commission's preferred position of dual role STA/SRO.	3	NRR	12/94	6/94(C)	Based on the Commission's 1993 reaffirmation of the policy statement, the findings from recent NRC evaluations of policy implementation, and the recent promulgation of an information notice concerning STA implementation, the staff has decided to retain the policy statement. The staff does not consider rulemaking to be necessary and plans no further action on this RRG issue.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
51	Policy Statement on Nuclear Power Plant Staff Working Hours 2.3.11	Evaluate to determine if Policy Statement has been treated as a requirement.	Original Action Plan 1. Publish proposed rule. 2. Publish final rule. Revised Action Plan Prepare a Commission paper proposing a revision to the Policy Statement. Notes: Policy statement put into Technical Specifications through generic letter GL 82-12. Policy Statement forms the basis for Technical Specification 5.2.2 in the new Standard Technical Specifications.	3	NRR	12/94 12/95	12/94	The staff has determined that rulemaking is not appropriate. The staff will develop a Commission paper proposing a revision of the policy statement to include applicability during periods of plant shutdown and to allow licensees to remove the requirement from Technical Specifications. The staff anticipates submittal of the Commission paper by 12/94.
52	Policy Statement on Conduct of Nuclear Power Plant Operations 2.3.11	Evaluate to determine if Policy Statement has been treated as a requirement.	Determine whether policy statement has been treated as a requirement. If not, no further action. If yes, and considered necessary, publish proposed rule.	3	NRR	12/94	6/94(C)	The staff has no indication that this policy statement has been used as a requirement. Licensees have generally established administrative controls for the conduct of control room operations on a voluntary basis and in response to INPO recommendations for good practices. No further action is planned for this RRG item.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE ORIG. REVISED	CURRENT STATUS
53	Policy Statement on Education for Senior Reactor Operators and Shift Supervisors at Nuclear Power Plant 2.3.11	Evaluate to determine if Policy Statement has been treated as a requirement.	1. Determine whether the training rule, Part 55, and SAT based training programs supersede this policy statement. 2. If yes, see Topic Area 6. 3. If no, determine if imposed as a requirement. If yes, publish proposed rule. If no, no further action.	3	NRR	12/94 9/94	The staff has determined that this policy statement needs to be withdrawn. A Federal Register Notice of withdrawal for seven policy statements is being prepared for EDO approval. The policy statements include RRG Topic Areas 6, 17, 21, 46, 49 and 53. The staff submitted this package to the EDO for approval 9/94.
TECHNICAL SPECIFICATIONS 54	Control over material removed from Technical Specifications 2.3.10g	10 CFR 50.71(e), 10 CFR 50.59, 10 CFR 50.36, and parts of 10 CFR 50.54 should be reviewed and revised to ensure that the system of improved Technical Specifications will maintain appropriate control of changes to materials that are removed from Technical Specifications and placed in licensee-controlled documents. Concerns with quality of FSARs and 10 CFR 50.59 process.	SRM dated 5/25/93 - asked staff to pursue possible ways to improve Technical Specifications mechanisms to achieve greater legal and administrative efficiencies. 1. Develop Commission paper to address SRM. 2. Review NSAC-125 and endorse, or develop and promulgate staff guidance separately, if appropriate. 3. Evaluate adequacy of 10 CFR 50.71(e) and implementation and integrate with results of TI 2515-112 on Chapter 2 of FSAR and recommend appropriate action. Note: SECY 92-314 also speaks to SRM issue of updating FSARs.	2	NRR	5/94 7/94(C) 6/94 6/95 12/94 6/95	1. SECY-94-156, issued 6/3/94, addressed SRM dated 5/25/93. Commission SRM, dated 7/28/94, approved the staff's proposals in SECY-94-156. 2. The staff believes that endorsement of NSAC-125 is inappropriate at this time. Ongoing RRG actions, including graded QA, commitment management and CLB definition (Topic Areas 1, 7, & 8) can potentially impact the resolution of this issue. The staff will continue to work this issue, concurrent with the related RRG Topic Areas. 3. The staff will evaluate the adequacy of 50.71(e) in conjunction with the review of the definition of CLB (Topic Area 8).

