OFFICIAL TRANSCRIPT OF PROCEEDINGS

Agency:

U. S. NUCLEAR REGULATORY COMMISSION

Title:

INTERVIEW OF: JAMES ROBERTS

Docket No.

LOCATION:

Waynesboro, Georgia

DATE

March 27, 1990

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ADDENDUM TO INTERVIEW OF Jim Robe: 15 (Print Identity of Interviewee)

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U. S. NUCLEAR REGULATORY COMMISSION

INTERVIEW OF:

JAMES N. ROBERTS

Site Manager's Conference Room Administration Building Vogtle Electric Generating Plant Waynesboro, Georgia

Tuesday, March 27, 1990

The interview commenced at 5:03 p.m.

APPEARANCES:

On behalf of the Nuclear Regulatory Commission:

WILLIAM LAZARUS GENE TRAGER

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PROCEEDINGS

MR. LAZARUS: It's March 27, 1990, 5:03 p.m., at Vogtle Plant. We're interviewing Mr. Jim Roberts regarding the loss of vital power incident of March 20. Whereupon,

JAMES N. ROBERTS

appeared as a witness herein and was examined and testified as follows:

EXAMINATION

BY MR. LAZARUS:

Q Mr. Roberts, for the record, would you state your name and title?

A James N. Roberts, I'm the Emergency Preparedness Coordinator for Plant Vogtle.

Q Okay. I understand you were not here during the incident on Tuesday. What has been your role since that time?

A I have been assigned to the critique team as the emergency preparedness representative and participating in the critique. We have been gathering information from the ERF, emergency response facility, data, the logs from the managers, we've gathered data from the paperwork that was filled out such as the notification forms. We've reviewed some of the player critique items. I've made informal interviews of some of the players that thappened to know,

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some of the communicators, I've talked to them informally and participated in the critique process, formal critique process with meetings.

Q What will be the product of this critique?

A We'll write a critique report in accordance with a procedure, plant procedure, I think it's 0057, will be the primary product and that will be a narrative summary, time line, problems, corrective action, root cause analysis, an analysis of the whole event. It'll cover more than just emergency plan implementing parts of the event. It'll also cover initiating conditions, those types of activities.

Q To try to get us up to speed and make sure we have the same view of what the problems are for our report, could we try to break them down into I guess hardware, procedure and then performance problems I guess is probably the easiest way to approach it. I understand there were a few hardware problems involved in this. Are you aware of problems with the plant emergency radiation monitoring system? Can you share a little bit with us about what you believe the problems with that were?

A Okay, now I caveat the PERMS, the plant effluent radiation monitoring system, is not part of my area. PERMS data is normally displayed on the ERF computer as one display item. It's also displayed in the TSC on a local PERMS CRT or terminal which gets its output off the PERMS

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computer. Some of the PERMS data is also displayed in the control room on the safety grade display panel and of course all the PERMS have their local display. So in this case when we lost power, PERMS was not available on the ERF computer until power was restored. Even after power was restored there was apparently a fault with -- there's two faults that concern PERMS feeding information to the ERF computer. There's a communications computer in the control room which normally provides PERMS data. It was not functioning properly. There's also a separate supply from a mini-computer through a data concentrator and that was working intermittently. Once power was restored, the intermittent operation of the PERMS, from the people I interviewed, caused no significant problem. In other words, if it failed, it was reset and they were able to get the required information.

Q From the ERF computer?

A From the ERF computer. Now we have to understand also that they weren't that concerned because there wasn't a radiation problem. So they may not have been looking at it as closely as if there was a radiation problem. But on the other hand, there were alternate sources of the information, PERMS computer, TSC. They could have gone there.

Q I've heard so many different -- at one point someone

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mentioned that there was a bad card in the system and even if power was available it would not have been available. But that may have been something else I'm thinking about.

Well there is a -- the normal communications line is not working, has not been working for some period of time I guess. Even if power had been restored, they would not have gotten their normal communications from the PERMS. The alternate communications, it's my understanding, is the mini-computer and it goes through a data concentrator and it worked but it was intermittent. It failed and they'd have to reset it. Now I caveat all this with the fact that I'm not the right person to give you detailed technical data about the PERMS and how it interfaces with the ERF.

