



U.S. Department of Energy
Office of Civilian Radioactive Waste Management

**OGR
Institutional/Socioeconomic
Coordination Group Meeting**

Reference Package

**Seattle, Washington
July 21-23, 1987**

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OGR Institutional/Socioeconomic Coordination Group Meeting

Reference Package

Table of Contents

- **Agenda**
- **Draft Minutes from the Albuquerque ISCG Meeting
and Roster** **TAB A**
- **Plenary Session Materials** **TAB B**
- **Socioeconomics Committee Materials** **TAB C**
- **Financial Assistance Committee Materials** **TAB D**
- **Outreach Committee Materials** **TAB E**

AGENDA

OGR Institutional/Socioeconomic Coordination Group

Seattle, Washington

July 21-23, 1987

OGR Institutional/Socioeconomic Coordination Group
Seattle, Washington

AGENDA

Tuesday, July 21, 1987

8:00 AM Separate Executive Sessions are scheduled for States and Indian Tribes and for DOE and its support contractors.

Wednesday, July 22, 1987

PLENARY SESSION

<u>TIME</u>	<u>ITEM</u>	<u>PURPOSE</u>	<u>REFERENCE</u>
8:00 AM	<ul style="list-style-type: none">o Welcome and Introductionso Review of Albuquerque ISCG Draft Minuteso Review of Seattle Agendao Review of Albuquerque ISCG Plenary Session Action Items	<ul style="list-style-type: none">AgreementAgreementStatus report	<ul style="list-style-type: none">Draft Minutes from Albuquerque ISCGSeattle agendaAlbuquerque ISCG Action Items
8:30	OCRWM Policy Update	Provide information and discuss	
9:15	Intergovernmental Resource Center	Provide status report and discuss planning and implementation of IRC	<ul style="list-style-type: none">o IRC Status Reporto Responses to Albuquerque ISCG Action Items on IRCo Preliminary IRC Document List
10:00	B R E A K		
10:15	DOE Coordinating Groups	Discuss DOE proposed Master Calendar and Action Item Tracking System	Current Master Calendar
		Confirm dates and locations for ISCG meetings during next 12 months	

Wednesday, July 22, 1987

PLENARY SESSION (continued)

<u>TIME</u>	<u>ITEM</u>	<u>PURPOSE</u>	<u>REFERENCE</u>
10:45	Status of C&C Negotiations o HQ Report o State and Indian Tribal Reports	Provide information and discuss	
11:15	DOE Meeting with States and Indian Tribes, Las Vegas, May 28, 1987	Status report	Agenda and Commitments from meeting
11:30	WIPP Questions (Albuquerque #8)	Discuss	<ul style="list-style-type: none">o Dec. 31, 1986 letter from B. Burkeo Jan. 9, 1987 letter from D. Silvero Handout of DOE responses to above letters
12:00	L U N C H		
1:30	MRS Update	Status report	
1:45	Review Plenary Session Action Items	Agreement	

SOCIOECONOMICS COMMITTEE

2:00	Review of Albuquerque ISCG Socioeconomic Action Items	Status report	Albuquerque ISCG Action Items
2:15	Comprehensive Socio-economic Plan	Status report	Handout of draft meeting agenda

Wednesday, July 22, 1987

SOCIOECONOMICS COMMITTEE (continued)

<u>TIME</u>	<u>ITEM</u>	<u>PURPOSE</u>	<u>REFERENCE</u>
2:30	Socioeconomic Monitoring and Mitigation Plans	HQ presentation on schedule for release of the plans	S. Kale memorandum transmitting schedule
3:00	B R E A K		
3:15	Risk Assessment	Provide information on risk assessment studies and activities	
3:45	Payments-Equal-To-Taxes	Status report on estimated PETT payments and administrative procedures	June 17, 1987 revised internal draft PETT Guidelines
4:30	Review Socioeconomics Action Items	Agreement	
4:45	A D J O U R N		

Thursday, July 23, 1987

FINANCIAL ASSISTANCE COMMITTEE

8:30 AM	Review of Albuquerque Financial Assistance Action Items	Status report	Albuquerque ISCG Action Items
8:45	Financial Assistance Guidelines - Rulemaking	Provide update on process	J. Saltzman memorandum, May 18, 1987, transmitting "Principles and Policies"
9:00	Grant activities		
	o Status Report on Grants	Report on grant funds awarded for 1987	Handout--computer printout
	o Report on Tracking System	Status report on system development	Handout--computer printout
10:00	B R E A K		

Thursday, July 23, 1987

FINANCIAL ASSISTANCE COMMITTEE (continued)

<u>TIME</u>	<u>ITEM</u>	<u>PURPOSE</u>	<u>REFERENCE</u>
10:15	Licensing Support System (LSS)	Status update on Special Grant Condition on Data and Reports	Handout--Special Condition
10:45	State and Indian Tribal Reports	Presentations by States and affected Indian Tribes describing their activities funded under NWSA	
11:30	Review of Financial Assistance Action Items	Agreement	
12:00	L U N C H		

OUTREACH COMMITTEE

1:30	Review of Albuquerque ISCG Outreach Action Items	Status report	Albuquerque ISCG Action Items
1:45	Information Services Update	Status report on public information activities	
2:15	Site Characterization Plan (SCP) Outreach	Provide information and discuss plans for public interaction associated with the the release of the SCPs	Handouts, as available
	o HQ Plans		
	o NNWSI Plans		
	o BWIP Plans		
	o State and Indian Tribal Plans		
3:15	B R E A K		

Thursday, July 23, 1987

OUTREACH COMMITTEE (continued)

<u>TIME</u>	<u>ITEM</u>	<u>PURPOSE</u>	<u>REFERENCE</u>
3:30	Facility-Specific Outreach and Participa- tion Plans		
	o Report on HQ Review Criteria	Status report	o S. Kale memo- randa, June 9, 1987, to: --D. Vieth --J. Neff
	o PO Reports	Status report on: --Planning process; --Schedule for infor- mal discussions with State, Indian Tribes, and local parties	o Correspondence between B. Gale and R. Loux
4:00	State and Indian Tribal Presentations on New Public Information Products, Plans and Activities	Status report updat- ing outreach products and activities since reports at ISCG meet- ing in Las Vegas, December 1986	
4:45	Review Outreach Action Items	Agreement	
5:00	A D J O U R N		

TABA

PROCEEDING FROM MARCH 10-12, 1987 ISCG MEETING
ALBUQUERQUE, NEW MEXICO

- List of Participants
- Action Items from Albuquerque Meeting
- Draft Proceedings of Albuquerque Meeting
- Action Items from Las Vegas ISCG Meeting
- ISCG Roster
- Glossary

OGR INSTITUTIONAL/SOCIOECONOMIC COORDINATION GROUP MEETING
March 10-12, 1987
Albuquerque, NM

Participants

DOE-HQ: Allen Benson, Melinda Davison, Susan Denny, Steve Frank, Barry Gale, Ann McDonough, Carol Peabody, Wilma Probst, Vic Trebules, Jerome Saltzman, Deborah Valentine, Mike Wisniewski

Argonne: Bill Metz, Kenneth Rose, Richard Winter

Touche Ross: Kevin Bailey, Robert Lesko

Weston: Gerald DiCerbo, Ellen Livingston-Behan, Catherine McDavid, Patrick McGinn, Earl McLaren, Diane Meier, Steve Smith, Lisa Stevenson, Richard Travis, Christine Van Lenten

DOE-BWIP: Jerri Adams, Joanne Comins-Rick, Max Powell

Rockwell: Madeleine Brown, Karen McGinnis

Battelle-HARC: Chris Cluett

DOE-CPO: Gary Pitchford

Battelle-OWTD: Gail Walker

DOE-NNWSI: Eric Lundgaard

DOE-SRPO: Beth Darrough, Jo Mabray, Linda McClain

Battelle-ONWI: Susan Armstrong, Deborah Halliday, Helen Latham, George Loudder, Nancy Waite

DOE-WIPP: Judith Espinosa, Jim Otts, Bob Kehrman

SAIC: Judith Bradbury (Tennessee), Bea Reilly (Las Vegas), M.J. Wise (New Mexico)

Louisiana: Rennie Deville, James Friloux

Mississippi: Ron Forsythe

Nevada: Joe Strolin

Clark County Planning: Dennis Betchel, Robert Palm

Allen/Bradhurst: Steve Bradhurst

Intertech Consultant, Inc.: Mike Baughman

LATIR: John Gervers, Ruth Krawczyk

Texas: Steve Frishman, Jim Reed

Utah: Bim Oliver, Patrick Spurgin

Washington: Jerry Parker, Dan Silver, Tom Sykes, Marta Wilder

Oregon: Rose Bennett

Nez Perce Indian Tribe: Albert Barros, Kevin Gover, Henry Penney, Reine
Moffett

CTUIR: Bill Burke, Larry Calkins, Daniel Hester, David Quaempts

CERT: Wyatt Rogers

Others: Ellison Burton (Burton Assoc., Inc.), William Freudenburg (SSRA,
Inc.), Bill Klett (Ch2M Hill), Diane Lorenzen (EWA, Inc.), C.K. Mertz
(Mountain West), Cheryl Runyon (NCSL), David Stevens (DWS Co.), Mary
Whitman (S.M. Stoller Corp.)

ACTION ITEMS

OGR Institutional/Socioeconomic
Coordination Group
March 10-12, 1987
Albuquerque, New Mexico

<u>ITEM</u>	<u>ASSIGNED TO</u>	<u>DUE*</u>
<u>PLENARY SESSION</u>		
1. ISCG participants will review the roster in the reference package and contact Carol Peabody with any corrections.	ISCG members	March 28, 1987
2. DOE will prepare a summary version of ISCG minutes, in addition to minutes of the current length. The utility of the summary version will be evaluated at the next ISCG meeting.	HQ	
3. The next ISCG meeting will be held in Seattle, WA, July 14-16, 1987.	BWIP	
4. An agenda item for the April Transportation Coordinating Group (TCG) meeting will deal with the impacts, if any, on the program of the national move toward deregulation.	S. Denny	April 28-29, 1987 TCG meeting
5. DOE will provide copies of the charters of existing coordinating groups to affected parties.	B. Gale	

*Due date is by the next ISCG meeting, unless otherwise indicated.

<u>ITEM</u>	<u>ASSIGNED TO</u>	<u>DUE*</u>
<u>PLENARY SESSION (continued)</u>		
6a. DOE will provide copies of the latest C&C Draft Guidelines to the ISCG membership.	W. Probst	Within 2 weeks (March 30)
b. ISCG members should provide comments and suggested revisions on the Guidelines to W. Probst.	ISCG members	Within 60-90 days, but closer to 60, if possible (May 15 - June 14)
7a. DOE will examine the potential relationship between the Intergovernmental Resource Center (IRC) and the Licensing Support System (LSS).	W. Probst	
b. DOE will consider the appropriateness of including non-governmental organizations in the IRC.	W. Probst	
c. OGR will discuss with OSTs the relationship between the IRC and the inclusion of information pertaining to corridor States.	W. Probst S. Denny	
d. DOE will examine the relationship, if any, between the IRC and the issue tracking system.	W. Probst	
e. DOE will consider including in the IRC information on appropriate federal laws and regulations from agencies other than DOE.	W. Probst	

<u>ITEM</u>	<u>ASSIGNED TO</u>	<u>DUE*</u>
<u>PLENARY SESSION (continued)</u>		
f. Affected parties will provide comments on the IRC to W. Probst.	Affected parties	Within 30 days (April 15)
8. DOE will address the issues raised in the letters from Dan Silver and Bill Burke relating to WIPP. The reference package for the next ISCG meeting will include copies of those letters and DOE's written responses, if available.	W. Probst	
<u>SOCIOECONOMICS COMMITTEE</u>		
9. Affected parties will contact their appropriate PO in writing to recommend a preferred option for developing a socioeconomics plan, either one of DOE's four options, or an alternative.	Affected parties	Within 3 weeks (April 6)
10. The revision of the C&C Guidelines will include specific references to Indian Tribes, where those references are currently not included, and will also specifically indicate that negotiations may include those elements in 117(c) where the Indian Tribes are not specifically mentioned.	W. Probst	

<u>ITEM</u>	<u>ASSIGNED TO</u>	<u>DUE*</u>
<u>FINANCIAL ASSISTANCE COMMITTEE</u>		
13a. States and Indian Tribes will prepare a list of issues relating to financial assistance and PETT rulemaking that they would like to discuss with DOE, and submit this list to J. Saltzman at HQ.	Affected parties	
b. At HQ, J. Saltzman will discuss this list and the possibility of holding a special meeting with affected parties, intended to narrow issues and if possible reach resolution on specific financial assistance issues related to the proposed financial assistance/PETT rulemaking. A decision on holding such a meeting will be made within 2-3 weeks of receiving input from the States and Indian Tribes.	J. Saltzman	(See Action Item)
14. DOE will address the issue of confidentiality of State and Indian Tribal information with respect to submitting and/or restricting the use of such information in the LSS.	A. Benson	

<u>ITEM</u>	<u>ASSIGNED TO</u>	<u>DUE*</u>
<u>OUTREACH COMMITTEE</u>		
15. An updated copy of the Information Services Directoy will be sent to the ISCG roster.	G. King	
16. DOE will determine how it plans to respond to NRC's comments in the site characterization analysis and inform the States and Indian Tribes of these plans.	C. Peabody	
17. DOE will determine whether SCP reference documents can be made available in a form compatible with the LSS.	C. Peabody	