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
55	Revise Generic Letter 88-16 - Cycle-specific parameter limits in technical specifications 2.3.8	Provide quicker review of core reload codes. Revise current Technical Specifications to permit changes in accordance with approved core topical reports to take advantage of improved analyses without license amendment.	1. Issue guidance to licensees on necessary content of core reload packages. 2. Consider whether issuing guidance to licensees that contains revised technical specification language is appropriate.	2	NRR	12/94 12/94	9/95	The staff is working on two guidance documents to resolve this RRG issue; (1) a draft regulatory guide on the content of core reload methodology documentation and (2) a supplement to GL 88-16 to permit use of approved revisions to core reload topical reports without a license amendment to change technical specifications. The draft regulatory guide will be delayed due to higher priority emergent work.
56	Allow line item improvements for Improved Standard Technical Specifications 3.3.4j	Permit line-item improvements in accordance with the Technical Specifications improvement policy for all individual licensees in addition to lead plant licensees.	Policy Statement on Technical Specifications dated 7/22/93 stated line item improvements would be accepted by NRC.	NA		COMPLETE		No further action required.
REPORTING REQUIREMENTS 57	Delete unnecessary Reporting Requirements 2.3.16c	License amendments to delete reporting requirements for reports that are "not required" in the new Standard Technical Specifications licenses should be acted upon by the staff.	Policy Statement on technical specifications allows line item improvements (see Topic Area 56).	NA	NA	COMPLETE		No further action required.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
58	Revise Regulatory Guide 1.16	Revise Regulatory Guide 1.16, monthly operating report, to eliminate unnecessary reporting requirements.	Original Action Plan 1. Revise and publish draft regulatory guide 1.16 to reduce scope of monthly operating report accordingly (see Topic Area 59). 2. Publish final regulatory guide. Revised Action Plan Issue generic letter informing licensees of reduced scope of monthly operating report.	2	RES	6/94		Discussions by RES with NRR and AEOD indicate that a generic letter issued to all licensees would require less resources and take less time than revising Regulatory Guide 1.16. RES will send the draft generic letter to NRR 8/12. The staff plans to issue the generic letter by 1/95.
	2.3.15c 2.3.16 2.3.18					1/95	1/95	

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE ORIG. REVISED	CURRENT STATUS
59	Evaluate need or Frequency for all Reporting Requirements Contained in Regulations, Technical Specifications or Industry Codes and Standards 2.3.16d 2.3.16e 2.3.16f	The RRG report recommends a major staff effort to review all technical specification reporting requirements for special reports, situational reports, routine or periodic reports and reports required by regulations.	1. Provide draft rule changes to the Commission on items decided by RRG and Reporting Requirements Task Force that can be eliminated. 2. Publish final rule changes to eliminate requirements identified in item 1. 3. Assess additional reporting requirements identified in public comments to determine whether they can be eliminated. 4. Publish draft rule changes to eliminate requirements from action plan item 3. 5. Publish final rule changes.	2	RES NRR RES	9/94 2/95 12/95 6/96 12/96	1. A proposed rulemaking package revising reporting requirements in Parts 50, 55 and 73 is in Office concurrence. NRR will recommend that this package be issued as a final-direct rulemaking. The action specified in Topic Area 15 has been included in this rulemaking package. 2. Not applicable at this time. The staff plans to use a final-direct rulemaking approach. If substantial comments are received, a proposed and final rule will be necessary. 3. Assessments of the reporting requirements identified in public comment are ongoing. 4. Not applicable at this time. 5. Not applicable at this time.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
MISCEL- LANEOUS 60	Decrease Direct Inspection Effort by 10% 1.5.1	Decrease direct inspection effort by 10% in FY 1994 instead of FY 1995.	1. Inspection program activities will be revised, as appropriate, to reduce inspection resources in program areas where current levels of oversight are not considered necessary. 2. Improve distribution of inspection resources based on PRA insights and licensee performance. 3. Evaluate impact of reduction of direct inspection effort.	2	NRR	3/94(C) 9/94 9/95		1. The core inspection program has been revised to reduce inspection resources in areas of favorable trends in industry performance (emergency preparedness, security and radiological controls). 2. A pilot program to improve the inspection program approach in assessing facility safety performance is ongoing. 3. To be conducted when experience has been gained.
61	Update 10 CFR 50.70(b)(2) 2.3.10c	Revise the rule to address the office space necessary for resident inspectors.	Alternative Recommendation: No rulemaking for 50.70(b)(2) is necessary. No problems exist with current implementation.	NA		NO ADDITIONAL ACTION REQUIRED		Closed.
62	Generic Communication System 2.3.6b	Have one generic communication that req ^u ires information from licensees and one that informs licensees.	1. Administrative letter format has been initiated. 2. Evaluate effectiveness after 2 years.	3	NRR	NO ADDITIONAL ACTION REQUIRED 1/95		The administrative letter format was proposed in SECY-93-174 dated 3/22/93 and approved by the Commission. The first administrative letter was issued 7/9/93. No further action required until 1995, at which time the effectiveness will be evaluated.