0 How about the meteorological tower?

The meteorological tower normally feeds Unit 1 ERF computer through an interface device in the control block. The tower is obviously remote from the plant site up on the hill, and the communications means is via microwave. Apparently the microwave equipment is not operating satisfactorily from what I have been told. Again, I'm not the technical expert on that particular fact, but --

But that was known before the incident?

Yes. There was trouble with the microwave, with the communications panel. Now 'ternate means of obtaining MET data is to send a person to the tower and to talk on the

telephone, which was done and which was satisfactory. The telephone worked fine. So those people were dispatched and they got the meteorological data for the TSC as necessary.

Of course the times are on the time line. And that is the prescribed alternate means of obtaining that information.

One of the people told me in the TSC that the HP supervisor didn't see any MET data so he sent somebody outside to look at the tower and they got the general wind direction from the cooling tower. The EOF dose assessment manager called Bush Field to find out what conditions were at Bush Field which is an alternate source of MET data.

Q The other area that I know there was a malfunction was with the emergency notification network in the control room.

A Yes. Now we have an emergency notification network which operates similar to a radio except it goes over telephone lines. In some cases microwave and in some cases copper. You have a speaker and a telephone set with a button in the center. So that's the way it normally operates, it's a broadcast mode and it goes to both Georgia and South Carolina, about seven primary stations off-site of Plant Vogtle. It is powered in the control room off a plug in strip, a 120 volt plug in strip, underneath the table where it sits which is powered off the 1-E bus. The 1-E bus did not have power available, therefore the control room ENN

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1 did not work. On the other hand, the TSC did have power and the TSC ENN worked, it was tested by the communicators in the TSC at 10:10 Eastern time and they were able to establish communications with most of the people on the net. So it did work satisfactorily out of the TSC. So that's the situation on the primary ENN, it did not work from the control room.

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Now we also have a backup ENN that talks to South Carolina only. That is powered off the security diesel, the control box is located in the TSC. The security diesel operated satisfactorily and provided power to the TSC so that system was operational and worked satisfactorily and we were able to contact the South Carolina counties, the state and the Savannah River Site, as soon as they picked it up. It is a selective dial circuit where you dial a two-digit number and it rings all the connected stations. The twodigit all call is 9-9 or you can dial individual stations.

The backup system for the Georgia -- two stations in Georgia -- commercial telephone and the tertiary system is a radio with a relay. We can only reach Burke County on the radio and we have to ask them to relay to Georgia Emergency Management Agency in Atlanta. The backup system for Georgia also worked satisfactorily as far as the equipment went.

- That was commercial telephone?
- Commercial telephone. And they were able to A

establish contact as far as equipment is concerned, in both cases.

Q One of the things that I've learned from this is I don't think either the people in the TSC or the control room realized that the ENNs were powered from different sources and that the one in the TSC worked and the one in the control room wasn't working.

A I do not know, I've had no direct contact whether they were informed of this situation of what the power supplies were. But I think your observation is probably correct that they did not know, although the people in the TSC knew theirs worked.

Q They weren't aware why the control room was having difficulties since theirs was working.

A Apparently not. Now the TSC was handicapped -- well not handicapped, but the TSC, we procedurally don't take communications control in the TSC until the Emergency Director goes to the TSC because the Emergency Director is the only one that's authorized to release information concerning plant status and he has to sign the notification forms. So the TSC normally waits for him to get there before they take over communications. As part of their activation procedure, they check out their equipment, so that's what they were doing in the early stages of the emergency.

Q Was there some indication that -- I guess even when they were using the backup ENN, that they did not get all of the South Carolina alerting points on that, they had to call -- did they have to call some of those commercially, are you aware of that?

A No, I'm -- my information is that all stations responded to the backup ENN first call.

Q My recollection may be faulty, I was just trying to learn.

A We had a problem on the NOUE in February where Allendale did not answer either the primary or the backup and they had to be called on commercial. But this time, they all answered the backup on the 9-9 call as far as the information I have available.

Q Okay. I guess that's really it as far as the hardware. Is there anything else hardware-wise that you know where there were problems during the incident?

A No, not that I'm aware of. The only real hardware problem is we lost power to the primary ENN and that caused us some difficulty in notification times.

