



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

SAFETY EVALUATION BY THE OFFICE OF NUCLEAR REACTOR REGULATION
RELATED TO AMENDMENT NO. 237 TO FACILITY OPERATING LICENSE NO. DPR-33,
AMENDMENT NO. 262 TO FACILITY OPERATING LICENSE NUMBER DPR-52,
AND AMENDMENT NO. 222 TO FACILITY OPERATING LICENSE NUMBER DPR-68
TENNESSEE VALLEY AUTHORITY
BROWNS FERRY NUCLEAR PLANT, UNITS 1, 2, AND 3
DOCKET NOS 50-259, 50-260, AND 50-296

1.0 INTRODUCTION

By letter dated September 30, 1999, the Tennessee Valley Authority (TVA, the licensee) submitting a request (TS-381) for an amendment to licenses DPR-33, DPR-52 and DPR-68 to update the license conditions for Units 1, 2 and 3. The proposed amendments consist of administrative revisions to the Operating Licenses (OLs) for BFN Units 1, 2 and 3 that delete license conditions that have become outdated, are no longer applicable, or are redundant, and consolidate license conditions which currently exist in two locations in each unit's OL.

2.0 DISCUSSION AND EVALUATION

2.1 Scope of Proposed Changes

The proposed amendments consist of the following changes to the Browns Ferry OLs:

- Deletion of an expired general design criterion exemption (Unit 2 only)
- Deletion of redundant paragraphs on the physical security plan and the guard training and qualification plan,
- Deletion of an authorization to temporarily store low-level-radioactive material on site, which has expired,
- Deletion of a post-Three Mile Island (TMI) related commitment which has been completed,
- Deletion of an authorization to plug bypass flow holes in the lower core support plate,
- Deletion of an authorization to drill bypass flow holes in Type 2 and Type 3 fuel assemblies,
- Deletion of authorizations to modify units 1 and 2 Emergency Core Cooling Systems for performance improvements which have been completed,
- Deletion of requirements regarding the Mark I containment owners group short-term and long-term program related to dynamic loads associated with a postulated loss-of-coolant accident which have been completed, and Consolidation of license conditions that currently exist in two places.

2.2 Staff Review and Evaluation of Proposed Changes

2.2.1 Deletion of An Expired General Design Criterion (GDC) Exemption

Proposed change: Unit 2 OL page 4, paragraph 2.C.(4) currently reads as follows:

The licensee is hereby granted an exemption from the requirements of General Design Criterion 4 with respect to high energy pipes outside the containment in accordance with the conditions set forth in the Technical Specifications, section 3.6.G.2 which requires completion of those items listed in "Concluding Report on the Effects of Postulated Pipe Failure Outside of Containment for the Browns Ferry Nuclear Plant Units 2 and 3" and related to Unit 2 prior to startup of Unit 2 following the first refueling outage.

This temporary exemption for GDC-4 was granted by the U.S. Nuclear Regulatory Commission (NRC) in Amendment No. 1 to the Unit 2 Operating License by letter from the NRC to TVA dated August 2, 1974. GDC-4 is the General Design Criteria for Nuclear Power Plants from *Title 10, Code of Federal Regulations* (10 CFR), Part 50, Appendix A, entitled "Environmental and Dynamic Effects Design Bases." This exemption was based on TVA's report entitled "Concluding Report on the Effects of Postulated Pipe Failure Outside of Containment for the Browns Ferry Nuclear Plant Units 2 and 3," dated March 1, 1974, and is discussed in the staff's June 28, 1974 Supplement No. 6 to the Browns Ferry Safety Evaluation Report. The exemption was necessary to permit operation during the first cycle, prior to completion of modifications scheduled for the first refueling outage.

The statement is no longer needed since the modifications have been completed and Browns Ferry Unit 2 now meets GDC-4. TVA Report Civil Engineering Branch (CEB) 88-06-C, entitled "Pipe Rupture Evaluation Program for Inside and Outside Primary Containment for the Browns Ferry Nuclear Plant Unit 2," documents that all the required actions in "Concluding Report on the Effects of Postulated Pipe Failures Outside Containment for the Browns Ferry Nuclear Plant Units 2 and 3" have been completed.