TOPIC AREA	ISSUE	RRG RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE ORIG. REVISED	CURRENT STATUS
63	10 CFR 50.54(f) 2.3.6a	No revision to 10 CFR 50.54(f) needed.	No action necessary - line organizations review issues for backfits, public and Commission comment period for generic communications, and current 50.54(f) letters reference applicable regulatory requirements.	NA		NO ADDITIONAL ACTION REQUIRED	Closed.
64	Eliminate Conflict between 10 CFR 50.54(a)(3) and 10 CFR 50.71(e) 2.3.10d	Eliminate inconsistency between words in 10 CFR 50.54 and newly revised 10 CFR 50.71 regarding frequency of reporting changes to QA plan.	Final rule published 8/16/93.	NA		COMPLETE	Closed. Final rule published 8/16/93.
65	Revise 10 CFR 50.7 2.3.10b	Revise 50.7 to reflect Energy Policy Act of 1992 for whistleblower protection to extend statute of limitations for whistleblower to file a claim from 30 days to 6 months, expand definition of whistleblower and employer, and change the burden of proof.	Final rule published 10/8/93.	NA		COMPLETE	Closed. Final rule published 10/8/93.
66	Graded Approach to Committees 3.3.4g	Allow graded approach to review functions of licensee onsite or offsite review committees to permit review of safety significant items only.	Ongoing initiative within the improved standard technical specification program to permit licensees to define role of review committees (see Topic Area 56).	NA		NO ADDITIONAL ACTION REQUIRED	Closed.

REGULATORY REVIEW GROUP IMPLEMENTATION PLAN -- ADDITIONAL ITEMS

TOPIC AREA	ISSUE	RRGITF NEW RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
RULE- MAKING PRACTICES A	Rulemaking Process takes too Long	Review rulemaking process to identify any improvements that can be made to accelerate rulemaking.	Original Action Plan Perform staff review for potential improvements to rulemaking process.	2	RES	3/94(C)		SECY-94-141, recommending improvements to the rulemaking process, was submitted to the Commission 5/23/94. The Commission SRM dated 6/23/94 approved the staff recommendations. A Management Directive to implement the approved improvements is in progress. Although the original RRG action plan is complete, implementation of the rulemaking improvements will be tracked to completion.
			Document review in negative consent Commission paper describing potential improvements. Additional Actions Issue Management Directive implementing approved rulemaking improvements.			4/94	5/94(C) 1/95	

TOPIC AREA	ISSUE	RRGITF NEW RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
SECURITY B	Staffing Requirements for Implementing Part 73 are too Burdensome	Review existing staff positions concerning use of onsite security force to meet provisions of Part 73. (Note: J. Perry letter to J. Sniezek dated 1/12/93).	Review staff guidance on number and use of guard force as compensatory measures to assure that effectiveness of security system is not reduced by failure of security equipment or structures.	2	NRR	Commensurate with Topic Area 14 1/94(C)		The staff plans to issue a generic letter informing licensees of the opportunity to implement Option 3 of SECY-93-326 (approved by the Commission 2/18/94). Combining this issue with Topic Area 14 results in consistency and increased staff efficiency. The staff plans to issue the generic letter by 10/94.
			Original Action Plan Issue revised guidance and publish administrative letter. Revised Action Plan Issue generic letter informing licensees of SECY-93-326 Option 3.			3/94	10/94	