Q One of the other things that resulted in some confusion were announcements made by the control room and by the security force regarding evacuation of non-essential personnel. Have you had a chance to look into that at all?

A Yes. My evaluation of that situation, the initial

page announcement is scripted in the procedure and the scripted portice that tells people to assemble, non-essential people leave the protected area and go to their assembly points and that's not a direct quote, I don't have the procedure in front of me -- was purposely lined out and omitted by the Emergency Director. In doing that, I think his reasoning -- I say think because I haven't talked to him, but other people have -- we think the reason he did that is because he didn't see any danger of radiation because by that time they had restored power, and he didn't feel he needed to evacuate the site and therefore, he chose to delete that.

In deleting that, he caused a lot of confusion on the part of the people, the recipients as to what they were to do. Their training told them that if site area emergency is declared, they should either be going home under early dismissal or they should be told to evacuate and at a minimum they should be assemblying. So people were confused and they weren't given any contradictory information, they were just not given any information or any orders.

Q It was contradictory to their training.

A Right. So some people apparently did the right thing, according to their training, and went out to the recreation area, which is the primary relocation center for a site evacuation. Some people went and assembled in the

parking lot of the administration building. I'm not sure why they went to the parking lot first-off -- I'm sure later why they went -- and in general there was a lot of confusion.

That initial page announcement occurred about 10:01

-- and all times I'm talking are Eastern. About 10:17 the emergency page announcement was made to declare the emergency had been downgraded to an alert and for people to report to their assembly areas, which is the proper scripted announcement for an alert. A number of people apparently did not remember what their assembly area was and called the control room or security and a subsequent page announcement was made that they should assemble in the administration building parking lot, and a number of people did that, two or three hundred I guess. I don't have any exact numbers.

Those announcements were made in an effort to get accountability inside the protected area, but you can't give accountability until you do assembly. Our procedures are such that you've got to assemble people. They either go to an emergency response facility or they exit the protected area and then we account for all people that didn't do one of those things, it also includes CAS and SAS, but if you don't assemble them and get them out of the protected area then your list of people that are not in the emergency response facilities and yet are still in the protected areas

is too long for you to do an acceptable accountability.

That's apparently what happened to us here. And we weren't

-- they weren't able to rectify the situation by making

additional page announcements.

Q That's my understanding of the situation and I -- a big part of the problem, the way I see it, is that the site area emergency along with most of the designations and the resultant actions are based on power operations and not really -- these are designed around the situation where you're in a shutdown condition with almost 1200 people on site, some doing critical work that you don't want to stop immediately.

A Well it's hard to what-if this situation but I don't think -- I think had the scripted announcement been made, we would have seen an assembly. I think there would have been enough people that would have reacted properly that would carry along some of the people that may have had a fuzzy memory and that people would have left the protected area and assembled -- I really think they would have. But it's hard to say, that's a guess.

Q That's probably correct but the shift superintendent's concern was he had some critical work that he considered important to be completed to avoid them packing up their tools and taking off. So I can't fault his judgment for being in one of those areas where the procedure

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didn't really seem to fit his situation of trying to ad lib it, if you will, at the time. But I think what he did was a reasonable -- was reasonable safety-wise. It resulted in some confusion and difficulty as far as accountability goes, but

Yeah, and in reality he need for accountability was not present. It's a procedural thing and you really don't need accountability.

There was no release in progress.

And there was no fire, you know, nothing that you would worry about danger to people. So that the subsequent need for accountability at the alert level, which they did follow the script, but since they had modified the script at the site area emergency level, I think they probably should have also modified the script at the alert level and not tried to do accountability. There was no need for it. They made that judgment once, why not carry it on through.

Some different pre-scripted messages may be appropriate in shutdown conditions, is that what --

Well I think, you know, ultimately this whole problem will be solved if we look at our emergency action levels a little bit closer as NUMARC has done and in this particular one, I looked at the NUMARC draft emergency action levels.

O The latest draft?

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A Yeah, they're mode dependent and in the mode we're in, loss of all off-site and on-site power is an alert, not a site area emergency. So that would have alleviated a lot of these problems. So I think that effort to look at the EAL's a little bit closer may have alleviated some of these problems. That's an ongoing thing I understand.