DRAFT SUMMARY OF PROCEEDINGS

Institutional/Socioeconomic Coordination Group Meeting
March 10-12, 1987, Albuquerque, New Mexico

TABLE OF CONTENTS

	Page Number
PLENARY SESSION	1
Review of Las Vegas ISCG Plenary Session Action Items	1
OCRWM Policy Update	1
DOE Coordinating Groups	2
NRC Negotiated Rulemaking on Licensing Support System (LSS)	2
Quality Assurance Issues	3
Transportation	3
MRS Litigation Update	4
Consultation and Cooperation	4
Waste Isolation Pilot Project	5
Project Office Reports	6
 SOCIOECONOMICS COMMITTEE	
Review of Las Vegas ISCG Socioeconomics Committee Action Items	7
Socioeconomic Management Plan	7
M&M Meetings with States and Affected Indian Tribes	8
Indian Tribal Socioeconomic Issues	8
Sources of Funding during Site Characterization	9
Payments-Equal-to-Taxes (PETT)	9
Proposed Intergovernmental Agreement To Administer PETT	10

FINANCIAL ASSISTANCE COMMITTEE

Grant Implementation Issues 11
Budget Development Process 12
Financial Assistance Clearinghouse Report 12
Draft OCRWM Financial Assistance and PETT Rulemaking 12
Draft OCRWM Financial Assistance and PETT Guidelines 13
Grant Conditions for Licensing Support System (LSS) 13
State and Indian Tribal Reports 13

OUTREACH COMMITTEE

Review of Las Vegas ISCG Outreach Action Items 15
Information Services Update 15
Facility-Specific Outreach and Participation Plans 15
Site Characterization Plans (SCPs) - Public Interaction 15
Quarterly Meeting of States and Indian Tribes 16

DRAFT SUMMARY OF PROCEEDINGS
Institutional/Socioeconomic Coordinating Group Meeting
March 10-12, 1987
Albuquerque, New Mexico

PLENARY SESSION

Barry Gale, DOE HQ, Chair of the ISCG, welcomed attendees and turned the proceedings over to the meeting facilitator. The facilitator called for corrections to the draft minutes from the December 1986 ISCG meeting. None was offered and the minutes were adopted. She then asked attendees to provide corrections to the ISCG roster. (ACTION ITEM #1)

A HQ representative proposed that future ISCG minutes be shorter, as more detailed minutes taxed DOE's resources and were too long for some people to review. Some State and Tribal representatives said they found longer minutes useful. DOE agreed to produce both highlights and full-length minutes of the Albuquerque meeting and proposed that the two versions be evaluated at the next ISCG meeting. (ACTION ITEM #2)

Review of Las Vegas ISCG Plenary Session Action Items

Action Items #'s 1, 2, and 14 from the Las Vegas ISCG meeting were reviewed and reported as completed. (See attached list of Las Vegas Action Items.)

OCRWM Policy Update

Vic Trebules, DOE HQ, presented an overview of current policy issues at OCRWM, including the Draft Mission Plan Amendment, OCRWM's 1988 budget request, the outlook for renewal of the Price-Anderson Act, high-level defense waste, and the definition of high-level waste. Trebules supplemented his explanation of the Draft Mission Plan Amendment with a handout. A State representative objected to the statement in the handout, "Selections aided by decision-aiding methodology, reviewed by National Academy of Sciences," saying that if the handout is intended for use in briefing Congress, it may misleadingly suggest that the National Academy of Sciences (NAS) approved DOE's selection of candidate sites. Trebules explained that the handout is not used for Congressional briefings and that the methodology and its application were reviewed by the NAS, but not the site-recommendation decision. He noted that the Draft Mission Plan Amendment is clear on this point. The State representative also objected that the handout material was misleading with respect to progress in consultation and cooperation (C&C) and that DOE had not yet produced the action plan it had promised at a meeting in New Orleans in November 1986 to discuss the definition of C&C.

Another State representative asked if DOE has written documentation of its proposal to postpone the second repository program. Trebules replied that the question had arisen a number of times in Congressional hearings and that the Secretary of Energy testified before Congress that DOE will document its proposal in the Mission Plan Amendment and resume site-specific investigations for the second repository later this year if Congress does not take affirmative action on the Mission Plan Amendment. The State representative said the Secretary's position is inconsistent with the Draft Amendment, and he

asked whether an "amended" Amendment is needed since it is not clear what DOE is actually proposing to do. Trebules responded that the Secretary had made clear in statements to Congress that the amendment was still in draft form and had been offered to States and Indian Tribes for review and comment.

In response to a State representative's questions about the suitability of the three first repository candidate sites, Trebules replied that DOE believes all three will meet the standards of the Environmental Protection Agency (EPA) and will be demonstrated to be suitable, but that this must await the results of site characterization.

Another State representative asked whether DOE is proposing to amend the NWPA. Trebules replied that DOE is trying to propose in the Mission Plan the most responsible way to carry out the waste management program. An Indian Tribal representative asked whether DOE's General Counsel (GC) has determined whether appropriations language can serve to amend the Act. Trebules replied that the GC advised that DOE cannot change the requirements in the Act; he added that Secretary Herrington believes that Congressional changes might take the form of an amendment to the Act, Congressional approval of the proposals in the Mission Plan, or appropriations language.

Trebules explained that DOE has submitted a budget request of \$500 million for FY '88, with an additional \$225 million to be sought pending resolution of certain issues. A State representative said it was not clear what issues DOE was seeking to resolve through its draft Amendment and budget request. Trebules named three: acknowledgement of the 5-year extension in the program schedule for the first repository, postponement of site-specific work on the second repository, and submission to Congress of the Monitored Retrievable Storage (MRS) proposal.

With respect to redefinition of high-level waste, a State representative asked how the definition proposed by the Nuclear Regulatory Commission would differ from the definition in the Act. Trebules replied that the Nuclear Regulatory Commission's (NRC) definition might include additional waste such as metallic core shrouds from decommissioned nuclear reactors. He added that such a definition would have a small, but as yet unquantified, effect on the volume of waste to be disposed of in a repository.

DOE Coordinating Groups

Barry Gale, DOE HQ, explained that groups are formed as the need arises and then formally chartered. He summarized the options for scheduling coordinating group meetings and Quarterly Meetings during the next year. After discussing the options, the ISCG agreed that ISCG meetings and Quarterly Meetings will alternate, one every two months, each group meeting three times per year. The ISCG agreed to hold the next ISCG meeting in Seattle on July 14-16. (ACTION ITEM #3)

NRC Negotiated Rulemaking on LSS

Gale explained that because DOE was in the middle of a procurement for licensing support services (LSS), it believed it would be inappropriate to proceed with a March 25, 1987, DOE/NRC Interagency Coordinating Committee meeting on an LSS negotiated rulemaking. He repeated the Department's commitment to abide by the final rule.

Quality Assurance (QA) Issues

Max Powell, BWIP, reported that a meeting on QA agreed to at the Spokane Quarterly Meeting had not yet been held. Barry Gale reported that three basic concerns about QA had been expressed by affected parties: (1) QA staff are not highly-enough placed in OCRWM's organization to be effective, (2) the QA program does not have enough staff to mount an aggressive QA program, and (3) the role of Project Offices should be clarified and strengthened. He explained that efforts are underway to elevate the position of QA at Headquarters and that some QA staff will report directly to Steve Kale, Associate Director for Geologic Repositories. However, he noted, the Department is constrained by the Office of Management and Budget from hiring new staff; it therefore may shift staff from other offices within DOE to QA. Gale added that the relationship between HQ and the Project Offices would change with the selection of a systems engineering and design contractor and he said that Steve Kale would be meeting with affected parties to discuss the proposed contract.

Transportation

Susan Denny, DOE HQ, reviewed current activities in OCRWM's transportation program. After announcing personnel changes in the Office of Storage and Transportation Systems and reviewing the agenda for the upcoming Transportation Coordinating Group (TCG) meeting, she discussed cask development activities, development of operational procedures for a national transportation system, and interactions needed to deploy the transportation system. Denny reported that DOE now is evaluating proposals for contractors to design and build shipping casks. She said that DOE had recently contracted for a 1-year study of options for managing the transportation program. The options are use of a full-service contractor, regional contractors, and direct operation by the federal government. Results of the study will be incorporated into the first iteration of a comprehensive transportation plan that addresses institutional interactions, business activities related to cask and equipment design and development, and a preliminary definition of operational tasks to support the transportation program. Denny then highlighted progress in addressing three major transportation issues: highway inspection and enforcement, overweight truck shipments, and prenotification.

In response to questions from State representatives, Denny stated that the study on management options will focus on operations, not development. She went on to say that in order to identify the critical paths for transportation decisions, DOE was engaged in extensive planning and had sent networking charts to the Western Interstate Energy Board (WIEB) and Southern States Energy Board. She noted that a preliminary schedule for DOE policy decisions and activities had been included in the Transportation Institutional Plan and that DOE wants written comments from affected parties on when such decisions should be made. Denny also reported that the issue discussion papers included in the Transportation Institutional Plan will be revised. Denny explained that the MRS, if approved by Congress, will drive the transportation schedule and that, therefore, changes in the first repository schedule and postponement of the second do not have a significant impact on development of casks or the transportation system. A State representative asked why DOE had not invited WEIB to serve on the Commercial Vehicle Safety Alliance (CVSA) task force that will recommend highway inspection and enforcement procedures to DOE. Denny said that DOE wants the CVSA to draft procedures independently, and that WEIB

and other groups would have an opportunity to review them in upcoming workshops. Finally, a State representative asked whether the national move towards deregulation is affecting the transportation program and asked that this item be added to the agenda for the TCG meeting in April. (ACTION ITEM #4)

MRS Litigation Update

Barry Gale, DOE HQ, recounted the history of litigation on the MRS and stated that DOE will submit its MRS proposal to Congress as soon as the Supreme Court rules on Tennessee's appeal. In reply to a question as to how a delay in the MRS would affect the 1998 deadline for receiving waste, Gale said that the MRS schedule would allow DOE to receive waste in 1998 if Congress authorizes the MRS this fiscal year; but that, thereafter, there is a day-for-day delay in the MRS schedule if the MRS is not authorized. Another HQ representative explained that if DOE has no facility to accept waste in 1998, it may take legal title to the waste but leave it at reactors, perhaps in dry cask storage; or it might store it at federal sites. He noted that DOE's contracts with utilities do not specify the number of metric tons DOE is obliged to receive and that it is not altogether clear what would meet contractual requirements. He also pointed out that the capacity of the MRS would be limited to 15,000 metric tons and that it could not accept any spent fuel until the NRC has authorized construction of a repository. A State representative asked how DOE's transportation system would be affected if Congress does not approve the MRS. DOE responded that it plans to develop casks to make shipments from reactors, not from the MRS.

A State representative asked for the charters of DOE's technical coordinating groups and DOE agreed to provide them. (ACTION ITEM #5)

Consultation and Cooperation (C&C)

Values Project Northwest. Madeleine Brown, Rockwell, made a presentation for BWIP on the Values Project Northwest. The Project promotes cross-cultural understanding through a structured process of interviews and workshops that helps diverse groups articulate their fundamental cultural values. Brown explained that BWIP wants to use the Project to improve understanding between BWIP and affected Indian Tribes. Interviews are scheduled for the Spring of 1987. An Indian Tribal representative said his Tribe had agreed to participate in the first phase of the Project, but is still considering whether it wants to participate further.

Meeting with Affected Indian Tribes on Draft C&C Guidelines. Wilma Probst, DOE HQ, summarized a meeting between DOE and affected Indian Tribes on March 9, 1987, to discuss the Indian Tribes' special concerns about the Draft C&C Guidelines. (ACTION ITEMS #6[a] and #6[b].)

Consultation and Cooperation Update: Reports to Congress. Wilma Probst, DOE HQ, explained the status of DOE's reports to Congress on negotiations for C&C agreements. A State representative asked how the reports are related to the meeting on C&C between DOE and affected parties in New Orleans last November. Probst replied that the purpose of that meeting was to define C&C broadly, whereas the reports to Congress and draft C&C Guidelines are concerned only with negotiations for C&C agreements.

Consultation and Cooperation Update: Status of Negotiations. A BWIP representative said that negotiations for C&C Agreements are in a holding pattern: DOE is waiting to renew negotiations with the Confederated Tribes of the Umatilla Indian Reservation (CTUIR), expects to hear from the other Indian Tribes, but has no indication that Washington State is ready to resume negotiations. A HQ representative asked the State and Indian Tribal representatives whether they had any plans to begin or renew formal negotiations. None indicated any immediate plans to do so, but some said they were willing to discuss selected issues.

A State representative asked whether DOE has determined what is required to certify its good faith efforts to reach C&C agreements, as required by Congress. Probst said that DOE is working on this, that it will submit a certification package to Congress in May or June, and that the issue is on the Secretary of Energy's formal agenda. An Indian Tribal representative asked how DOE can certify its good faith when it will not negotiate with Nevada on certain issues. Barry Gale, DOE HQ, said DOE is considering Nevada's proposal. An Indian Tribal representative asked how DOE plans to follow up on the New Orleans meeting. Gale said DOE is considering appropriate mechanisms for furthering C&C and is developing an action plan.