Staff Evaluation: The staff finds that, based on the completion of the modifications and compliance with GDC-4, this exemption may be removed from the Unit 2 license conditions.

2.2.2 Deletion of Redundant Paragraphs on the Physical Security Plan and the Guard Training and Qualification Plan

Proposed change: Unit 1 OL page 4, paragraph 2.C.(10), Unit 2 OL page 5, paragraph 2.C.(10), and Unit 3 OL page 4, paragraph 2.C.(5) currently read as follows:

The licensee shall follow all provisions of the NRC approved Guard Training & Qualification Plan, including amendments and changes made pursuant to 10 CFR 50.54(p). The approved Guard Training & Qualification Plan is identified as "Browns Ferry Nuclear Power Station Guard Training & Qualification Plan," dated August 17, 1979, as revised by pages dated January 24, 1980, May 21, 1980, October 1, 1980, and March 9, 1981 and as may subsequently be revised in accordance with 10 CFR 50.54(p). The Guard

Training & Qualification Plan shall be followed, in accordance with 10 CFR 73.55(b), 60 days after the date of this amendment.

Unit 1 OL page 4, paragraph 2.C (8), Unit 2 OL page 5, paragraph 2.C. (8), and Unit 3 OL page 4, paragraph 2.C. (4) currently read as follows:

The licensee shall maintain in effect and fully implement all provisions of the Commission approved physical security plan including amendments made pursuant to the authority of 10 CFR 50.54(p). The approved plan, which contains information protected under 10 CFR 73.21, is entitled "Browns Ferry Nuclear Plant Physical Security Plan," dated May 15, 1982 (TVA letter dated June 11, 1982) and revisions submitted by TVA letters dated August 31, 1982 and October 19, 1982.

Units 1 and 2 OL page 5, paragraph 2.C.(11) and the Unit 3 OL page 4, paragraph 2.C.(6) currently read as follows:

The licensee shall fully implement and maintain in effect all provisions of the Commission-approved physical security, guard training and qualification, and safeguards contingency plans including amendments made pursuant to provisions of the Miscellaneous Amendments and Search Requirements revisions to 10 CFR 73.55 (51 FR 27817 and 27822) and to the authority of 10 CFR 50.90 and 10 CFR 50.54(p). The plans, which contain Safeguards Information protected under 10 CFR 73.21, are entitled: "Browns Ferry Physical Security Plan," with revisions submitted through May 24, 1988; "Browns Ferry Security Personnel Training and Qualification Plan," with revisions submitted through April 16, 1987; and "Browns Ferry Safeguards Contingency Plan," with revisions submitted through June 27, 1986. Changes made in accordance with 10 CFR 73.55 shall be implemented in accordance with the schedule set forth therein.

The licensee states that the third license condition supersedes the requirements of the first two and proposes that they [paragraphs 2.C.(8) and (10) for Units 1 and 2, and paragraphs 2.C.(4) and (5) for Unit 3] be eliminated.

Staff Evaluation: The first of the above three conditions (that relating to guard training and qualification plans) was added to each of the OLs by amendments issued on June 15, 1981. This action was associated with Multi-Plant Activity A-11. The second of the above three conditions relating to the physical security plan were revisions to earlier (June 15, 1978) conditions and were added to each OL by amendments issued on October 8, 1988. They related to Multi-Plant Activities A-3 and A-12. The third of the above conditions was added to each OL by license amendments dated October 8, 1988, to implement requirements of the Miscellaneous Amendments and Search Requirements revision to 10 CFR 73.55, and the record keeping requirements of 10 CFR 73.70. This action was associated with Multi-Plant Activities A-10 and A-24.

The staff acknowledges that the requirements of the third license condition encompass the first and second license conditions. Accordingly, the first and second conditions may be removed from the OLs.