Are you aware of the current sensitivity to revise EAL's, have you talked to anyone in Region II?

No, I was most recently at a meeting in Phoenix where there was an NRC representative -- I don't remember his name -- which we discussed the NUMARC effort.

Bob Erickson?

Bob Erickson -- Erickson was his last name. And he said the NRC was reviewing that and it was possible that they would issue that as a NUREG with some caveats which would allow the utilities to either use the NUREG 0654 guidance or the NUMARC guidance as modified by the NUREG.

One of the concerns though is having half of the utilities doing it one way and half doing it another way since the state and NRC responses are built on the emergency classifications design and defined in NUREG 0654. So there's a big sensitivity to that, that's being discussed, what is some uniform way so that everybody can get down their advisory EAL's in a period of time.

Yeah, I understand, but I think the effort to revise

EAL's is badly needed and in this case we wouldn't have been at a site area if we had taken the new EAL's, we'd have been at an alert.

MR. TRAGER: But in this case -- I mean the action that was taken though, had the circumstances been other than they were, everything went right.

THE WITNESS: Right.

MR. LAZARUS: And if power had not been restored,

I'm not totally convinced that an alert was the right place
to be. When would you get to the site area emergency if the
diesel didn't start?

THE WITNESS: Well you'd obviously get to it at some point and I haven't had a chance to research the EAL's that adequately to determine when you'd go to a site area emergency but I'm sure the provision is in there. I don't know, you'd have to look at it, but I do know the initial — I mean we went to a site area emergency because we lost all on-site and off-site power in a refueling condition. That under the new EAL's scheme would be an alert. If you grade it past that then I don't know where the next step would be. What the degradation step would be but obviously there would need to be a next step to get you to a higher condition.

So, you know, that's I guess the EAL look at it, but there's obviously some improvement we could make in the EAL's.

Q Is there anything else that we haven't discussed that you've identified in your critique that you feel is significant as far as needing to re-evaluate and take corrective action?

A Well we feel that we've never run a drill where we've required people to assemble -- everybody. We've run token assemblies.

Q Through licensing?

A We didn't even -- through licensing, we didn't have a protected area when we ran the drill so we couldn't run an assembly. So we need to do that -- we need to do that.

Q It appears though that the procedures and the computer worked fine, if people understand the messages that -- you know, within ten minutes I think they had the first list of 100 and some names.

A Oh, yeah, we drilled hard enough and I'm reasonably certain the procedures will work. I don't have any problem with that. I just think we need to show people that we're serious and we can do it.

Q And people need to be trained on where their assembly areas are.

A Fortunately there's only one so that shouldn't be a problem. Initially we put in the script as I recall, assembly areas, because there was more than one. Now we've eliminated and there's only one. Everyboly goes to the

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administration building and the major reason for that was so they'd be in ear shot of the plant public address system so we could give them further instructions if that was deemed necessary.

So I think the procedures are good and I think we've trained people and you know, there were a couple of mistakes that were made that need to be corrected.

Does the procedure now call for -- when you ask people to report to their assembly area, does it say to report to the administration building?

Our plans are to revise that.

So it still says assembly area, so they would have to remember what that means?

A Yes. But there's only one place, only one place to assemble, and you know, if nine out of ten or whatever percentage says we're supposed to go to assembly area, the rest are going to follow like cattle. I mean that's normally what happens in an emergency. You get one leader and the rest are going to follow. And it's not unsatisfactory to go to the parking lot, totally. They're outside the protected area, they're in one location.

Q They're carded out.

They're carded out and you can get people over to tell them what to do. So even though they may not have gone to the admin building, I don't think it was totally

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unsatisfactory that they went to the parking lot, but if it's raining of course they can go inside the admin building and it's better because they're in earshot of the page. So that would be a better thing to do. But I think we'd have more confidence that the people knew what to do if we actually had them do it once. I don't know how often you'd have to do it, but we need to do it at least once.

Yeah, in Region I, for initial licensing, even if the system isn't ready during the appraisal we go back and make the licensee perform accountability drill and demonstrate that, that's part of that process.

We've done it with a number of people, we might evacuate 30-40-50 people and send them out. And the procedures work, the computer works.