Intergovernmental Resource Center. Wilma Probst, DOE HQ, described a proposal to establish an Intergovernmental Resource Center (IRC) at DOE HQ. The IRC would help OCRWM staff--particularly technical staff--better understand affected parties operations and concerns and would support overall planning and policy development, C&C negotiations and other interactions, review of technical and institutional documents, and development of HQ documents. The IRC would have three main components: intergovernmental reference materials, general briefing books containing background information on each affected party, and a clearinghouse of DOE institutional documents. Several ISCG members cautioned that the IRC will not be useful if it is understaffed. A representative of Washington invited DOE HQ staff to visit a similar resource center maintained by the State. DOE agreed to consider several suggestions for the IRC proposal. (ACTION ITEMS #7[a]-[d])

Waste Isolation Pilot Project (WIPP)

Jim Otts, formerly a New Mexico State legislator and now an employee of Westinghouse on a contract supporting WIPP, presented a State legislator's perspective on WIPP. Summarizing how the State's role in WIPP has evolved, he pointed to the establishment of task forces and committees and to negotiations of agreements with DOE as major tools for monitoring the project and addressing State concerns. He suggested that the community supports WIPP because of its familiarity with mining projects, which WIPP resembles, and because of high unemployment in the local potash industry. It was noted that the Carlsbad community may support WIPP, in part, because the facility will not receive high-level waste for permanent storage, and because it is a defense-related project.

Bob Curmin, manager of radiological and environmental programs at WIPP, said that WIPP, which is in bedded salt, is instituting an interchange with SRPO on such matters as waste package design. In response to a question about payments-in-lieu-of-taxes, Otts said that DOE makes payments to school districts and is negotiating swaps of land. He said that the first shipments of waste to WIPP are scheduled for October, 1988. A State representative

asked DOE about issues raised in State and Tribal correspondence on WIPP. DOE agreed to address these issues by the next ISCG meeting. (ACTION ITEM #8)

Project Office Reports

SRPO. Jo Mabray, SRPO, reported that in conjunction with its move to Texas, SRPO held several public meetings and media briefings in the Panhandle the week of February 28. It is continuing local outreach activities and finalizing outreach materials. SRPO awarded Texas \$2.5 million of its \$6.7 million grant request, and has asked the State for further information before deciding on the remainder.

NNWSI. Eric Lundgaard, NNWSI, reported that work is continuing on the site characterization plan for Yucca Mountain. NNWSI recently met with representatives of the State and local governments on Monitoring and Mitigation Plans. It awarded Nevada \$6.3 million of its \$10.2 million grant request, and has asked the State for further information before deciding on the remainder. Judith Bradbury, SAIC, reported that NNWSI has released a social impact assessment report, which includes a literature review. The Report will be used to design a research methodology to assess social impacts at Yucca Mountain.

BWIP. Max Powell, BWIP, reported that BWIP was finalizing all grant awards, was preparing an Environmental Regulatory Compliance Plan, and had issued six draft chapters of its SCP. It also issued a cultural resource plan for State and Tribal review.

SOCIOECONOMICS COMMITTEE

Review of Las Vegas ISCG Socioeconomics Committee Action Items

Ann McDonough, DOE HQ, reviewed the Las Vegas Socioeconomic Action Items (see attached list). She said that Items #'s 4-10, and 12 would be on the Socioeconomics Committee agenda and that Item # 11 had been completed. For Action Item # 3, she reported that DOE has no plans to use spent fuel or high-level radioactive waste at any site during site characterization, that it may use short-lived radioactive materials in characterization, and that any such material will be identified in study plans and procedures issued before testing. She added that DOE would not use radioactive tracers without NRC concurrence. A State representative asked why DOE would seek NRC concurrence if NRC regulations already permit use of radioactive tracers.

Socioeconomic Management Plan

In response to Las Vegas Action Items #'s 7 and 8, McDonough outlined options for developing a comprehensive socioeconomic management plan. She said that DOE preferred the option that DOE meet separately with each State and Indian Tribe to develop plans in small workshops and that DOE then consolidate these plans into a draft for review by all parties.

A State representative said his State is geared up for several years of socioeconomic studies and does not intend to delay these studies pending development of a master plan. A PO representative assured him that DOE has no intention of delaying State plans. Asked whether there is any difference between the proposed planning effort and what a socioeconomic coordinating group would accomplish, McDonough replied that while their purposes might be similar, smaller groups could accomplish more work. Another HQ representative explained that coordinating groups serve a management function and are issue-oriented, while small working groups could more easily develop specific planning documents.

A State representative suggested that a joint approach would only be useful if DOE's ground rules address States' concerns, such as their demand for early and comprehensive baselining. A HQ representative replied that the very fact of the proposal indicates that DOE takes these concerns seriously. Another State representative said that affected parties must ask where their resources can be applied most productively. He suggested that DOE not include affected parties' plans in its comprehensive approach, since to some extent these plans are redundant, they are on different schedules, and they serve different objectives. He questioned whether a comprehensive plan might become another standard for review of grant proposals and he stated that affected parties' grant proposals constitute their plans. He suggested that DOE prepare its own plan and that States and Indian Tribes then review it for statutory compliance, while continuing their own work unencumbered. He objected that it is difficult to review narrow Monitoring and Mitigation Plans (MMPs) without understanding the context of other DOE activities and noted that he had raised this issue before. He also objected that DOE's distinction between "required" and "other" studies is artificial; if a study is not "required," he asserted, DOE can't undertake it. He added that DOE should not have moved to Texas until it had a plan for addressing socioeconomic impacts during site characterization.

The representative objected that DOE's options for developing a comprehensive plan do not respond to Las Vegas Action Item # 7, which addresses socioeconomic concerns beyond the scope of SMMPs. He claimed DOE and affected parties have different objectives in assessing impacts. A HQ representative replied that, although their responsibilities and tasks differ, their objectives are the same. He stressed the importance of early and frequent consultation among parties as essential to good socioeconomic work, but the State representative objected that affected parties had already provided a great deal of information to DOE in the form of review, oversight, and comment.

McDonough suggested that different parties might want different approaches. Someone from the floor suggested that POs have a better working relationship with affected parties than HQ does and should therefore work directly with them. And, he urged, this work should not be delayed, since impacts are already occurring. He cautioned that the fact that affected parties were not allowed to review SMMPs until HQ had approved them had left a "bad legacy," but he said that DOE's contractors have become more fully aware of socioeconomic impacts and he termed this a hopeful sign of progress.

A State representative observed that there were two issues under discussion: the conceptual issue of what impacts should be addressed, and the operational issue of how these impacts should be addressed. He suggested that POs and affected parties address the former "from the ground up," and HQ the latter. A HQ representative said these issues must be linked; a comprehensive plan cannot be merely an academic exercise, it must be rooted in reality. A State representative said DOE is in violation of the policy expressed in a June 1986 memo from William Purcell, then Associate Director for Geologic Repositories; it is moving forward without a plan to address day-to-day issues in Texas, leaving the State to monitor in-migration on its own. A PO representative asked how a comprehensive socioeconomic plan would be related to existing plans, such as the PO's comprehensive program plan, the systems engineering management plan, and various study plans. A HQ representative termed this a good issue and an example of the kind of issue that could be addressed in the joint workshops DOE proposed. He stated that DOE must develop a comprehensive plan to make its socioeconomic program more efficient and more comprehensible to affected parties, and he suggested that DOE might need to develop a management plan for developing its comprehensive plan. A PO representative cautioned that DOE would have to work closely with affected Indian Tribes to obtain needed data. It was agreed that affected parties would contact their POs to indicate which option for developing a comprehensive plan they prefer. (ACTION ITEM #9)

M&M Meetings with States and Affected Indian Tribes

HQ and PO representatives summarized the schedule for revising the SMMPs and environmental regulatory compliance plans.

Indian Tribal Socioeconomic Issues

In response to Las Vegas Action Item # 5, McDonough reported on DOE's decision that it is appropriate to negotiate on any issues of concern to the Indian Tribes in arriving at a completed C&C agreement. An Indian Tribal representative observed that, although DOE had resolved the question of eligibility under Section 117(c) in favor of Indian Tribes, it has not

answered the basic question of how to interpret Section 117(c). McDonough responded that the practical effect is the same. Another Indian Tribal representative asked that DOE amend its C&C guidelines to reflect the meeting held the previous evening on Indian Tribal concerns and he asked that the Secretary acknowledge that Section 117(c) does not constitute an inclusive list of the contents of a C&C agreement. Someone from the floor commended DOE on the spirit in which it had interpreted the NWPA on this issue. (ACTION ITEM #10)

Sources of Funding during Site Characterization

In response to Las Vegas Action Items #4 and #6, McDonough explained that Sections 116 and 118 of the Act specify and limit sources of funding during site characterization to grants, payments-equal-to-taxes, and funding for activities authorized by written C&C agreements; and that authority for funding for the MRS and second repository is provided in Section 302(d). A State representative observed that DOE appeared to have much more discretion in funding State and Indian Tribal activities in the second repository and MRS programs than in the first repository program. A HQ representative observed that Congress had provided explicit direction with respect to PETT.

Payments-Equal-to-Taxes

In response to Las Vegas Action Item #10, McDonough explained that DOE will make payments instead of grants equal-to-taxes, because there are no restrictions upon the use of a payment, whereas grant money must be used for specific purposes. A State representative asked why DOE construes grants loosely with respect to Section 116(c)(3) but not Section 116(c)(1)(a). McDonough noted that Action Item # 10 arose from State concerns that DOE has not been following the spirit of the Act, as expressed in the Congressional Record. The Record says that a State should not be worse off in terms of tax revenues because it has one of these facilities. McDonough suggested that Las Vegas Action Items #9 and #12 be carried over. (ACTION ITEMS #'s 11 and 12) To a suggestion that the ISCG not defer discussion of the definition of site, McDonough replied that it might be more appropriate to evaluate the proposed definition after DOE receives comments on the draft PETT guidelines. The State representative countered that DOE would not change its policies. A HQ representative said that DOE might choose to change its policy on the basis of comments on the rulemaking and he cited recent instances of policy changes.

A State representative asked why DOE is planning a rulemaking for PETT if the amount of the payments will be based on the State's tax code. The HQ representative replied that a number of persons had suggested consolidating the elements of the financial assistance program. He acknowledged that some elements might be more conducive to a rulemaking than others. Another State representative suggested that DOE consider the applicability of its rules for PETT, to avoid imposing requirements that are inconsistent with State law. The HQ representative said that the guidelines are intended to be generic and to facilitate HQ administration. A State representative objected that the guidelines are overly complicated and appear to interfere with State prerogatives in determining the amount of PETT payments.

Proposed Intergovernmental Agreement To Administer PETT

Jim Zimmerman, DOE HQ, presented the draft text of a proposed agreement between DOE and each State for administering PETT. A State representative objected that the NWPA does not require such an agreement, and his State does not feel it is appropriate, as the State's tax code will be the basis for the bill it presents to DOE and it does not have to sign an agreement in order to receive payments. Zimmerman said that the proposed agreement is not an attempt to constrain the States and is intended only to define how DOE and the States do business with each other. Another HQ representative explained that DOE must meet administrative and regulatory requirements and needs a vehicle for evaluating requests for payments, negotiating with the taxing authority, and making payments. A State representative objected to the idea that DOE could negotiate, contending that while a taxpayer can appeal a tax assessment, it cannot negotiate the amount. He added that the appeals process is prescribed by State law, thus making a separate agreement unnecessary, and he pointed out that the proposed agreement does not specify how to address conflicts between DOE and the State. Zimmerman said DOE expects to follow the same appeals process any other taxpayer would.

A HQ representative clarified the legal basis for PETT. DOE is not being taxed, he explained; the federal government cannot be taxed by a State. Rather, DOE is making a payment based on State taxing authority. Even if a State did not submit a bill, DOE would be obliged by the Act to make a payment. A State representative suggested that DOE send a letter to each taxing jurisdiction saying that the DOE intends to comply with all applicable provisions of the State tax code; acknowledgment of the letter would signify that the jurisdiction intends to treat DOE like any other taxpayer. Another State representative asked if DOE is proposing to use the intergovernmental agreement in lieu of other PETT guidance; he suggested that the agreement seems more streamlined than the rulemaking, and that the rulemaking might not be needed. Zimmerman indicated that the rulemaking is needed to establish policy, while the intergovernmental agreement would establish terms and conditions for applying that policy.

FINANCIAL ASSISTANCE COMMITTEE

The ISCG revised the order of its agenda items. There were no Financial Assistance Action Items from the Las Vegas ISCG meeting.

Grant Implementation Issues

Barry Gale, DOE HQ, summarized major issues raised at the Quarterly Meeting in Spokane with regard to financial assistance procedures. These included timeliness of awards, phasing of activities, use of full-year grants to facilitate longer term planning, use of grants versus contracts, and the advisability of a rulemaking for payments-equal-to-taxes (PETT). He said that in response to these concerns, HQ is streamlining the grant review process so that grants can be awarded in 10-12 weeks. Allen Benson, DOE HQ, explained that the key change is that HQ will no longer review each grant application independently from the POs. A "tiger team" will be assembled to resolve disagreements between HQ and POs. Furthermore, DOE will provide a detailed schedule for addressing issues that cannot be resolved during the 10-12 week review period. HQ is currently developing a computerized management information system to track grant issues.

An Indian Tribal representative asked whether DOE's 3-year budgeting process requires affected parties to budget on a calendar or fiscal year basis. Benson replied that either basis is acceptable. The Indian Tribal representative asked whether States and Indian Tribes will have enough information about DOE's own budget projections to do their planning. Benson responded that POs will have to work closely with affected parties.