TOPIC AREA	ISSUE	RRGITF NEW RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE ORIG. REVISED	CURRENT STATUS
GENERIC COMMUNICATIONS C	Supervisory Oversight of Draft Generic Communications	1. Eliminate those generic communications that are old and not under active development. 2. Perform periodic supervisory review of list of generic communications (initially on a 6 month interval) to monitor progress of all generic communications.	Incorporate recommendation into Office procedures.	3	NRR	COMPLETE 6/94 3/94(C)	The action to perform a periodic review of the list of generic communications under development has been incorporated into office procedures. A supervisory review was conducted 3/94 and is planned for 9/94 and 3/95 to monitor the progress of all generic communications.
PART 20 D	10 CFR 20.1703 (Medical Respirator uses) should be Revised for Potential Improvements in Testing Requirements	Revise 10 CFR 20.1703 (a)(3)(v) to change the period of fitness determinations from annually to periodic depending on age. Consider using ANSI Z88.2 - 1992 in this area.	Publish proposed rule. Publish final rule.	2	RES	8/94 9/94 3/95	The EDO signed the proposed rulemaking package on 9/6/94. The staff anticipates that the proposed rule will be published by late September, 1994.

TOPIC AREA	ISSUE	RRGITF NEW RECOMMENDATION	ACTION PLAN	PRI	LEAD OFFICE	SCHEDULE		CURRENT STATUS
						ORIG.	REVISED	
E	Regulatory Guides for the Revised Part 20	Remaining Regulatory Guides should be revised to be consistent with the revised Part 20 requirements.	1. Publish draft Reg Guide 8.13	2	RES	6/94	9/94	Draft Regulatory Guide 8.13 will be published by 9/94. All other Regulatory Guides are proceeding on schedule.
			2. Publish draft Reg Guide 8.29.			9/94		
			3. Publish final Reg Guide 8.13.			12/94		
			4. Publish final Reg Guide 8.29.			3/95		
			5. Publish remaining draft regulatory guides or information notice, as necessary.			12/94		
			6. Publish final regulatory guides.			12/95		
			NOTE: The regulatory guides considered necessary by the staff to assist with the implementation of the revised Part 20 have already been issued. (IN 93-80).					



UNITED STATES
NUCLEAR REGULATORY COMMISSION
WASHINGTON, D.C. 20555-0001
July 1, 1994

MEMORANDUM FOR: James M. Taylor
Executive Director for Operations

FROM: William T. Russell, Director
Office of Nuclear Reactor Regulation

SUBJECT: SEMIANNUAL COST BENEFICIAL LICENSING ACTION STATUS REPORT

SECY-94-003 provided the Commission with the implementation plan for the recommendations of the Regulatory Review Group (RRG). One of the recommendations of the RRG was that the NRC should continue to be receptive to reviewing high-cost, low safety issues, or cost beneficial licensing actions (CBLAs). In the implementation plan, the staff committed to provide semiannual status reports to the Executive Director for Operations (EDO). This is the first such report.

By memorandum dated February 15, 1994, NRR instituted a formal tracking system for CBLAs. A separate planned activity (PA) code for CBLAs was incorporated into the Workload Information System Program (WISP) to allow staff to more easily identify submitted CBLAs. Enclosed are charts illustrating the total CBLA inventory and status and the estimated industry savings from approved CBLAs (Enclosures 1 and 2). CBLAs approved in calendar year 1993 will result in an estimated industry lifetime savings of approximately \$20 million. And as of June 28, CBLAs approved in 1994 will result in an estimated industry lifetime savings of approximately \$17.5 million. We caution that these lifetime industry savings are based on licensee estimates. Savings estimates were presented to us either as savings per year, savings per fuel cycle, or savings over the remaining 40 year design life of the facility. For uniformity, cost data submitted by licensees is presented as savings over the remaining 40 year design life.

In calendar year 1993, 33 CBLAs were submitted by the five licensees that took part in the pilot program. Beginning in calendar year 1994, the staff began to track the CBLAs from all licensees that requested consideration of particular submittals as CBLAs. As of June 28, 1994, 42 CBLAs have been submitted and entered into WISP this year. The Nuclear Energy Institute (NEI) estimates that two-thirds of the licensees are developing CBLA programs. NRR management is closely monitoring the CBLA backlog.

In addition to the development of the tracking system, the February 15, 1994, memorandum revised the definition of a CBLA (Enclosure 3). The definition expanded the original definition provided by the CBLA Task Force by including specific parameters on cost, designation, and prioritization. Members of the CBLA/RRG group conducted seminars for the NRR technical and projects staff as well as for regional staff (at two regions) through the resident inspector counterparts meetings. During the seminars the tracking system, definition, and CBLA process were discussed.

