

July 12, 1985

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Docket No. 50-346  
EA 85-71

Toledo Edison Company  
ATTN: Mr. John P. Williamson  
Chairman and Chief Executive Officer  
Edison Plaza  
300 Madison Avenue  
Toledo, OH 43652

Gentlemen:

This refers to the safety inspection conducted by Messrs. W. Rogers, D. Kosloff, and M. Ring of the Region III staff during the period April 9 - May 31, 1985 of activities authorized by Operating License No. NPF-3 for the Davis-Besse Nuclear Power Station. Three violations of Technical Specification and procedural requirements, as well as other failures to comply with NRC regulatory requirements, were identified during this inspection. The results of this inspection were discussed on May 24, 1985 during an Enforcement Conference held in the Region III office between Mr. R. P. Crouse and others of your staff and myself and others of the NRC staff.

Violation I in the enclosed Notice of Violation and Proposed Imposition of Civil Penalty (Notice) involved a failure to effectively implement a program in which the operating status of equipment was to be made known to cognizant plant personnel at all times. This failure was a result of inadequate communications between security and operations personnel. Specifically, on April 9, 1985, the security-fire/radiation computer was taken out of service and the shift supervisor was not notified at the time the computer was actually shutdown. The shift supervisor did not learn of the computer shutdown until he discovered it two hours later. As a result, while the computer was shutdown, the shift supervisor was unable to take timely compensatory measures to ensure adequate fire protection controls were maintained. We are aware that additional compensatory measures were not actually necessary because measures had already been taken in response to other problems related to fire protection. However, the pre-existing compensatory measures do not excuse the inadequate communications between the security and operations personnel.

Violation II in the enclosed Notice involves failure to monitor pipe leakage from the Startup Feedwater Pump/Turbine Cooling Water systems. Monitoring was specifically required by a License Condition because pipe leakage or rupture in this area had not been analyzed for the effects of jet impingement, pipe whip, and flooding upon the auxiliary feedwater pumps. On April 24, 1985, the non-licensed operator who had been assigned to monitor the Startup Feedwater Pump/Turbine Plant Cooling Water piping status in the Auxiliary Feedwater Pump

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Room was found by an NRC inspector to be asleep. Therefore, he would not have been able to perform his required function which was to trip the Startup Feedwater Pump locally or notify the Control Room operator to trip the pump if leakage occurred. We are also concerned that corporate management was not promptly informed of this incident by site management.

Violation III in the enclosed Notice involves the failure to maintain proper reactor power for the indicated reactor coolant flow rate. On April 19 and 20, 1985, the licensee recorded reactor coolant flow rate values approximately 2% below the Technical Specification flow rate limit. Licensee personnel failed to recognize that a valved-out component continued to provide erroneous input to the computer heat balance calculation. This affects the operator's primary indication of thermal power and as a result, the thermal power was not reduced to the correct thermal power limit required by Technical Specification requirements.

To emphasize the importance of effective communications within your organization to ensure that when problems are identified, root causes are found and adequate corrective actions are taken, I have been authorized, after consultation with the Director, Office of Inspection and Enforcement, to issue the enclosed Notice of Violation and Proposed Imposition of Civil Penalty in the cumulative amount of One Hundred Thousand Dollars (\$100,000). These violations are categorized as a Severity Level III problem in accordance with the "General Statement of Policy and Procedure for NRC Enforcement Actions," 10 CFR Part 2, Appendix C (1985). The base civil penalty for a Severity Level III problem is \$50,000. However, the base amount has been increased by 100% because of Davis-Besse's previous poor performance discussed below.

During a September 23, 1982 Systematic Assessment of Licensee Performance (SALP), we identified weaknesses in the licensee's ability to recognize requirements for equipment operability. In March of 1983, as a result of an Enforcement Conference, the licensee committed to implement a Comprehensive Corrective Action Program to address these and other concerns. These concerns were expressed again during an October 28, 1983 SALP. However, actions taken to address these concerns were ineffective and similar violations were identified which resulted in the issuance of a Notice of Violation and Proposed Imposition of Civil Penalties in November 1984. This enforcement action was based on failures to ensure that the status of plant equipment was understood by the responsible individuals and failure to take adequate corrective actions. The air conditioning portions of both trains of the Control Room Emergency Ventilation System were removed from service without complying with station procedures, thus rendering the system inoperable in violation of Technical Specification requirements. In addition, removal of one of two Number One Emergency Diesel Generator ventilation fans for maintenance made the Number One Emergency Diesel Generator inoperable and Technical Specification action statements could not be satisfied due to the failure of the licensee to recognize this condition. Problems were also identified with the Startup Feedwater Pump System, yet the licensee failed to ensure that adequate actions were taken to correct the problems identified and to preclude repetition of the problems.

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The causes of the previous violations were similar to some of the failures identified during the April 1985 inspection which are the subject of the enclosed Notice, and it appears that the licensee still has not developed adequate management controls to ensure that problems are communicated to the appropriate responsible individuals so that root causes can be identified and generic corrective actions taken. As is evident from the recent events which occurred on June 9, 1985, problems continue to exist at Davis Besse and additional enforcement action may be required.

You are required to respond to the enclosed Notice and you should follow the instructions specified therein when preparing your response. Your reply to this letter and the results of future inspections will be considered in determining whether further enforcement action is warranted.

In accordance with 10 CFR 2.790, "Rules of Practice," a copy of this letter and the enclosure will be placed in the NRC Public Document Room.

The responses directed by this letter and the accompanying Notice are not subject to the clearance procedure of the Office of Management and Budget as required by the Paperwork Reduction Act of 1980, PL 96-511.

Sincerely,

Original signed by  
James G. Keppler

James G. Keppler  
Regional Administrator

Enclosures:

1. Notice of Violation and  
Proposed Imposition of  
Civil Penalty
2. Inspection Report  
No. 50-346/85018(DRP)

cc w/enclosures:

R. P. Crouse, Vice President Nuclear  
S. Quennoz, Station Superintendent  
DMB/Document Control Desk (RIDS)  
Resident Inspector, RIII  
Harold W. Kohn, Ohio EPA  
James W. Harris, State of Ohio  
Robert H. Quillin, Ohio  
Department of Health

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