A State representative observed that his State's main problem with the review process is that HQ vetos what States and POs have already agreed to. He added that if the new review procedure resulted in "piecemeal," incremental funding, his State would insist that it be fully funded within 90 days. An Indian Tribal representative asked whether the review schedule could be included in the financial assistance rulemaking. A HQ representative replied that such detail may not belong in the rule, which should serve to establish a grant administration process. A State representative criticized DOE for deferring funding, particularly for independent studies, because of uncertainties in DOE's own schedules. DOE should not expect States' and Indian Tribes' schedules to conform with its own, he observed. A HQ representative replied that DOE's program schedule must remain the reference point and that State and Indian Tribal studies must be germane to DOE's program. He acknowledged that shifts in DOE's program had created some problems in the grants program, but he said that it should be possible to plan over a reasonable period of time and to work together to accommodate changes. The State representative stressed that affected parties have independent roles that do not depend on DOE's schedule, and that while they can live with tests for germaneness, they cannot live with arbitrariness. Another State representative speculated that since DOE had been working at the federal sites for so long, it was unlikely his State would get ahead of DOE; but he stressed that there are crucial areas—potentially disqualifying conditions for a repository site—that his State will address even if DOE does not. Affected parties sought further clarification of conditions under which DOE would defer grant awards and when grant requests should be submitted. A HQ representative suggested that as all parties gain experience with the streamlined grant review process, such issues will become easier to deal with.

A State representative said he was encouraged that DOE is willing to dispense with independent HQ review of grant applications. Asked what standard HQ will use to review grant applications prior to the rulemaking, Benson answered that HQ will review grants for compliance with the Act, program phasing, the 9th Circuit Court ruling. Another State representative cited the need for continuity in grant awards to maintain studies underway, especially socioeconomic analyses. Benson said DOE is considering approving programs on a multi-year basis, but would still have to look at yearly budget requests. A State representative asked how the systems engineering and development contractor will affect the grant review process. A HQ representative said that criteria and rules for grants, and the relationship between DOE and affected parties, would not change. He added that the key policy issue of how DOE views the grant process and what is and is not acceptable must be resolved through rulemaking.

Budget Development Process

Allen Benson, DOE HQ, gave a presentation on DOE's 3-year budget development process. Another HQ representative emphasized the importance of affected parties' providing realistic budget projections and informing DOE as early as possible of budget changes, since DOE becomes locked in to figures approved by DOE, OMB, the President, and Congress and has difficulty reprogramming funds to meet unexpected requests. A State representative asked whether grants would be cut by the same percentage as Congress cuts OCRWM's budget. Benson explained that budget cuts affect the entire program, including financial assistance. He added that the principal reason for deferrals in funding has been the fact that DOE needs more information from affected parties in order to make funding decisions; once that information is received, DOE is prepared to move quickly.

Financial Assistance Clearinghouse Report

Allen Benson, DOE HQ, distributed copies of the Financial Assistance Clearinghouse Report.

Draft OCRWM Financial Assistance and PETT Rulemaking

Jerry Saltzman, DOE HQ, reviewed the scope and purpose of the proposed rulemaking on financial assistance and PETT. Asked whether the final draft of the financial assistance guidelines will become the proposed rule, Saltzman replied that DOE now believes that portions of the guidelines are not appropriate for a rule. He explained that the process by which DOE will develop the rule combines elements of both a negotiated and a typical rulemaking. The State representative said his State is reluctant to participate in such a "loose" process. The ISCG then discussed how long it will take to issue a draft rule, who should participate in the process, how the process could resolve difficult issues, and the desirability of getting responsible persons together to resolve some of these issues. A State representative cautioned that there would be a high likelihood of litigation if some of the policies currently in OCRWM's guidelines were carried over into rules. (ACTION ITEM #13)

Draft OCRWM Financial Assistance and PETT Guidelines

Allen Benson, DOE HQ, reviewed the Draft OCRWM Financial Assistance Guidelines and Ann McDonough, DOE HQ, reviewed the Draft OCRWM PETT Guidelines.

Grant Conditions for Licensing Support System (LSS)

Allen Benson, DOE HQ, explained that as a precursor to the NRC's LSS rulemaking, DOE has drafted certain conditions to be included in grant awards that will govern submittal of information by States and Indian Tribes to the LSS. He explained that DOE wants comments on the draft and will soon issue it as an instruction to POs. He stressed that the process for determining what information should be included in the LSS would be flexible and that if affected parties felt any material were inappropriate for inclusion, they could negotiate with POs over it.

An Indian Tribal representative said that his Tribe might object to the inclusion of certain cultural information in the LSS for religious reasons. A HQ representative said that DOE might have a similar problem with confidential personnel information and that while the NRC has provisions for handling confidential information, all parties should work together to develop common guidelines. (ACTION ITEM #14)

State and Indian Tribal Reports

Representatives of the States and Indian Tribes gave brief presentations on their current activities.

Mississippi declined to report.

Nevada - Thirty researchers are developing a socioeconomic baseline for Nevada. Their work is being overseen by a steering committee and will be reviewed by a panel of nine nationally-recognized technical experts. The study, which is costing \$2.2 million per year, is scheduled to extend until 1989 with annual follow-ons for monitoring to update the database.

The Nez Perce Indian Tribe is negotiating with BWIP on the following projects: a decision-aiding methodology assessment, a socioeconomic and cultural resources assessment, surveillance of onsite testing and SCP review, a public information project, intergovernmental coordination and policy analysis, C&C negotiations, and an environmental baseline study.

The Confederated Tribes of the Umatilla Indian Reservation (CTUIR) reported the following projects for FY '87: program management and administration, intergovernmental coordination and review, C&C negotiations, interagency cooperation, public information, and on-site analysis and oversight of site activities. The CTUIR are re-scoping proposed environmental health and safety assessments, socioeconomic and cultural studies, and transportation analyses.

Utah still considers itself an affected party but is focusing on broader policy, quality assurance, and licensing issues instead of site-specific issues.

Texas is continuing its oversight role, but some of its independent studies have been held back by DOE deferrals.

Louisiana has one or two remaining full-time staff devoted to nuclear waste issues. They are concentrating on transportation and overall institutional issues.

The Washington Legislature was reported to be intensely interested in nuclear waste issues, which it intends to monitor independent from the executive branch. Eighteen bills involving high-level waste have been introduced; of the nine reported out of committee, about half address transportation. It was also reported that the legislature is especially concerned about defense high-level waste and is interested in the possibilities for a defense waste trust fund, and that it is embittered by DOE's decision to postpone the site-selection process for the second repository program. Other issues of concern are DOE's decision-aiding methodology, the volume of waste to be disposed of, the potential for oil and gas at the Hanford site, program costs, alternatives to geologic disposal, and European approaches to waste management.

The Washington Nuclear Waste Board will hire a contractor shortly to begin developing the State's socioeconomic impact assessment report. The Board will soon fund local governments to review impact assessment reports and prepare PETT reports, and it plans to fund local involvement in transportation and other issues. Local officials have been meeting with their counterparts in Nevada. The Department of Revenue is working on PETT. The Board actively seeks public involvement and its recent outreach projects include holding information meetings before Waste Board meetings; holding Advisory Council meetings around the State; revising and creating outreach materials; preparing a public service announcement; networking; and developing a hot line, school curriculum, and portable display.

Oregon's legislature is considering a proposal to establish an Oregon Nuclear Waste Board. The Board would replace the State's Department of Energy as the lead agency for the repository program. At a special election on May 19, 1987, Oregon voters will vote on a referendum on whether or not the State should continue to challenge the repository program. The State's Department of Energy will soon award a contract for development of a public information strategy.

OUTREACH COMMITTEE

Review of Las Vegas ISCG Outreach Action Items

Carol Peabody, DOE HQ, reported that Las Vegas Action Item # 13 was completed.

Information Services Update

Peabody reported on OCRMW's information services program. She said that an updated Information Services Directory will be available at the end of April and will be sent to ISCG members. (ACTION ITEM #15) The Infolink system has been updated, but some users have not been able to reach it recently. (The new phone number for Infolink is 202-586-9359.) She reported that DOE will release a catalog of selected publications on radioactive waste management in 6 to 8 weeks.

Facility-Specific Outreach and Participation Plans

Peabody responded to comments received on HQ Review Criteria for Facility-Specific Outreach and Participation Plans. She explained that both OCRMW's Mission Plan and OGR's Guidelines for Intergovernmental and Public Participation Activities require that each participation plan define the site-specific institutional program for the public, for local parties, and for the States and Indian Tribes. Peabody noted that HQ Review Criteria include a list of technical milestones and that that list is intended as a minimum for defining certain basic institutional activities that will be required at all three sites.

She clarified the process for developing the plans, which, as defined in the OGR Participation Guidelines, begins with informal discussions between POs and affected parties, not negotiations. These informal discussions will identify what institutional activities will be necessary, in addition to those defined in the HQ Review Criteria. The plans drafted by POs after these discussions will then be submitted to HQ for review before being provided to affected parties. This process is intended to avoid situations in which POs make commitments to affected parties that cannot be kept--a concern raised by POs and shared by HQ.

POs then reported on the status of their participation plans. NNWSI is still reviewing HQ review criteria and is waiting for further discussions with HQ before writing its plan. SRPO has completed the second draft of a document outlining the public participation process for preparing its participation plan. It is identifying the kinds of public information materials that might support technical activities and is identifying who will want to be involved in each technical activity, and how. In April, it will invite Panhandle communities to do the same. The results of both efforts will be merged into a draft plan to be submitted to HQ. BWIP has outlined the scope of its plan and will issue a draft plan after discussing its outline with affected parties in April.

Site Characterization Plans (SCP) Public Interactions

Carol Peabody, DOE HQ, reported that HQ believes SCP release warrants an outreach effort and that it has begun preparing an outreach plan that it

will share with affected parties. She confirmed that DOE will provide 30 days' notice of the SCP release date to affected parties and she said that HQ plans to provide a summary of each SCP. A PO representative stressed the importance of holding public briefings on the SCPs and urged that they be scheduled as near to the end of the comment period as possible, to maximize the time available for the public to prepare for them. An Indian Tribal representative asked how DOE will respond to the NRC's site characterization analysis. A HQ representative replied that a determination will be made. (ACTION ITEM #16)

Format of SCP Reference Documents. Peabody reported that SCP references will be provided to States and Indian Tribes in microfiche or hard copy or a combination of both; and that they will be provided when the document is released for comment. A State representative observed that 90 days is not long enough to review such lengthy documents and suggested that many references are under peer review and may not be available when the SCPs are released. Peabody confirmed that all references would be available when the documents are released. Another State representative asked whether the 90-day comment period could be extended. A HQ representative said DOE recognizes concerns about the short time frame, which had been raised at the Spokane Quarterly Meeting, and is addressing them by releasing draft chapters to States and Indian Tribes and by reporting every 6 months on site characterization activities, as required by the NRC. He noted, too, the interactive nature of the SCPs themselves, which are living documents, unlike the Environmental Assessments, which were decision documents. He stated that DOE wants to stay within a 90-day comment period and asked for cooperation from all parties in meeting this schedule.

It was suggested that DOE provide abstracts of the references or a list of the references before the SCPs are released so that affected parties could specify whether they want hard copy or microfiche. Peabody said she would raise the question at HQ. In response to another question, it was agreed that DOE will determine if the references will be in a form compatible with the LSS. (ACTION ITEM #17)

Quarterly Meeting of States and Indian Tribes

Carol Peabody, DOE HQ, sought comments from States and Indian Tribes on the effectiveness of opening the Spokane Quarterly Meeting to the public. A State representative noted that virtually no members of the public attended and he suggested that DOE have the host State and local parties publicize the meeting, as they will know whom to notify. Peabody explained that HQ had worked through the Richland Operations Office to notify the local media, but that problems in scheduling the meeting reduced the amount of lead time. Another State representative said that the Quarterly Meetings were repetitious and that more senior HQ management should attend, including OCRWM Director Ben Rusche, as affected parties send their senior officials. Peabody pointed out that senior OCRWM managers had attended the Spokane meeting. Finally, participants were reminded to send their comments on a memo concerning the location of the next Quarterly Meeting to Judy Leahy, DOE HQ, by March 20.

ACTION ITEMS

OGR Institutional/Socioeconomic
Coordination Group
December 9-11, 1986
Las Vegas, Nevada

<u>Item</u>	<u>Assigned To</u>	<u>Due</u> *
1. The next ISCG meeting, hosted by SRPO, will be held in Albuquerque. Tentative dates are March 10-12, 1987.	HQ and SRPO	
2. ISCG participants will suggest to Barry Gale and Ben Easterling topics for potential discussion with WIPP representatives at the next ISCG meeting.	ISCG participants	1/9/87
Barry Gale and Ben Easterling will discuss those items with WIPP and structure an agenda item for the Albuquerque meeting.	Barry Gale and Ben Easterling	Prior to March 1987 ISCG meeting

SOCIOECONOMIC COMMITTEE

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| 3. Barry Gale will clarify what permissions DOE is seeking from the NRC to use radioactive materials during site characterization, as indicated in the Project Decision Schedule. | Barry Gale | |
| 4. DOE will prepare a written explanation for the funding of MRS and the second repository programs through discretionary authority and explain the rationale for not using discretionary powers to fund impact assistance during site characterization. | Ann McDonough | |

* Due date is by the next ISCG meeting, unless otherwise specified.