2.2.3 Deletion of an Expired Authorization to Temporarily Store Low-Level-Radioactive Material on Site

Proposed Change: Unit 1 OL page 5, paragraph 2.C.(12), Unit 2 OL page 6, paragraph 2.C.(12) and Unit 3 OL page 5, paragraph (8) currently read as follows:

The licensee is authorized to temporarily store low-level radioactive waste in an existing covered pavilion that is situated outside the security fence, as presently located, but inside the site exclusion area. The total amount of low-level waste to be stored shall not exceed 1320 curies of total activity. This authorization expires two years from the effective date of this amendment and is subject to all the conditions and restrictions in TVA's application dated January 21, 1980.

The licensee proposes to delete this license condition. It was originally requested, by letter from TVA to the NRC dated January 21, 1980, and was granted by amendments issued on March 17, 1980.

Staff Evaluation: The license condition has expired. Its removal from the OL does not add, delete or modify any regulatory requirements. Its retention in the OL is not needed for record purposes. Therefore, it may be removed from the OL.

2.2.4 Deletion of A Post-TMI Related Commitment to Perform Modifications Which Have Been Completed

Proposed Change: Unit 2 OL page 6, paragraph 2.C.(13) currently reads:

Commission Order dated March 25, 1983 is modified as follows:
In Attachment 1, for item II.F.1.1. and II.F.1.2 change "12/31/84" to "Prior to startup in Cycle 6."

Unit 3 OL page 6, paragraph 2.D.(4) currently reads:

Commission order dated March 25, 1983 is modified as follows:
In Attachment 1, for item II.F.1.1 and II.F.1.2 change "12/31/84" to "Prior to Unit 2 startup in Cycle 6."

The licensee requests that this license condition be removed from the OLs, based on completion of implementation of TMI Items II.F.1.1, "Accident Monitoring Noble Gas Effluent Monitor" and II.F.1.2.B, "Accident Monitoring, Sampling and Analysis of Plant Effluents."

Staff Evaluation: This license condition reflected changes to Orders related to Generic Letters 82-06 and 82-10. The changes were granted by an NRC letter dated December 7, 1984, and formally approved by amendments dated February 12, 1985. Implementation of the TMI requirements is documented in a letter from P. Salas (TVA) dated August 27, 1993 (Assession

No. 9309070214), has been verified by the staff through inspections. Because implementation is complete, the license condition is no longer necessary and may be removed from the OLs.

2.2.5 Deletion of Authorization to Plug Bypass Flow Holes in the Reactor Lower Core Support Plate

Proposed Change: Unit 1 OL page 3, paragraph 2.C.(5) and Unit 2 OL page 4, paragraph 2.C.(5) currently read as follows:

The facility may be modified by plugging the bypass flow holes in the lower core support plate as described in Browns Ferry Nuclear Plant Units 1 and 2 Safety Analysis Report for Plant Modifications to Eliminate Significant In-Core Vibrations (NEDC-21091), October 1975. The reactor shall not be operated with the plugs installed in the lower core support plate bypass flow holes without further authorization by the NRC.

The licensee requests deletion of this condition from the Units 1 & 2 OLs. Units 1 and 2 were modified by plugging bypass flow holes in the lower core support plate in accordance with this authorization for the purpose of eliminating significant in-core vibrations as described in BFN Units 1 and 2 Safety Analysis Report for Plant Modifications to Eliminate Significant In-Core Vibrations (NEDC-21091). NRC approval was subsequently obtained for Units 1 and 2 to operate with these plugs installed by letter from the NRC to TVA dated August 20, 1976.

Staff Evaluation: Since the license condition authorized the holes to be plugged, and authorization to operate with the holes plugged was subsequently granted (August 20, 1976 amendments), this license condition may be removed from the OLs.

2.2.6 Deletion of The Authorization to Drill Bypass Flow Holes in Type 2 and Type 3 Fuel Assemblies

Proposed Change: Unit 1 OL page 4, paragraph 2.C.(6) and Unit 2 OL page 4, paragraph 2.C.(6) currently read as follows:

The facility may be modified by drilling bypass flow holes in Type 2 and Type 3 fuel assemblies as described in NEDO-21091, "Browns Ferry Nuclear Plant, Units 1 & 2 Safety Analysis Report for Plant Modifications to Eliminate Significant In-Core Vibrations," and NEDE-21156, "Supplemental Information for Plant Modification to Eliminate Significant In-Core Vibrations," dated January 1976.