Anything else you can share with us? Gene's looking at human factors problems, any particular human factors jump out of this other than the assembly area issue or --

Well I think -- it's sort of my own personal opinion that we're asking the control room staff under a very tense and stressful situation to make key communications in a short duration and giving them antiquated equipment to do it with. We're still talking on the telephone. I mean basically that's a telephone, a radio. We probably ought to be able to do better than that and give them a hardware system that's robust, simple and doesn't take a lot of

supervision to make it work. And I don't know what that
system is, but we ought to take a close look and see if we
can find one. And there ought to be one.

- Q A teletype with a bell that goes ding-ding-ding.
- A Well I'm an old Navy guy.

MR. TRAGER: The hardware now is based on what kind of technology, how many years old?

THE WITNESS: Oh, I'd guess 30-40.

MR. TRAGER: Well I'm sure we have things now that are better than that.

MR. LAZARUS: One thing that is done that I've seen at several utilities in Region I that cuts down on a lot of repeated questions, what did you say, what does that mean, is they've installed facsimile machines at the off-site agencies and they fax the notification.

THE WITNESS: Yes, it all works very fine if you have power, but the more complex you get, the more difficult it gets. I just think there's a real simple way that doesn't require a skilled operator to operate and still communicates the basic message.

Now the other problem you see in the human factors area is you make the head guy review the form anyway to make sure it's right and there's an awful lot of information that probably doesn't need to be on there, even though we --

MR. TRAGER: That hasn't been done?

THE WITNESS: What's that?

MR. TRAGER: It hasn't been reviewed that way?

THE WITNESS: We do it, yeah, but that adds an extra delay in the process. So you look at what happens.

MR. TRAGER: You haven't had human lactors people look at that?

THE WITNESS: Yeah, we have.

MR. TRAGER: You have, okay.

THE WITNESS: Well you know, our own people. We're down to a one-page form.

MR. LAZARUS: But that form is negotiated with the state and local communities and there's not a lot of flexibility you have in changing it.

We've got a pretty simple form now, it's one page long and still it causes people problems -- not big problems but it takes time to fill it out and so, you know, getting that initial communications off I think is what we really need to look very closely at. Most of the time we work our way up, you know, we run the drills and we started at NOUE, we go to an alert, we go to site area emergency and we go to a general. And so by the time you need to make some of these key communications, you're -- we have engineers as communicators, for instance, in the TSC and the UF and so we've got very capable people, skilled people making these

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critical communications.

But in the control room, you're short on skilled people to make communications. I think we're going to come up with a better hardware system.

MR. TRAGER: Your system is designed by Vogtle and you get approval from that system?

THE WITNESS: Right now our system is designed by Georgia Power.

MR. TRAGER: Okay.

THE WITNESS: The ENN system.

MR. TRAGER: Yeah, I was thinking, for example, emergency operating procedures. They're put together with certain -- you know, I guess there's sets of rules for writing good procedures and I was just wondering whether the same thing had been done and whether you had, you know, human factors professionals looking at those, the procedures. I guess I would assume you had.

THE WITNESS: Well we have our own on-site human factors person that's been very closely associated with us in the procedure development and modification, so yeah, we've had it looked at from that aspect. Now whether we've had an outside consultant to look at it -- no.

MR. LAZARUS: One of the things that came up as a possibility why you have your existing system, when you go to the backup ENN and take a look at the order in which

people are notified, you may want to consider providing guidance for the communicators to notify Burke County first, for example, provide some priority on that notification, if they have to be done one at a time especially.

THE WITNESS: Yeah, the original concept was we had two communicators and they split the responsibility, so that you might be in parallel. In this incident we went series and that was in retrospect a mistake, should have tried to go in parallel so that you had somebody calling Georgia and Burke County at the same time you were talking to South Carolina. That's where I'm saying that --

MR. LAZARUS: Well that's really a training issue. They didn't realize that they weren't talking GEMA until they did the roll call and they didn't answer up because at that point --

THE WITNESS: I think it's a supervisory management issue. You've got a communicator, you tell her to do something, if you want somebody else to do something, you've got to tell them to do something also. So you've got to really watch the situation, that's why I'm saying under a very stressful and fast breaking situation like this one was, we need to have a system that doesn't require a lot of supervision to make it work. And when the primary failed in this case, then it requires some decisions to be made on using the backup methods because you don't --

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MR. LAZARUS: But looking at that, even with the systems you had, some better training and knowledge of those systems would have solved the problems for you without new hardware or new systems. If they had known, for example, that the TSC ENN was a different power source, it's only 50 feet away, they could have immediately checked that one if the control room didn't work but nobody was really aware of that until after the fact so that it didn't even enter their minds as a possibility.