<u>Item</u>	<u>Assigned To</u>	<u>Due</u> *
5. Ann McDonough will clarify whether Indian Tribes are included in all the eleven elements listed in Section 117(c), especially 117(c)(5).	Ann McDonough	
6. Ann McDonough will determine whether DOE can award a contract to a State or Indian Tribe to build a school, for purposes of impact assistance during site characterization.	Ann McDonough	
7. HQ will prepare a document describing specific procedures including the format and schedule, for DOE to address major items of concern that fall outside the scope of SMMPs, as defined by DOE, e.g., "major economic consequences of potential stigma effect."	Ann McDonough	
8. DOE will consider preparing one document consolidating plans for socioeconomic studies during site characterization, one part of which refers to Section 113(a) compliance.	Ann McDonough	
9. DOE will consider the following definition of site for purposes of PETT: "Any real or personal property owned or activities conducted by the Federal government within a State where a site is being characterized, that are dedicated to the site characterization program and would not be within the State were the site not being characterized."	Ann McDonough	

<u>Item</u>	<u>Assigned To</u>	<u>Due</u> *
10. DOE will provide States and Indian Tribes with a written explanation of the determination of "payment" v. "grant" equal-to-taxes, in further response to Denver action item #17.	Ann McDonough	
11. DOE will send copies of all SMMPs and EMMPs to all affected parties.	Ann McDonough	
12. DOE will provide the States and Indian Tribes with the actual boundaries of the proposed sites, when available.	Ann McDonough	When available
OUTREACH AND PARTICIPATION COMMITTEE		
13. POs and affected parties will send comments to Carol Peabody or Judy Leahy on the FSOPP Review Criteria.	POs and affected parties	1/09/87
PLENARY SESSION		
14. HQ will prepare a draft ISCG agenda for the March ISCG Meeting and send it to the ISCG membership for review. Affected parties will provide comments to the appropriate POs. HQ and POs will then discuss the agenda in a conference call.	HQ, affected parties, and POs.	Prior to March 1987 ISCG meeting

ISCG ROSTER

Table of Contents

<u>Organization</u>	<u>Page Number</u>
DOE-HQ	1-5
Argonne	5
Touche Ross	6
Weston	6
DOE-PO/BWIP	6-7
Battelle/HARC	7
Battelle/PNL	8
Rockwell	8
DOE-PO/CH-OSTS	8
DOE-PO/CH-TMD	8
DOE-PO/CH-OCM	8-9
Battelle/OWTD	9
DOE-PO/NNWSI	9-10
DOE-PO/OCC-NV	10
SAIC	10-11
DOE-PO/SRPO	11-12
Battelle/ONWI	12-13
DOE-Dallas	13
Louisiana	13-14
Mississippi	14
Nevada	14-16
Latir	16
Oregon	17
Texas	17

ISCG ROSTER

Table of Contents (Cont.)

<u>Organization</u>	<u>Page Number</u>
Washington	18-19
Utah	19
CTUIR	19-20
Nez Perce	20-21
Yakima	21-22
NCSL	22
CERT	23
Others	23-25
Distribution List	26-27

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Page 4

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 F. Khattat, BIA
 R. Kimble, SAIC
 G. King, DOE-HQ/OPO
 J. Kinnee, State of Nevada
 K. Klein, DOE-HQ/OSTS
 B. Klett, CH 2M HILL
 J. Knight, DOE-HQ/OGR
 S. Kraft, EEI
 R. Krawczyk, Latir
 M. Kurgan, DOE-HQ/OSTS
 H. Latham, Battelle/ONWI
 J. Leahy, DOE-HQ/OGR
 E. Leebron, Touche Ross
 R. Lesko, Touche Ross
 D. Lettig, Yakima Indian Nation
 D. Lorenzen, EWA, Inc
 G. Loudder, Battelle/ONWI
 R. Loux, Jr., State of Nevada
 E. Lundgaard, DOE-PO/NNWSI
 J. Mabray, DOE-PO/SRPO
 L. Marks, DOE-HQ/OSTS
 L. McClain, DOE-PO/SRPO
 C. McDavid, WESTON
 A. McDonough, DOE-HQ/OGR
 K. McGinnis, Rockwell
 B. McKinnon, SAIC
 J. Mecca, DOE-PO/BWIP
 C. Mertz, Mountain West
 W. Metz, Argonne
 R. Moffett, Nez Perce Indian Tribe
 C. Morrison, DOE-PO/CH-OCM
 R. Mussler, DOE-HQ/OGC
 J. Neff, DOE-PO/SRPO
 R. Neilson, State of Nevada
 B. Oliver, State of Utah
 T. Page, Battelle/PNL
 R. Palm, State of Nevada
 G. Parker, DOE-HQ/OGR
 J. Parker, State of Washington
 E. Patawa, CTUIR
 C. Peabody, DOE-HQ/OGR

Institutional/Socioeconomic Coordination Group Distribution List (continued):

H. Penney, Nez Perce Indian Tribe
A. Peters, Yakima Tribal Council
R. Philpott, DOE-HQ/OSTS
G. Pitchford, DOE-PO/CH-OCM
M. Powell, DOE-PO/BWIP
M. Power, State of Washington
P. Prestholt, NRC
W. Probst, DOE-HQ/OGR
D. Quaempts, CTUIR
J. Reed, State of Texas
B. Reilly, SAIC
J. Reuben, Nez Perce Indian Tribe
W. Rogers, CERT
K. Rose, Argonne National Lab
S. Rousso, DOE-HQ/ORM
D. Ruge, DOE-HQ/OGC
C. Runyon, NCSL
J. Saltzman, DOE-HQ/OPO
M. Sampson, Yakima Indian Nation
R. Schassburger, DOE-PO/CH-OCM
J. Shaheen, DOE-HQ/OPO
L. Shaw, WESTON
J. Siegel, AIF, Inc.
D. Silver, State of Washington
D. Silverman, Newman & Holtzinger
A. Slickpoo, Nez Perce Indian Tribe
G. Snider, SAIC
F. Spivy, DOE-HQ/ORM
R. Stein, DOE-HQ/OGR
D. Stevens, David W. Stevens, Inc.
L. Stevenson, WESTON
D. Stewart-Smith, OR-DOE
N. Still, NRC
R. Storey, State of Utah
J. Strolin, State of Nevada
H. Swainston, State of Nevada
T. Sykes, State of Washington
M. Talbot, DOE-PO/BWIP-COM
E. Tana, NRC
D. Taylor, State of Washington
T. Taylor, DOE-PO/SRPO
Y. Trebules, DOE-HQ/OPO
S. Tucker, State of Washington
D. Valentine, DOE-HQ/OGR
D. Vieth, DOE-PO/NNWSI
S. Volek, SAIC
N. Waite, Battelle/ONWI
G. Walker, Battelle/OWTD
J. Wesley, DOE-HQ/OGR
C. West, DOE-PO/NNWSI
S. Whitfield, DOE-PO/BWIP
M. Whitman, Consultant
M. Wilder, State of Washington
R. Winter, Argonne
M. Wise, SAIC
J. Wisniewski, DOE-HQ/CP
J. Wittman, Yakima Indian Nation
B. Yallop, Yakima Indian Nation
J. Zimmerman, DOE-HQ/ORM

GLOSSARY OF ISCG ROSTER

Abbreviations

AIF, Inc.

Battelle/HARC

Battelle/ONWI

Battelle/OWTD

Battelle/PNL

BIA

CENTED

CERT

CH 2M HILL

CTUIR

DOE-Dallas

DOE-HQ

DOE-HQ/EH

DOE-HQ/GC

DOE-HQ/MA

DOE-HQ/OGR

DOE-HQ/OPO

Definitions

Atomic Industrial Forum, Inc.

Battelle Memorial Institute
Human Affairs Research Center

Battelle Memorial Institute
Office of Nuclear Waste Isolation

Battelle Memorial Institute
Office of Waste Technology Development

Battelle Memorial Institute
Pacific Northwest Laboratories

Bureau of Indian Affairs

Center for Environmental Technology
and Development - Clark University

Council of Energy Resource Tribes

A consulting firm

Confederated Tribes of the
Umatilla Indian Reservation

Department of Energy
Dallas, Texas

Department of Energy
Headquarters

Department of Energy
Headquarters
Environmental Safety and Health

Department of Energy
Headquarters
General Counsel

Department of Energy
Headquarters
Management and Administration

Department of Energy
Headquarters
Office of Geologic Repositories

Department of Energy
Headquarters
Office of Policy and Outreach

GLOSSARY OF ISCG ROSTER (Cont.)

Abbreviations

Definitions

DOE-HQ/ORM	Department of Energy Headquarters Office of Resource Management
DOE-PO/BWIP	Department of Energy Project Office Basalt Waste Isolation Office
DOE-PO/CH-OCM	Department of Energy Project Office Chicago Office of Communications
DOE-PO/CH-OSTS	Department of Energy Project Office Chicago Office of Storage and Transportation Systems
DOE-PO/CH-TMD	Department of Energy Project Office Chicago Technology Management Division
DOE-PO/OCC-NV	Department of Energy Project Office Office of Chief Counsel Nevada
DOE-PO/NNWSI	Department of Energy Project Office Nevada Nuclear Waste Storage Investigations
DOE-PO/SRPO	Department of Energy Project Office Salt Repository Project Office
EEI	Edison Electric Institute
GAO	Government Accounting Office
NCSL	National Conference of State Legislatures
NRC	Nuclear Regulatory Commission
OR-DOE	State of Oregon Department of Energy
SAIC	Science Application International Corporation
SSRA	Social Science Research Association

TAB B

PLENARY SESSION

- Intergovernmental Resource Center Status Report
- Response To Albuquerque ISCG Action Items on the Intergovernmental Resource Center (IRC)
- Intergovernmental Resource Center Preliminary Document List
- Current Master Calendar
- Agenda and Commitments from the Las Vegas, Nevada, May 28, 1987 DOE Meeting with States and Indian Tribes
- December 31, 1986 Letter from B. Burke to B. Gale
- January 9, 1987 Letter from D. Silver to B. Gale

INTERGOVERNMENTAL RESOURCE CENTER
STATUS REPORT

Background:

- o The purpose of the IRC is:
 - To provide general and site-specific information to Headquarters staff on the organization, authority, and responsibilities of State, Indian Tribes, and local governments.
 - To enhance HQ understanding of affected parties.
 - To support a variety of HQ activities:
 - - Develop planning and policy;
 - - Prepare for negotiations, meetings, briefings and hearings; and
 - - Review technical and institutional documents developed by the Project Offices, States and Indian Tribes.

- o Components of the IRC are:
 - State, Indian Tribal, and local government documents;
 - General background information about affected parties; and
 - Institutional plans and guidelines developed by POs and HQ, for example:
 - - C&C Guidelines
 - - OGR Guidelines for Intergovernmental and Public Participation Plans
 - - Facility-Specific Outreach and Participation Plans
 - - Financial Assistance Guidelines

Status:

- o A Washington State representative provided comments on the IRC proposal presented in the March ISCG reference package (Attachment A).

- o The Nez Perce Indian Tribe sent copies of Nez Perce Country to HQ.

- o To develop responses to the ISCG Action Items from March, HQ staff met to discuss the relationship between IRC, the Licensing Support System (LSS), and the Information Management System (IMS). HQ staff also discussed the relationship between the IRC and the inclusion of information pertaining to corridor States.

- o On May 28, HQ wrote to State and Indian Tribal representatives asking for:
 - Assistance in developing the list of documents that would be appropriate to include in the IRC;
 - Suggestions of State and local newspapers to which DOE might subscribe in order to develop an intergovernmental press clippings file; and
 - Suggestions on an appropriate approach for obtaining local governments' input on local documents that should be included in the IRC.
- o HQ made follow-up phone calls to the States and Indian Tribes.
- o HQ has begun to compile a preliminary list of documents to include in the IRC (enclosed in the reference package).
 - Numerous books on American Indians and Pacific Northwest Indian Tribes are listed, but more documents are needed, particularly on the Yakima Indian Nation, the Confederated Tribes of the Umatilla Indian Reservation, and the Nez Perce Indian Tribe laws, budgets, and plans.
 - Numerous State documents are listed, but more local government laws, budgets, and plans are needed, particularly Washington and Texas.

Next Steps:

- o HQ will continue to work with States, Indian Tribes, and local governments to expand the preliminary document list that is in the reference package.
- o HQ will begin to collect intergovernmental documents to include in the IRC.
- o The IRC briefing book will be developed by this fall and will be provided to States, Indian Tribes, and local governments for comments.
- o When completed, the briefing book and document index will be kept on Infolink.
- o HQ will continue to update the briefing book and document index as needed.
- o HQ will load the information collected by the IRC first into the IMS, and then into the LSS, when it becomes operational.



STATE OF WASHINGTON

DEPARTMENT OF ECOLOGY

Mail Stop PL-11 • Olympia, Washington 98504-8711 • (206) 459-6000

April 7, 1987

RECEIVED
APR 17 1987

Ms. Carol Peabody
Office of Civilian Radioactive
Waste Management
U. S. Department of Energy
Mail Stop RW-40
Washington DC 20585

Dear Carol:

As I promised, here are my comments regarding the proposed Intergovernmental Resource Center. In general, I like the concept, and think it would be useful to have a wide variety of information from different sources readily available to the Office of Civilian Radioactive Waste Management.