As part of the CBLA initiative, NRR's Technical Specification Screening Panel is screening all licensing actions (including CBLAs) to identify those having possible generic implications that may be candidates for the Line Item Improvement Program. These items are then evaluated by the Line Item Improvement Management Panel, comprised of senior NRR management, to determine whether they should be pursued as possible line item improvements. Candidate line items also will be solicited from industry representatives.

Prior to the February 15, 1994 memorandum, the staff issued various internal guidance documents addressing the policy on CBLAs. These included a reprioritization of CBLAs so that a CBLA meeting the criteria is now considered a priority 3 and is worked on before priority 4 work, which has very low safety significance. These guidance documents were made available to the public through the public document room. In addition, an administrative letter to provide licensees guidance on the CBLA program is currently being drafted. This administrative letter will explain the CBLA process and include a set of questions and answers (discussed during the seminars with the staff) which will further clarify the CBLA process to licensees.

The CBLA/RRG group also met with staff from other NRC offices, NEI, representatives of owners' groups, and DOE, as well as with six licensees regarding the CBLA program. Both the definition of a CBLA and the CBLA program were discussed along with plant-specific questions regarding whether an issue should be considered a CBLA. Additionally, a significant portion of this year's NRR Regulatory Information Conference, held in May, was devoted to regulatory burden reduction, including a separate breakout session which involved discussion of CBLAs and the CBLA program.

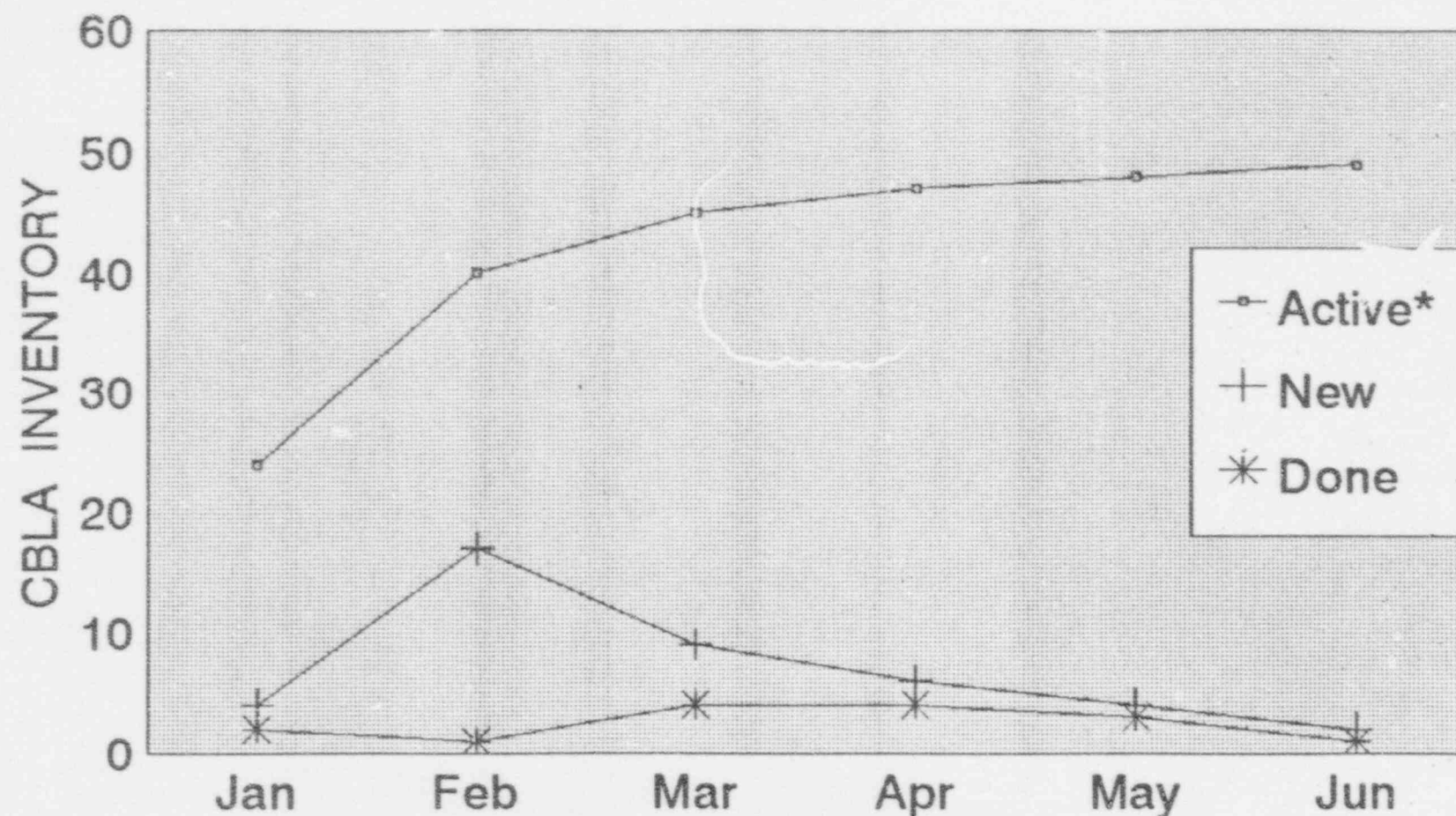
Original signed by
William T. Russell, Director
Office of Nuclear Reactor Regulation