The licensee requests that this license condition be deleted on the basis that the modified fuel assemblies are no longer installed and will not be used in the future.

Staff Evaluation: This license condition is obsolete. It no longer imposes any requirements or limitations necessary for safety operation of the facilities, and therefore may be removed from the OLs.

2.2.7 Deletion of Authorizations to Modify Units 1 and 2 Emergency Core Cooling Systems For Performance Improvements Which Have Been Completed

Proposed Change: Unit 1 OL page 4, paragraph 2.C.(7) and Unit 2 OL page 4, paragraph 2.C.(7) currently read as follows:

The facility may be modified as described in "Browns Ferry Nuclear Plant Units 1 and 2 Emergency Core Cooling Systems Low Pressure Coolant Injection Modifications for Performance Improvement (December 1975)" submitted by application dated December 1, 1975 and supplements dated February 12, 1976, March 24, 1976, March 30, 1976, May 21, 1976, June 11, 1976, and July 21, 1976.

Unit 1 OL page 4, paragraph 2.C.(9) and Unit 2 OL page 5, paragraph 2.C.(9) currently read as follows:

The facility may be modified as described in "Browns Ferry Nuclear Plant Units 1 and 2 Emergency Core Cooling Systems Low Pressure Coolant Injection Modifications For Performance Improvement (October 1977)" submitted by letter dated December 28, 1977 and supplemented by letter dated December 13, 1978.

Unit 3 OL page 6, paragraph 2.D.(3) currently reads as follows:

The facility may be modified as described in "Browns Ferry Nuclear Plant Unit 3 Emergency Core Cooling Systems Low Pressure Coolant Injection Modifications for Performance Improvement (October 1977)" and as described in TVA's letter of December 28, 1977 transmitting the aforementioned report and in TVA's supplemental letter of December 13, 1978.

The licensee requests that this condition be removed from the OLs because the modifications have been completed and authorization obtained from the NRC to operate with these modifications.

Staff evaluation: This license condition permitted modifications to eliminate the "low pressure coolant injection (LPCI) loop select logic." The loop select logic directed LPCI flow from all four LPCI pumps into the unbroken loop. Power supplies to motor-operated valves were modified due to single-failure concerns, and orifices were installed to preclude LPCI pump run out. The modifications have been completed. Accordingly, the license condition may be removed from the OLs.

2.2.8 Deletion of Requirements Regarding the Mark I Containment Owners Group Short-Term and Long-Term Program Related to Dynamic Loads Associated With a Postulated Loss-of-Coolant Accident Which Have Been Completed

Proposed Change: Unit 3 OL pages 5 and 6, paragraphs 2.D.(1) and 2.D.(2), currently read as follows:

(1) The licensee is required to assure that:

(a) The plant unique analysis for torus support structures and attached piping for the facility meets the approved Mark I Owners Group short-term acceptance criteria when subjected to dynamic loads associated with a postulated loss-of-coolant accident. Should the licensee determine that the results of the plant unique analysis are not in conformance with the approved Mark I Owners Group short-term acceptance criteria, a specific action plan will be developed by the licensee for the facility and presented to the Commission.

This action plan will include as a minimum the following information:

(i) The value of the load factor for which the criteria are satisfied.

(ii) A description of proposed plant modifications or other action which will result in reduced loads or increased capacities that would satisfy the criteria.

(iii) If a plant hardware modification is made, the acceptance criteria will be described on a plant unique basis.

(b) Upon completion of the Mark I Owners Group long-term program related to dynamic loads associated with a postulated loss-of-coolant accident, areas of design found not meeting the original design safety margins approved for the construction permit will be modified on a timely schedule to restore the original design safety margins.