I suggest that you poll state and tribal representatives at the next ISCG meeting (or by mail beforehand) and ask for suggestions of documents to include in the resource center.

I agree with the comments at the Albuquerque ISCG meeting that you most likely will need at least a part-time staff person to manage the resource center. I know our librarian finds her days full--acquiring materials, distributing information, cataloging, and providing information to staff and others who use our reference center.

Diane Meier of Weston already has contacted me regarding visiting our reference center, at the request of Wilma Probst. We are tentatively scheduled to meet with her on April 29, 1987.

I may suggest that in addition to reports and technical documents, you have various general public information materials from the states and tribes available to staff as well. We could provide you with our latest brochures and fact sheets in a folder, and send you new information as we print it.

Ms. Carol Peabody
Page 2
April 7, 1987

I appreciate the opportunity to comment on the resource center. If I can provide additional help in any way, please let me know. I look forward to seeing you at the next ISCG meeting.

Sincerely,



Marta Wilder
Office of Nuclear Waste Management

MW:la

cc: Warren Bishop
Terry Husseman
Max Powell (BWIP)

RESPONSE TO ALBUQUERQUE ISCG ACTION ITEMS
ON THE INTERGOVERNMENTAL RESOURCE CENTER (IRC)

ACTION ITEM #7a: DOE will examine the potential relationship between the IRC and the Licensing Support System (LSS).

RESPONSE:

DOE examined the relationship of the IRC, the LSS, and the precursor OCRWM Information Management System (IMS), and decided to load the information collected by the IRC first into the IMS, and then into the LSS, when it becomes operational.

BACKGROUND:

LSS and the IRC

- o The LSS will be a computerized, information management system that will allow on-line, full-text retrieval of all licensing and regulatory-related records associated with the OCRWM repository program.
- o The NRC is initiating a negotiated rulemaking process to define the requirements for LSS design and operations. It is expected that the LSS will be operational by 1990/1991.
- o It is expected that the LSS will contain the full text of all of the documents collected by the IRC, except for copyright materials that will be included by reference.

IMS and IRC

- o The IMS is a record management system for the entire OCRWM program that will become operational in the near future (portions of the system are operational now).
- o The IMS will serve internal OCRWM record management needs prior to the availability of the LSS, and will allow initiation of the LSS record collection and storage process even before the LSS is completed. The IMS will include a computer index of records, with associated libraries of either microform copies or hard copies.
- o All IRC documents will be listed in the IMS computer index, and the IRC documents will be entered into the IMS libraries. The repository-related IMS records are currently expected to be transferred to the LSS when the LSS begins operation (likely by incorporating repository-related IMS functions into the LSS).

ACTION ITEM #7b: DOE will consider the appropriateness of including non-governmental organizations in the IRC.

RESPONSE:

Initially, the IRC will collect and catalogue State, Indian Tribe, and local government documents and an intergovernmental press clipping file, but not non-governmental organization information. If expansion of the IRC can be managed effectively at some time in the future, the addition of nongovernmental organizations can be reconsidered.

BACKGROUND:

IRC Scope

- o The original concept for the IRC is to develop a mechanism to enhance DOE's understanding of the affected States, Indian Tribes, and local governments.
- o Documents such as legislation, budgets, and plans and press clippings about these documents will provide information about the general objectives and policies of these governments.

Non-Governmental Organizations' Input To Government Decisions.

- o In the process of developing plans, budgets, and legislation, elected officials consider the views of their constituents, including non-governmental organizations.
- o DOE can gain a general understanding of non-governmental organizations by reviewing the State, Indian Tribe, and local government policy documents.

Effective Management of the IRC

- o DOE's first priority is to manage effectively the tasks of collecting State, Indian Tribe, and local government documents, developing the intergovernmental press clipping file, and preparing the IRC briefing book.
- o Adding appropriate non-governmental information to the IRC may be feasible in the future.

ACTION #7c: OGR will discuss with OSTIS the relationship between the IRC and the inclusion of information pertaining to corridor States.

RESPONSE:

The IRC will collect and catalogue information only on the States and Indian Tribes affected by the repository program. OSTIS is currently enhancing its existing transportation data bases and information collections and will evaluate options for making them available to interested groups.

BACKGROUND:

- o Since 1979, the Oak Ridge National Laboratory has maintained a Legislative Data Base (LDB) of federal and State legislation, and to the extent possible, local ordinances and actions that might affect transportation. Recently, OCRWM has directed the transfer of the data base to the Battelle/Columbus Office of Transportation Systems and Planning for more focused application to the OCRWM transportation program.
- o Consideration is also being given to adding to the LDB information concerning Federal and State regulations. It is assumed that this revised data base could serve as a source for much of the transportation information that would be included in a collection of transportation data.
- o All information developed pursuant to this action will be included in the IMS system, as are all OCRWM records.

ACTION ITEM #7d: DOE will examine the relationship, if any, between the IRC and the issue tracking system.

REPOSE:

The LSS records access system, which will contain the records that the IRC will collect, and the issue tracking system are separate elements of the LSS. There is no relationship between the IRC and the issue tracking system.

BACKGROUND:

- o The LSS will include an issue tracking function as well as the records functions that will contain the IRC.
- o The issue tracking system will be an internal DOE working tool for DOE and NRC to use in addressing licensing issues.
- o While the LSS records functions will be accessible to the States and Indian Tribes, the issue tracking system will be reserved for use by only DOE and NRC.

ACTION ITEM #7e: DOE will consider including in the IRC information on appropriate federal laws and regulations from agencies other than DOE..

RESPONSE:

Information on federal laws and regulations from other agencies is not within the scope of the IRC.

BACKGROUND:

- o The IRC will collect information on the affected States, Indian Tribes, and local governments.**
- o While there may be some references to federal laws and regulations, as in the case of federal flow-down laws, the IMS and LSS, rather than the IRC, will contain the federal laws.**

INTERGOVERNMENTAL RESOURCE CENTER

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June 1987

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MASTER CALENDAR

JULY 1, 1987

KEY

- ISCG- INSTITUTIONAL SOCIOECONOMIC COORDINATING GROUP
- QACG- QUALITY ASSURANCE COORDINATING GROUP
- ECG- ENVIRONMENTAL COORDINATING GROUP
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* NEW COORDINATING GROUP

JULY 01 1987

July 1987						
Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
			1	2	3	4
5	6	7	8 NRC-S/T RICHLAND, WA EXPLORATORY SHAFT DESIGN AND TESTING	9	10	11
12	13	14	15 NAS/DOE SEATTLE, WA	16 Sen. Energy & Nat. Resources Comm. -Hearing	17	18
19	20	21 NRC-S/T RICHLAND, WA DATA REVIEW - HYDRAZINE	22 ISCG SEATTLE, WA	23 QACG DENVER, CO	24	25
26	27	28	29 INDIANAPOLIS, IN NATIONAL CONFERENCE OF STATE LEGISLATURES	30	31	

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JULY 01 1987

August 1987

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
						1
2	3	4	5	6	7	8
		P/RACG WASHINGTON, DC				
9	10	11	12	13	14	15
		NRC-S/T NEVADA (SITE)				
16	17	18	19	20	21	22
		NRC-S/T LAS VEGAS, NV				
23	24	25	26	27	28	29
	← INTERNATIONAL CONFERENCE ON NUCLEAR FUEL REPROCESSING AND WASTE MANAGEMENT →					
	30	31				

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JULY 01 1987

September 1987

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
		1	2	3	4	5
			TCCG IDAHO FALLS, ID NRC-S/T WASHINGTON, D.C. CALCITE/SILICA DEPOSITS			
6	7	8	9	10	11	12
13	14	15	16	17	18	19
	← KEYSTONE, CO U.S. COUNCIL FOR ENERGY AWARENESS URANIUM SEMINAR →		← ECG WASHINGTON, DC →			
20	21	22	23	24	25	26
			GCG WASHINGTON, DC			
27	28	29	30			
PITTSBURGH, PA SECOND INTERNATIONAL CONFERENCE ON HAZARDOUS WASTE MANAGEMENT		IDAHO FALLS, ID NAS RADIOACTIVE WASTE MANAGEMENT				

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October 1987

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
				1 S/T DALLAS, TX	2	3
4	5	6 TCG DENVER, CO	7	8	9	10
11	12	13 NRC-S/T RICHLAND, WA OVERALL BWIP HYDROLOGY PROGRAM	14	15 PMCG WASHINGTON, DC	16	17
18	19	20	21	22 QACG AMARILLO, TX	23	24
25	26	27	28	29	30	31

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JULY 01 1987

November 1987

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
1	2	3	4	5	6	7
8	9	10	11	12	13	14
VIENNA, AU ← STANDING ADVISORY GROUP ON THE SAFE TRANSPORT OF RADIOACTIVE WASTE → TCCG LAS VEGAS, NV						
15	16	17	18	19	20	21
LOS ANGELES, CA ← U.S. COUNCIL FOR ENERGY AWARENESS NUCLEAR ENERGY FORUM → R/WP/MCCG WASHINGTON, DC						
22	23	24	25	26	27	28
29	30	KOWLOON, HONG KONG INTERNATIONAL CONFERENCE ON WASTE MANAGEMENT				

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JULY 01 1987

December 1987

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
		1	2	3 KOWLOON, HONG KONG INTERNATIONAL CONFERENCE ON WASTE MANAGEMENT	4	5
		← ISCG LAS VEGAS, NV →				
6	7	8	9	10	11	12
13	14	15	16	17	18	19
	WASHINGTON, D.C. NAS RADIOACTIVE WASTE MANAGEMENT					
20	21	22	23	24	25	26
27	28	29	30	31		

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January 1988

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
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3	4	5	6	7	8	9
10	11	12	13	14	15	16
		← ECG LAS VEGAS, NV →				
17	18	19	20	21	22	23
				QACG LAS VEGAS, NV		
24	25	26	27	28	29	30
31			S/T SEATTLE, WA			

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JULY 01 1987

February 1988

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
	1	2	3 P/RACG RICHLAND, WA	4	5	6
7	8	9	10	11	12	13
14	15	16	17 TCCG DENVER, CO	18	19	20
21	22	23	24	25	26	27
28 TUCSON, AZ WASTE MANAGEMENT '88	29					

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JULY 01 1987

March 1988

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
		1	2	3	4	5
		← TUCSON, AZ WASTE MANAGEMENT '88 →				
6	7	8	9	10	11	12
13	14	15	16	17	18	19
		← ISCG AMARILLO, TX →				
20	21	22	23	24	25	26
		GCG AMARILLO, TX				
27	28	29	30	31		

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JULY 01 1987

April 1988

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10	11	12 PMCG WASHINGTON, D.C.	13	14	15	16
17	18	19	20	21 QACG ALBUQUERQUE, NM	22	23
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ISCG- INSTITUTIONAL SOCIOECONOMIC COORDINATING GROUP
 QACG- QUALITY ASSURANCE COORDINATING GROUP
 ECG- ENVIRONMENTAL COORDINATING GROUP
 TCCG- TECHNICAL CODE COORDINATING GROUP
 TCG- TRANSPORTATION COORDINATING GROUP
 GCG- GEOSCIENCES COORDINATING GROUP
 P/RACG- PERFORMANCE/RISK ASSESSMENT GROUP

R/WP/MCCG- REPOSITORY/WASTE PACKAGE/MATERIAL CHARACTERIZATION COORDINATING GROUP
 PMCG- PROJECT MANAGEMENT COORDINATING GROUP
 S/T- STATES/INDIAN TRIBES
 NRC-S/T- NRC-STATES/INDIAN TRIBES
 TN/DOE- TENNESSEE/DOE
 NAS/DOE- NATIONAL ACADEMY OF SCIENCES/DOE

MAY 1988

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		← R/WP/MCCG LAS VEGAS, NV →				
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12	13	14	15	16	17	18
	← WASHINGTON, D.C. 56TH CONVENTION OF EDISON ELECTRIC INSTITUTE		→ SAN DIEGO, CA AMERICAN NUCLEAR SOCIETY ANNUAL MEETING			
19	20	21	22	23	24	25
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AGENDA
DOE MEETING WITH STATES AND INDIAN TRIBES
Las Vegas, Nevada
May 28, 1987

<u>Time</u>	<u>Item</u>	<u>Responsibility</u>	<u>Purpose</u>	<u>Reference</u>
8:30 a.m.	Welcome	DOE, State and Indian Tribal representatives	Welcome and introduce participants	
8:45	Purpose of meeting	Moderator	Introduce purpose and format of meeting	
8:50	Review of commitments from Spokane meeting	S. Kale	Report on status of commitments	List of Commitments
9:05	Coordinating Group Meetings	S. Kale	Provide information and discuss scheduling of meetings	Proposed master calendar
9:30	Site characterization activities and plans			
	o Current and near-term activities	R. Stein	Provide information	
	o Status and schedule for SCP production	R. Stein	Provide information	
	o General contents and key issues	R. Stein	Provide information	
10:30	B R E A K			
10:45	o Response to NRC comments	R. Stein	Provide information	
	o DOE SCP outreach plans	B. Gale	Discuss the number and place of briefings and hearings associated with release of SCPs	
	o States and Indian Tribes SCP outreach plans	State and Indian Tribal representatives	Discuss the outreach activities associated with release of SCPs	
11:45	Public question and answer session	Moderator with DOE, State and Indian Tribal officials	Provide opportunity for the public to ask questions	
12:30	L U N C H			