Enclosures:

1. Cost Beneficial Licensing Action Inventory
2. CBLA Data Summary Sheet
3. February 15, 1994 memorandum

COST BENEFICIAL LICENSING ACTION INVENTORY

(As of 6/28/94)



Active*	24	40	45	47	48	49
New	4	17	9	6	4	2
Done	2	1	4	4	3	1

* End of month data (Includes 22 active CBLAs carried forward from 1993)

CBLA DATA

(As of 6/28/94)

ACTION	1993*	1994	Total
Submitted	33	42	75
Approved	6	13	19
Denied	2	2	4
Withdrawn	3	0	3
Under Review	N/A	49	49

Estimated \$ Savings \$20 M \$17.5 M \$37.5M
of Approved CBLAs**

* Data from 1993 CBLA pilots (Entergy, Vepco, NEU, FPC, Georgia Pwr).

** Savings based on licensees' estimates.



UNITED STATES
NUCLEAR REGULATORY COMMISSION
WASHINGTON, D.C. 20555-0001

February 15, 1994

MEMORANDUM FOR: ADP Staff

FROM: Steven A. Varga, Acting Associate Director for Projects

SUBJECT: IMPLEMENTATION OF TRACKING SYSTEM FOR COST BENEFICIAL
LICENSING ACTIONS (CBLAs)

REFERENCES: (a) Memorandum from T. Murley to NRR staff, dated June 6, 1993
(b) Memorandum from T. Murley to NRR staff, dated
September 17, 1993

The CBLA task force, led by Tad Marsh, issued its final report in December 1993. The report included conclusions and recommendations of the group based on eight months of working with the staff and industry on CBLA activities. As recommended by the task force, we have established a small group to oversee and assist in CBLA licensing actions. The group is led by Roy Zimmerman and includes Claudia Craig - primary responsibility for CBLAs; and Eric Leeds - backup. (This group also has responsibility for developing and overseeing completion of the Regulatory Review Group Implementation Plan items assigned to NRR with the primary and backup responsibilities reversed.)

Given the increasing interest in CBLAs by the industry, senior NRC management, the Commission, and congressional offices, NRR Projects needs to be able to accurately track and report the status of CBLA reviews, staff resource needs, and the overall results of burden reduction. To help us effectively monitor staff CBLA efforts, we will track CBLAs using the WISP system. In order to initiate tracking, all Project Managers (PMs) are requested to perform the following steps no later than February 28, 1994. These steps should provide the CBLA group the necessary data to accurately trend and track the status of CBLA activities with a minimum of PM involvement.

1. The new Planned Accomplishment (PA) number for CBLAs is ¹⁵⁴²~~15312~~. The PM should revise the PA number for all CBLAs opened since January 1, 1994, to the new number. All future CBLAs should be categorized using this number. The description below should be used to identify a CBLA.
2. A copy of each licensing action (exemptions, orders, license condition changes, technical specification amendments, and certain commitment changes) should be forwarded to the appropriate division contact for the Technical Specification Screening Panel, within two weeks of receipt by the PM. This panel will continue to review all licensing actions, including CBLAs, for potential generic applicability and will work with the CBLA group in tracking cost information on CBLAs. For those actions which are considered a CBLA, please make a note to that affect on the Amendment Tracking Form.