(2) The licensee is required, upon completion of the Mark I Owners Group containment long-term program related to relief valve operation, to make such modifications on a timely basis as may be necessary to restore the original design safety margins approved for the construction permit and used for the design of the torus structures when subjected to relief valve operation.

The licensee requests that these conditions be removed from the OLS because all required modifications have been completed.

Staff Evaluation: These license conditions relate to the programs described in NUREG-0408 "Mark I Containment Short Term Program (Multi-Plant Activity A-5) and NUREG-0661 "Mark I Containment Long-Term Program (Multi-Plant Activity D-1). These programs were undertaken following the 1972-1974 discovery that Mark I containments could, during accidents involving venting of steam from the drywell to the suppression chamber, and/or involving safety-relief valve discharges, be subjected to certain hydrodynamic loads (e.g., condensation oscillation, chugging, pool swell) that were not considered in their original design. Because all required actions have long been completed, these license conditions may be removed from the OLS.

2.2.9 Consolidation of License Conditions That Currently Exist in Two Places in Each Unit's Operating License

Proposed Change: Appendix B in Units 1, 2 and 3 Technical Specifications currently contain license conditions in addition to the conditions in the facility operating license section. Unit 1 Appendix B currently contains the following additional license conditions.

<u>Amend. Number</u>	<u>Additional Conditions</u>	<u>Implementation Date</u>
234	The licensee is authorized to relocate certain requirements included in Appendix A and the former Appendix B to licensee-controlled documents. Implementation of this amendment shall include the relocation of these requirements to the appropriate documents, as described in the licensee's application dated September 6, 1996, as supplemented December 11, 1996, April 11, May 1, August 14, October 15, November 5 and 14, December 3, 4, 11, 22, 23, 29, and 30, 1997, January 23, March 12 and 13, April 16, 20, and 28, May 7, 14, 19, and 27, and June 2, 5, 10 and 19, 1998, evaluated in the NRC staff's Safety Evaluation enclosed with this amendment.	This amendment is effective immediately and shall be implemented within 90 days of the date of this amendment.
234	The licensee shall review the Technical Specification (TS) changes made by License Amendment No. 234 and any subsequent TS changes, verify that the required analyses and modifications needed to support the changes are complete, and submit them for NRC review and approval prior to entering the mode for which the TS applies.	This amendment is effective immediately and shall be implemented prior to entering the mode for which the TS applies.

The licensee requests that these two license conditions be relocated to the Unit 1 Operating License sections 2.C.(3) and 2.C.(4).

Unit 2 Appendix B currently contains the following additional license conditions.

<u>Amend. Number</u>	<u>Additional Conditions</u>	<u>Implementation Date</u>
253	<p>The licensee is authorized to relocate certain requirements included in Appendix A and the former Appendix B to licensee-controlled documents. Implementation of this amendment shall include the relocation of these requirements to the appropriate documents, as described in the licensee's application dated September 6, 1996, as supplemented May 1, August 14, November 5 and 14, December 3, 4, 11, 22, 23, 29, and 30, 1997, January 23, March 12, April 16, 20 and 28, May 7, 14, 19, and 27, and June 2, 5, 10 and 19, 1998, evaluated in the NRC staff's Safety Evaluation enclosed with this amendment.</p>	<p>This amendment is effective immediately and shall be implemented within 90 days of the date of this amendment.</p>
254	<p>TVA will perform an analysis of the design basis loss-of-coolant accident to confirm compliance with General Design Criterion (GDC)-19 and offsite limits considering main steam isolation valve leakage and emergency core cooling system leakage. The results of this analysis will be submitted to the NRC for its review and approval by March 31, 1999. Following NRC approval, any required modifications will be implemented during the refueling outages scheduled for Spring 2000 for Unit 3 and Spring 2001 for Unit 2. TVA will maintain the ability to monitor radiological conditions during emergencies and administer potassium-iodide to control room operators to maintain doses within GDC-19 guidelines. This ability will be maintained until the required modifications, if any, are complete.</p>	<p>This amendment is effective immediately.</p>

254	Classroom and simulator training on all power uprate related changes that affect operator performance will be conducted prior to operating at uprated conditions. Simulator changes that are consistent with power uprate conditions will be made and simulator fidelity will be validated in accordance with ANSI/ANS 3.5-1985. Training and the plant simulator will be modified, as necessary, to incorporate changes identified during startup testing.	This amendment is effective immediately.
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The licensee requests that these (above) three license conditions be relocated to the Unit 2 Operating License sections 2.C.(3), 2.C.(4) and 2.C.(5).