<u>Time</u>	<u>Item</u>	<u>Responsibility</u>	<u>Purpose</u>	<u>Reference</u>
1:45	Financial Assistance Programs			
	o Revised grant applications procedures	J. Bresee	Present revised grant procedures	Grant review schedule
	o States and Indian Tribes grant funded activities	State and Indian Tribal representatives		
	o Status of current applications and out-year forecast	State and Indian Tribal representatives		
3:45	B R E A K			
4:00	Mission Plan		Update status of draft Mission Plan Amendment	Secretary Herrington's statement before the Senate Subcommittee on Nuclear Regulation
	o Summary of comments	R. Gale		
	o Status of Amendment	R. Gale		
	o Status of second repository program	S. Kale		
4:30	Wrap-up and review of commitments from this meeting, and proposed date and location of next meeting	Moderator	Obtain agreement on commitments from this meeting and recommendations on location and time of next meeting	
5:00	Public question and answer session	Moderator with DOE, State and Indian Tribal officials	Provide opportunity for the public to ask questions	
5:45	A D J O U R N			

DOE MEETING WITH STATES AND INDIAN TRIBES

COMMITMENTS

Las Vegas, Nevada
May 28, 1987

1. DOE will provide copies of the Udall hearing transcript to the States and Indian Tribes when it is released by Congress (Portland #12).
2. DOE will provide all SCP reference documents at the same time the SCPs are released (confirmation of Spokane #12).
3. Since all of the States and Indian Tribes were not invited to the Technical Code Coordinating Group (TCCG) meeting held on May 21-22, DOE will provide all TCCG meeting materials to the States and Indian Tribes. In the future DOE will ensure that all of the States and Indian Tribes receive invitations to all coordinating group meetings.
4.
 - a. DOE will provide summary information on the purpose of the technical coordinating groups to the States and Indian Tribes.
 - b. DOE will also provide the charters of the coordinating groups when they are available.
5. The Spokane meeting commitments that remain to be completed by DOE are #2 and #4.
 - a. For Spokane #2, DOE will continue to work on the master calendar and set up a formal process to update and distribute the calendar to the States and Indian Tribes.
 - b. Spokane #4 is that BWIP will meet with the State of Washington and the Indian Tribes to discuss the study on the diameter of the exploratory shaft that is reflected in the Mission Plan Amendment.
6. BWIP will provide the charge that is given to the SCP hydrology task group to the States of Washington and Oregon and to the Indian Tribes before task group work begins.
7. DOE will consider including representatives of the States of Washington and Oregon and of the Indian Tribes on the BWIP SCP hydrology task group.
8. SRPO will provide a status report on the 75-foot elevation change and any other pertinent changes relative to the Exploratory Shaft Facility in the baseline. SRPO will recheck the baseline distribution process and provide an analysis to the State of Texas within three weeks.
9. S. Kale will review with OGR staff the request of the States and Indian Tribes for an extension from a 90-day SCP public review schedule to a six-month review schedule, and report back to the States and Indian Tribes.

10. DOE will consider how to indicate in the SCP where changes have been made in the draft SCP chapters that were sent to the States, Indian Tribes, and the NRC for review.
11. DOE will consider the ideas on SCP outreach that were proposed by the States and Indian Tribes (see Las Vegas meeting highlights), and the Project Managers will work with the States and Indian Tribes to develop an SCP outreach program.
12. DOE will consider how to implement a process for coordinating the issuance of the Environmental and Socioeconomic Monitoring and Mitigation Plans and the Environmental Compliance Plans with the SCP as part of an integrated program of public review and comment. Also, DOE will consider issuing a policy statement to support the necessity of this integrated program.
13. As recommended by the States and Indian Tribes, the Mission Plan Amendment will not define the consultation and cooperation (C&C) process. The Amendment will make references to: past C&C negotiations under Section 117c of the NWPA; the possibility of interim and/or partial agreements; and to the fact that generic negotiations are not acceptable.
14. DOE will work with the States and Indian Tribes to establish a forum and format by which DOE and the States and Indian Tribes will develop operating principles governing consultation and cooperation between the States and Indian Tribes and DOE. The format will involve joint review of relevant materials designated by DOE and the States and Indian Tribes.
15. The Mission Plan Amendment description of past negotiations will be revised to reflect comments by the State of Washington.
16. R. Gale will contact the Nez Perce, Umatilla, and Yakima representatives to obtain comments on the Mission Plan Amendment description of C&C negotiations with each of the Indian Tribes.
17. The next DOE Meeting with the States and Indian Tribes is tentatively set for September 30 in Dallas, Texas.



CONFEDERATED TRIBES
of the
Umatilla Indian Reservation

P.O. Box 638
PENDLETON, OREGON 97801
Area Code 503 Phone 276-3018

December 31, 1986

Mr. Barry Gale
U.S. Department of Energy
1000 Independence Avenue, S.W.
Forrestal Building, RW - 223
Washington, D.C. 20585

RE: ISCG meeting

Dear Barry:

At the last ISCG meeting in Las Vegas, we discussed the possibility of having WIPP officials making presentations before the ISOG on interests of common concern. We agreed that affected parties should send in their suggestions for topics by January 9th. The CTUIR suggests the following issues to be discussed by the WIPP representatives:

1. Transportation issues.
2. The impact of the WIPP facility on any Indian tribes, their treaty rights or religious practices.
3. The involvement, if any, of any Indian tribe in the planning or operation of the WIPP facility.

Furthermore, the CTUIR suggests that these same issues, but especially transportation, be raised with DOE Defense Program officials as well.

We hope these issues are aired in the near future at an ISOG meeting.

Sincerely,

CONFEDERATED TRIBES OF THE
UMATILLA INDIAN RESERVATION

William H. Burke, Director
Nuclear Waste Study Program

00079

WHB:sm

WASHINGTON STATE INSTITUTE FOR PUBLIC POLICY

The Evergreen State College

Olympia, Washington 98505

Telephone (206) 866-6000, ext. 6390

January 9, 1987

Barry Gale, Chief
Economic and Intergovernmental Analysis Branch
Office of Civilian Radioactive Waste Management
U.S. Department of Energy RW-223
1000 Independence Avenue SW
Washington, D.C. 20585

Subject: Agenda Topics for Next ISCG Meeting, Pertaining to WIPP

Dear Barry:

We appreciate the opportunity to suggest topics for discussion with WIPP representatives at the March meeting of the Institutional/Socioeconomic Coordinating Group.

Among the subjects which interest us are:

1) Technical Issues

- a) What are we finding out about the creep rate in salt? Is it causing a problem with the crushing of the storage drums? Will it interfere with retrieval, or with access to the storage area?
- b) What are we learning from the new information gathered on the groundwater hydrology? What lessons are there for other sites with weak aquifers?
- c) How is the information we are gaining from the WIPP project being transferred to the commercial repository program? How frequent is the exchange of information between WIPP representatives and OCRWM representatives?

2) Policy Issues

- a) Is it still the policy that high level waste will not be permanently disposed of at the WIPP site?
- b) What will happen to transuranic wastes which are not acceptable to WIPP because they have other contaminants (e.g., aerosol cans, fluids, etc.)?
- c) Who has jurisdiction over worker safety and liability issues, the state or the federal government?
- d) When and how does WIPP intend to show compliance with 40 CFR 119 standards?
- e) Is USDOE complying with state as well as federal regulations?

- f) What is the status of transportation policies governing waste cannisters? Will transuranic wastes be shipped in NRC licensed cannisters? Will the cannisters be single-wall or double-wall?

3) Federal/State Relations

- a) How has the C&C agreement worked out, from the WIPP point of view? How quickly is information conveyed to local and state representatives?
- b) Has the USDOE been paying for infrastructure improvements essential to the project, such as access road improvements, or have these costs been borne by the local government?
- c) Has the USDOE made any type of payments in lieu of taxes?
- d) What type of socio-economic studies have been performed for the WIPP? What type of risk analysis has been completed?

4) Schedule Changes

- a) Has there been schedule slippage? If so what are the causes of the slippage (technical, financial, permitting, political, etc)? What are the lessons for the repository program?
- b) When are the demonstration projects over? When will WIPP be able to accept transuranic waste?
- c) Are schedule changes being coordinated with the Hanford defense waste people?
- d) What effect do WIPP schedule changes have on the commercial repository program?

We look forward to seeing you in Albuquerque and discussing these subjects.

Sincerely,

Dan Silver for
Dan Silver
Legislative Liaison

cc. Max Powell
Jerry Parker
Tom Sykes

TABC

SOCIOECONOMICS COMMITTEE

- **S. Kale Memorandum Transmitting the SMMP and EMMP Schedule**
- **Revised Internal Draft PETT Guidelines**

memorandum

DRAFT

REPLY TO
ATTN OF: RW-241

SUBJECT: Environmental and Socioeconomic Monitoring and Mitigation Plan Schedule

TO: D. Vieth, NNWSI
J. Neff, SRPO
J. Anttonen, BWIP

As a result of the June 4-5, 1987, meeting in Chicago between the three Project Offices and Headquarters, and the June 18, 1987, meeting in Las Vegas between NNWSI and HQ, HQ has revised both the EMMP and SMMP schedule for NNWSI and BWIP; a separate MMP schedule is now being developed for SRPO. The attached revised schedule allows for complete review and analysis of comments received from States and Indian Tribes. As shown, Revision 1 of the EMMPs and SMMPs are to be sent from the Project Managers to the States and Indian Tribes on October 19, 1987.

In order to facilitate the HQ review process, each Project Office should ensure that its legal counsel reviews and concurs on your draft Revision 1 EMMPs and SMMPs (and Comment Analysis Documents) before they are sent to Headquarters. After consideration of comments received at Site Characterization Plan public hearings, DOE will release the first full version of the EMMPs and SMMPs to the States and Indian Tribes.

DOE is committed to being responsive to the comments received on the MMPs and ensuring that the views expressed in those comments are being considered in revising the MMPs. Therefore, as part of revising the MMPs, DOE will prepare an analysis of the comments received from the States, Indian Tribes, and other organizations. HQ and the POs will work together to organize the comments into site-specific and general policy categories. A standard format for the Comment Analysis Document will be provided to your staff by June 30, 1987. The POs will respond to site-specific issues, and HQ will take the lead in preparing responses that require guidance on policy-related issues. All comment analyses will be concurred upon by appropriate staff at HQ and the Project Offices.

In preparing for Revision 1, HQ is revising Chapter 2 and 6 of the EMMPs and SMMPs to be more consistent. Chapter 2 deals with background, purpose and approach and Chapter 6 with the procedures for modifying the MMPs. Draft versions of these sections, to be incorporated into the MMPs, will be sent to your staff for their review and comment. Any necessary changes to these chapters will be finalized before the MMPs are completed.

DRAFT

DRAFT

-2-

If you or your staff have questions about either the process or schedule for completing the EMMPs, please call Jay Jones of my staff on FTS 896-4970. Questions on the SMMPs should be directed to Ann McDonough on FTS 896-5975.

Stephen H. Kale
Associate Director for
Geologic Repositories

Attachment

cc: T. Isaacs, RW-20
J. Bresee, RW-22
R. Blaney, RW-222
V. Cassella, RW-222
J. Morris, RW-222
J. Daley, RW-222
B. Gale, RW-223
A. McDonough, RW-223
R. Stein, RW-23
J. Knight, RW-24
J. Parker, RW-241
J. Jones, RW-241
R. Mussler, GC-11
C. Borgstrom, EH-25
S. Frank, EH-25
W. Metz, ANL
E. Pentecost, ANL
E. Lundgaard, NNWSI
B. Jankus, NNWSI
M. Blanchard, NNWSI
D. Gassman, NNWSI
G. Appel, SRPO
W. White, SRPO
B. Darrough, SRPO
A. Handwerker, SRPO
J. Mecca, BWIP
S. Whitfield, BWIP
J. Comins-Rick, BWIP
G. Shaw, Weston
C. McDavid, Weston
R. Travis, Weston
J. DiCerbo Weston
J. Gibson, Weston

DRAFT

DRAFT

Attachment

**SOCIOECONOMIC AND ENVIRONMENTAL MONITORING AND MITIGATION PLAN
BWIP AND NNWSI**

<u>ACTIVITY</u>	<u>DATE</u>
HQ provides format for Comment Analysis Document (CAD) to POs	6/30/87
POs submit Draft Revision 1 SMMPs and EMMPs and draft CAD to HQ for concurrence review	7/20/87 <u>1/</u>
HQ sends concurrence required changes on MMPs and CADs to POs	8/21/87
POs submit Revision 1 SMMPs and EMMPs and draft CADs with concurrence changes to HQ	9/21/87 <u>1/</u>
DOE sends Revision 1 SMMPs and EMMPs and CADs to States and Indian Tribes (POs begin implementation of SMMPs and EMMPs as appropriate)	10/19/87
DOE revises Revision 1 SMMPs and EMMPs as appropriate in consideration of relevant comments (POs proceed to fully implement SMMPs and EMMPs)	After completion of SCP Public Hearing Process
DOE issues SMMP and EMMP Progress Reports <u>2/</u>	In parallel with SCP Progress Reports

1/ These submissions should be reviewed and concurred upon by the legal counsel in the Project Office.

2/ Because the SMMPs and EMMPs are documents that require modifications due to various reasons, such as changes in site characterization plans or schedules, these documents will be modified, as appropriate. Such modifications will be released as part of the SMMP and EMMP Progress Reports.