3. Project managers are requested to put Roy Zimmerman on the distribution list of all notices for meetings on CBLAs. He or another member of the CBLA group will continue to attend many of these meetings. Also, continue to involve the CBLA group if timeliness or problem resolutions develop.

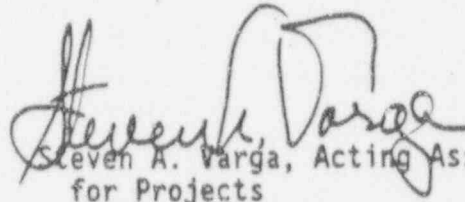
In the broadest sense, many licensee submittals can be considered CBLAs. Among other reasons, licensees petition for rulemaking and request license amendments and reliefs to conserve resources and increase efficiency. Examples of licensee submittals that offer little or no direct safety benefit but are of economic benefit to a licensee and receive relatively high priority review by the staff include: power uprates, generic technical specification line item improvements, and ISI/IST reliefs. Although these types of submittals can be thought of as CBLAs, the population of licensing actions to be tracked with the new PA number is being reserved solely for those licensing actions that have low safety impact, high licensee cost, and a relatively low NRR priority for review. This is the population of items that was increased from a priority 4 to a priority 3 in the revised NRR priority ranking system dated June 6, 1993. There are also "CBLA-like" licensing actions of low safety impact and some licensee savings that will not receive CBLA categorization as a priority 3. These actions, which do not provide a savings of at least \$100,000, will remain a priority 4, will not be considered a CBLA, and will not have the new PA number.

If a licensing action meets the following guidelines it should be considered a CBLA and should be categorized under the new PA number, ~~15312~~:
15542

- The licensing action is initiated by a licensee and requests consideration as a CBLA.*
- The licensee's submittal is of high quality and provides a sufficient basis to initially support a low safety impact and high cost determination.
- The requested action is prioritized by the licensee with respect to all its licensing actions.*
- The requested action would not receive NRR review priority 1 or 2.
- The requested action is expected to result in significant licensee cost savings of at least \$100,000 in O&M costs and/or capital expenses over the life of the plant (this does not include replacement power costs).*
- The requested action may be generic or plant-specific.

* Need for OMB clearance for request of this information pending. In the interim, if not clearly identified in the licensee's submittal, but it appears to otherwise meet the characteristics of a CBLA, discuss the submittal with a CBLA group member to determine whether the new PA number should be applied.

NRR office procedures will be revised, as appropriate, to address the information provided above. A training and question/answer session for Projects staff will be arranged in the near future. Questions regarding this memorandum should be directed to Roy Zimmerman (504-2969).

A handwritten signature in dark ink, appearing to read "Steven A. Varga". The signature is stylized with a large, looped initial "S" and a prominent "V".

Steven A. Varga, Acting Associate Director
for Projects

cc: T. Murley
F. Miraglia
F. Gillespie
W. Russell
ADT Branch Chiefs & above
Regional Division Directors & above

COMPLETED RRG RECOMMENDATIONS

TOPIC AREA	ISSUE	COMPLETED ACTION(S)
#24	Fire Protection Guidance	Issued Supplement 1 to Generic Letter 86-10 on 3/25/94.
#39	Prioritization in Regulatory Agenda	The next update of the Regulatory Agenda will present rulemakings by priority.
#40	Schedules in Regulatory Agenda	Will include complete schedules for all rulemaking activities in next update.
#41	Abstract Information in Regulatory Agenda	Will present current abstract information in all future updates.
#43	Reassess Need for Old or Delayed Rulemakings	RES began periodically reassessing rulemakings that have not had resources applied for long periods of time.
#44	Marginal to Safety Program	Submitted SECY-94-090, dated 3/31/94, to refocus the Marginal to Safety Program.
#45	Modify Past Practice of Using Policy Statements, Regulatory Guides, or other Documents as Legal Requirements	Reviewed office procedures and reminded office personnel regarding inappropriate use of Policy Statements, Regulatory Guides, etc.
#50	Policy Statement on Engineering expertise	Evaluated the policy and concluded that the policy should be retained.
#52	Policy Statement on Conduct of Nuclear Power Plant Operations	Found no indication that this policy statement has been used as a requirement.
C.	Supervisory Oversight of Draft Generic Communications	Periodically conducted supervisory reviews and incorporated them into office procedures.