Unit 3 Appendix B currently contains the following additional license conditions.

<u>Amend. Number</u>	<u>Additional Conditions</u>	<u>Implementation Date</u>
212	The licensee is authorized to relocate certain requirements included in Appendix A and the former Appendix B to licensee-controlled documents. Implementation of this amendment shall include the relocation of these requirements to the appropriate documents, as described in the licensee's application dated September 6, 1996, as supplemented May 1, August 14, November 5 and 14, December 3, 4, 11, 22, 23, 29, and 30, 1997, January 23, March 12, April 16, 20, and 28, May 7, 14, 19, and 27, and June 2, 5, 10 and 19, 1998, evaluated in the NRC staff's Safety Evaluation enclosed with this amendment.	This amendment is effective immediately and shall be implemented within 90 days of the date of this amendment.

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| 214 | <p>TVA will perform an analysis of the design basis loss-of-coolant accident to confirm compliance with General Design Criterion (GDC)-19 and offsite limits considering main steam isolation valve leakage and emergency core cooling system leakage. The results of this analysis will be submitted to the NRC for its review and approval by March 31, 1999. Following NRC approval, any required modifications will be implemented during the refueling outages scheduled for Spring 2000 for Unit 3 and Spring 2001 for Unit 2. TVA will maintain the ability to monitor radiological conditions during emergencies and administer potassium-iodide to control room operators to maintain doses within GDC-19 guidelines. This ability will be maintained until the required modifications, if any, are complete.</p> | <p>This amendment is effective</p> |
| 214 | <p>Classroom and simulator training on all power uprate related changes that affect operator performance will be conducted prior to operating at uprated conditions. Simulator changes that are consistent with power uprate conditions will be made and simulator fidelity will be validated in accordance with ANSI/ANS 3.5-1985. Training and the plant simulator will be modified, as necessary, to incorporate changes identified during startup testing.</p> | <p>This amendment is effective immediately.</p> |

The licensee requests that these three license conditions be relocated to the Unit 3 Operating License sections 2.C.(3), 2.C.(4) and 2.C.(5). This would consolidate the license condition requirements at one location in the OL.

Staff Evaluation: Since the requested changes are editorial in nature and would have no effect on safety, they are acceptable.

2.3 Regulatory Controls

In considering the removal of license conditions for which the associated requirements have been implemented, the staff has given due consideration as to whether removal of the license conditions would permit the licensee to make changes to the facilities that would violate the original intent of license conditions. The staff determined that existing regulatory requirements [e.g., 10 CFR 50.59, 10 CFR 50.54(p)] provide assurance that the licensee cannot undo the

license condition actions in such a way as to reduce safety margins or offer less protection to the public.

3.0 STATE CONSULTATION

In accordance with the Commission's regulations, the Alabama State official was notified of the proposed issuance of the amendment. The State official had no comments.

4.0 ENVIRONMENTAL CONSIDERATION

The amendments change recordkeeping, reporting, or administrative procedures or requirements. Accordingly, the amendments meet the eligibility criteria for categorical exclusion set forth in 10 CFR 51.22(c)(10). Pursuant to 10 CFR 51.22(b) no environmental impact statement or environmental assessment need be prepared in connection with the issuance of this amendment.

5.0 CONCLUSION

The Commission has concluded, based on the considerations discussed above, that: (1) there is reasonable assurance that the health and safety of the public will not be endangered by operation in the proposed manner, (2) such activities will be conducted in compliance with the Commission's regulations, and (3) the issuance of the amendment will not be inimical to the common defense and security or to the health and safety of the public.

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Date: December 16, 1999

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