THE WITNESS: Well they went to their first backup system and it worked so I don't think I'd second-guess them and say they should have gone to the TSC.

MR. LAZARUS: Right, but the clerks were not aware t Georgia wasn't supposed to be on that backup system because they kept calling Georgia for Georgia and Burke County to acknowledge and they wouldn't answer, so then it became obvious that they weren't being notified.

THE WITNESS: Under the stress of the situation, they forget.

MR. LAZARUS: Yeah.

THE WITNESS: Subsequently we interviewed them -- my assistant interviewed them and they said oh, yeah, we knew that Georgia and Burke County weren't on there but their statement also says they tried to give Georgia and Burke County -- they were under a lot of stress.

us?

MR. LAZARUS: Oh, I understand that. On the phone it says South Carolina backup ENN too. There were a lot of little clues there, you know, they probably could have realized sooner that they were not getting to Georgia and Burke County and alert the people. I think that was another thing, it was not clear I think to Hopkins and Bockhold that Georgia and Burke County were not being alerted along with everyone else until some time later. It didn't get back up to management that there was a notification problem.

THE WITNESS: Yeah, my logs say that the Emergency Director knew it about 10:13, that he was having trouble getting to Burke County and Georgia.

MR. LAZARUS: I guess that's not too bad because the message was going out sometime after 10:00. I believe they started at 9:57, was the first.

THE WITNESS: Our best judgment is they started transmitting the message on the backup ENN at 9:57. Sometime before then, they must have tried the primary and not been able to get through.

MR. LAZARUS: So it still looks like it took them almost 15 minutes to tell the Emergency Director that they were having problems with their primary notification system.

THE WITNESS: Correct.

MR. LAZARUS: Okay, anything else you can share with

THE WITNESS: I think those are the major factors, you know. In summary, I mean we obviously have a problem in notification. We had a hardware problem in that we lost power, that was by design, we designed it to be on the 1-E bus.

MR. LAZARUS: Reliable.

THE WITNESS: Supposed to be. In this particular scenario, we're always going to lose power to the primary ENN. The backup system, we have drilled on it, it takes supervision to make it work properly and efficiently.

MR. LAZARUS: Well essentially what I was trying to say is you're really lucky you've got a full backup ENN with a different power supply, if people were aware of that.

THE WITNESS: Right.

MR. LAZARUS: So that's something that could be done immediately training-wise to look at that. I think everybody is aware of it now, so ---

THE WITNESS: Oh, yeah, and on the short term we'll need to add the two Georgia stations on it. So we'll do that.

MR. LAZARUS: I mean not the formal South Carolina backup ENN. You in a sense had a backup ENN with a different power supply because it's in the TSC office security computer.

THE WITNESS: Correct.

1 MR. LAZARUS: That would have served the function of 2 a full backup ENN if the people had been aware of that. THE WITNESS: Absolutely. And the accountability 3 4 problem when they chose not to do accountability and then tried to do it subsequent to that, you know, that was a 5 6 losing proposition frankly. 7 MR. LAZARUS: Anything, Gene? MR. TRAGER: No, no. 8 9 MR. LAZARUS: I think that's it. Thank you very 10 much. We're off the record. 11 (Whereupon, the interview was concluded at 12 5:41 p.m.)

CERTIFICATE

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This is to certify that the attached proceedings before the U. S. Nuclear Regulatory Commission in the matter of:

Name: Interview of JAMES N. ROBERTS

Docket Number:

Place: Vogtle Nuclear Generating Plant, Waynesboro, GA

Date: March 27, 1990

were held as herein appears, and that this is the original transcript thereof for the file of the United States Nuclear Regulatory Commission taken stenographically by me and, thereafter reduced to typewriting by me or under my direction, and that the transcript is a true and accurate record of the foregoing proceedings.

PEGGY J. WARREN Official Reporter

Ann Riley & Associates