DRAFT

6/17/87 DRAFT -- FOR INTERNAL USE ONLY

OCRWM GUIDELINES FOR THE
ADMINISTRATION OF THE PAYMENTS-EQUAL-TO-TAXES (PETT)
SECTIONS [116(c)(3) AND 118(b)(4)]
OF THE NUCLEAR WASTE POLICY ACT (NWPA)

June 17, 1987

1.0 INTRODUCTION

In accordance with sections 116(c)(3) and 118(b)(4) of the Nuclear Waste Policy Act (NWPA), the Department of Energy will make payments during the site characterization, repository development, and operation phases of the repository program in amounts equal to the amounts that the eligible jurisdiction would receive were it authorized to tax site characterization activities and the development and operation of the repository as it taxes other real property and industrial (or in the case of Indian Tribes, commercial) activities. In implementing this program, it is the intention of DOE to be responsive to the appropriate State, Indian Tribe or unit of general local government taxation process.

These guidelines describe the policy and delineate the process and administrative structure of the Department of Energy (DOE) for the development, implementation and administration of the Payments-Equal-to-Taxes (PETT) program. This program is pursuant to sections 116(c)(3) and 118(b)(4) of the Nuclear Waste Policy Act (NWPA). These guidelines do not apply to a Monitored Retrievable Storage (MRS) facility.

Six major areas are covered:

- The relationship of PETT to other NWPA financial assistance provisions;
- The concept of constructive tax liability;
- Definition of eligible jurisdictions;
- PETT commencement, scheduling and termination;
- Discussions between DOE and affected jurisdictions; and
- Accounting systems, procedures and activities;

Appendices to this paper include:

Appendix A -- recent tax structures in candidate affected jurisdictions for the first repository;

Appendix B -- accounting systems requirements;

Appendix C -- PETT administrative procedures; and

Appendix D -- headquarters and project office roles.

The policy described and the process and administrative structure outlined below are general guidelines. They are intended to serve as a framework for discussions between DOE and affected jurisdictions.

2.0 PETT RELATIONSHIP TO OTHER NWPA FINANCIAL ASSISTANCE PROVISIONS

The amount of the payment will depend upon a precise application of the jurisdictions' tax structure to DOE property and activities. The PETT amounts, therefore, are neither related to impact mitigation grants, nor are they related to other grants or payments which may be made by DOE to affected jurisdictions.

3.0 CONCEPT OF CONSTRUCTIVE TAX LIABILITY

The Payments-Equal-to-Taxes (PETT) provisions of the NWPA are predicated upon the recovery of eligible taxes by States, Indian Tribes and units of general local government. Because of Federal sovereign immunity, no direct tax liability can exist between DOE and affected jurisdictions. To implement the PETT provisions of the NWPA, a tax liability will be construed for purposes of determining PETT; this will be known as a "constructive tax liability" because the liability is "constructed" for purposes of implementing the PETT provisions of the NWPA. These constructive tax liabilities will be determined by applying the tax structure of the eligible jurisdiction to the activities and property associated with site characterization, development and operation of a high-level nuclear waste repository.

DOE will use the constructive tax liability approach to assure tax equity for the affected jurisdictions. By placing DOE in a position resembling a private sector taxpayer, the PETT program will enable affected jurisdictions to receive payments equal to taxes levied against activities and property.

Using the constructive tax liability approach for purposes of PETT will also assure that DOE is treated in a manner comparable with other private sector taxpayers as required by the NWPA. When DOE and the eligible jurisdiction agree that a tax liability would exist that has not otherwise been satisfied, such amount shall constitute a constructive tax liability component of PETT.

Determination of the constructive tax liability will in all instances be guided by generally accepted accounting principles and jurisdictional tax structure and practices.

3.1. Candidate Taxes

DOE's property and ongoing activities are generally beyond the taxing authority of state and local jurisdictions. This principle, however is subject to an important exception when the Federal government chooses to accomplish its mission through the use of private-sector contractors to whom sovereignty does not extend. Under this circumstance, it must be determined which property and activities are attributable for tax purposes to the contractor (and therefore subject to state and local taxation) and which are, in fact, exclusively Federal (and therefore immune).

In order to insure that the state and local jurisdictions would be made whole in terms of tax revenues, Congress provides that, in essence, DOE's property and activities associated with a repository will be taxed either directly through contractors or indirectly through PETT. This principle effectively establishes the scope and limits of PETT. The tax laws of each jurisdiction must be examined as they would apply to DOE's property and activities without regard to immunity. Then, it must be determined which of the otherwise applicable taxes will not be paid due exclusively to immunity. It is these and only these taxes that are properly subject to PETT.

Determination of specific constructive tax liabilities requires the identification of taxes eligible for recovery under PETT by States, Indian Tribes and units of general local government; the identification will include the tax rates, assessment bases and exemptions. To be eligible for recovery under PETT, a tax must be constitutionally valid. It is anticipated that taxes levied against land, other real property and industrial (or commercial) activities by States, Indian Tribes, and units of general local government, for general purposes and under a general taxing authority, would be eligible.

3.2 Tax Structure

The tax structure is also an important element of PETT implementation. Determinations must be made of the classifications of taxes used to develop the taxable bases and associated rates, as well as exemptions. It is therefore necessary to identify for each eligible tax:

- Types of property or value measurements used to determine the taxable basis;
- Classes of rates applied to the taxable basis;
- Exemptions; and
- Scope of applicability.

Preliminary identification of taxes eligible for receipt under PETT include those which are related to property and DOE activities. The tax matrices in Appendix A identify recent rates, structure and exemptions applicable to every major class of tax in Washington, Nevada, and Texas, together with candidate units of general local government within these states. The matrices represent a preliminary compilation of the taxes in those jurisdictions. The matrices are only intended to identify tax structures as DOE understands them. The inclusion of a tax does not necessarily indicate that any PETT amount will ultimately accrue under that tax. Also, the failure to include a tax in a matrix does not indicate that DOE has determined that such tax is ineligible for PETT.

It is hoped that the states and local jurisdictions will assist DOE in formulation of a comprehensive list of eligible taxes. To expedite this effort, the matrix contains some comments on specific taxes. These comments are intended to focus the attention of prospective recipients on the preliminary analysis completed by DOE with respect to PETT implementation. It is hoped that early issue identification will start a dialogue aimed at early issue resolution.

3.3 Potential Activities Related to Determination of Constructive Tax Liabilities

Activities related to site characterization and repository development, construction and operation include:

- On-site improvements such as transport and utility development;
- Purchasing or leasing of real and personal property, including buildings, equipment and materials;

- Development and engineering activities during site characterization and site development, for example, activities relating to repository access systems, underground development, hydrology, geochemistry, drilling, testing and monitoring;
- Repository construction, including surface and underground facilities; and
- Repository operation activities including waste handling from the repository gate to the borehole.

Activities related to site characterization carried out prior to May 28, 1986 will only be considered to the extent that the residual value of these activities are treated as improvements to real estate for purposes of assessment valuation.

3.4 Tax Assessment Bases for Inclusion in PETT

The basis for assessment determined by the jurisdictions for purposes of PETT must be consistent with the assessment bases within those jurisdictions for other taxpayers. For each tax assessment, DOE will require documentation by the jurisdiction for:

- Definitions and procedures used to determine assessed values; and
- Certification that the assessed value is comparable to that of other taxpayers in the jurisdiction.

4.0 ELIGIBLE JURISDICTIONS

THE GENERAL REQUIREMENTS FOR A JURISDICTION TO BE ELIGIBLE TO RECEIVE PETT PAYMENTS ARE:

- THE JURISDICTION MUST HAVE A CANDIDATE SITE LOCATED WITHIN ITS BOUNDARIES;
- THE JURISDICTION MUST BE A STATE, INDIAN TRIBE OR UNIT OF GENERAL LOCAL GOVERNMENT; AND
- THE JURISDICTION MUST LEVY TAXES APPLICABLE TO ACTIVITIES SUCH AS THOSE CONDUCTED BY DOE.

4.1 DEFINITION OF SITE

SITE IS DEFINED IN THE ACT AS "CANDIDATE SITE" AND REFERS TO THE SITE RECOMMENDED TO THE PRESIDENT AND ACCEPTED FOR SITE CHARACTERIZATION. THE SITE IS DESCRIBED IN THE FINAL ENVIRONMENTAL ASSESSMENTS. THE "CONTROLLED AREA" REFERS TO THAT AREA THAT ENCOMPASSES NO MORE THAN 100 SQUARE KILOMETERS AND EXTENDS HORIZONTALLY NO MORE THAN FIVE KILOMETERS IN ANY DIRECTION FROM THE OUTER BOUNDARY OF THE UNDERGROUND FACILITY. THE SPECIFIC REQUIREMENT TO OBTAIN OWNERSHIP OF THE "CONTROLLED AREA" PROVIDES THE ESSENTIAL BASIS FOR DEFINING THE "SITE" AT THIS TIME FOR PURPOSES OF PETT. SINCE THE "CONTROLLED AREA" CANNOT EXTEND FARTHER THAN FIVE KILOMETERS IN ANY DIRECTION FROM THE OUTER EDGE OF THE UNDERGROUND FACILITY, THE DEPARTMENT WILL MAKE THE BROADEST ASSUMPTION AT THIS TIME AND, FOR THE PURPOSES OF SECTION 116(C)(3), WILL CONSIDER THE "SITE" TO BE DEFINED AS FOLLOWS: THE AREA OF LAND ENCOMPASSED BY A CIRCUMFERENCE THAT IS FIVE KILOMETERS FROM THE NEAREST POINT ON THE PLANNED UNDERGROUND FACILITY. (THIS MEANS THE SHAPE OF THE "SITE" WILL BE THE SHAPE OF THE UNDERGROUND FACILITY.) IT IS RECOGNIZED THAT SITE CHARACTERIZATION WILL IDENTIFY THE CONTROLLED AREA TO BE SOME SMALLER AREA NOT TO EXCEED 100 SQUARE KILOMETERS; HOWEVER, BY USING THE APPROACH DESCRIBED ABOVE, IT IS VIRTUALLY ASSURED THAT THE FINAL CONTROLLED AREA WILL BE INCLUDED IN THE LARGER AREA DEFINED FOR PURPOSES OF PETT. IT IS EXPECTED THAT THE ABOVE BROADLY DEFINED "SITE" WILL BE USED FOR PETT PURPOSES THROUGHOUT SITE CHARACTERIZATION AND WILL BE SUBJECT TO CHANGES ONLY WHEN THE CONTROLLED AREA IS SPECIFICALLY IDENTIFIED.

OTHER NRC REQUIREMENTS INCLUDE LONG-TERM MONITORING AND THE ESTABLISHMENT OF APPROPRIATE CONTROLS OUTSIDE OF THE CONTROLLED AREA TO PREVENT ADVERSE HUMAN ACTIONS THAT COULD SIGNIFICANTLY REDUCE THE GEOLOGIC REPOSITORY'S ABILITY TO ACHIEVE ISOLATION. SUCH LONG-TERM MONITORING OR OTHER APPROPRIATE CONTROLS BY DOE COULD ENTAIL ACQUISITION AND CONTROL OVER CERTAIN AREAS OF LAND OUTSIDE THE "CONTROLLED AREA." IT IS NOT ANTICIPATED THAT ANY SUCH LANDS WILL BE IDENTIFIED UNTIL THE LATER STAGES OF SITE CHARACTERIZATION, AND TO THE EXTENT THEY ARE IDENTIFIED (I.E., DOE NOTIFIES THE STATE AND THE NRC THAT THEY ARE CONSIDERED LONG-TERM MONITORING OR APPROPRIATELY CONTROLLED AREAS (FOR REPOSITORY OPERATION AND CLOSURE) RATHER THAN SHORT-TERM AREAS (FOR DATA COLLECTION)), EVEN IF THEY ARE NOT WITHIN THE "SITE" AS DEFINED ABOVE, THEY WOULD BECOME PART OF THE "SITE" FOR PURPOSES OF PETT FROM THAT TIME ON.

THE AREA IDENTIFIED ABOVE ONLY ESTABLISHES THE "SITE" AS SUBJECT TO PETT APPLICABILITY. NO LIABILITY FOR PETT PAYMENTS WILL OCCUR UNLESS AND UNTIL THE DEPARTMENT CONDUCTS TAXABLE ACTIVITIES ON THAT "SITE". THE PHRASE "ACTIVITIES AT" REFERS TO ANY AND ALL TAXABLE ACTIONS THAT OCCUR AT THE ABOVE DESCRIBED SITE. THE MOST OBVIOUS TAXABLE ACTION COMMON TO ALL SITES WILL BE OWNERSHIP, BUT OTHER ACTIONS MAY BE TAXABLE DEPENDING ON EXISTING STATE AND LOCAL TAX LAWS.

4.2 UNIT OF GENERAL LOCAL GOVERNMENT

ELIGIBLE JURISDICTIONS ARE SPECIFIED IN SECTION 116(C)(3) TO BE "EACH STATE AND UNIT OF GENERAL LOCAL GOVERNMENT IN WHICH A SITE FOR A REPOSITORY IS APPROVED UNDER SECTION 112(C)". As used in the NWPA the term "unit of general local government" means "...any borough, city, county, parish, town, township, village or other general purpose political subdivision of a State." [NWPA Section 2(28)] DOE will need the assistance of both State and local jurisdictions to determine which governmental entities qualify as a "general purpose political subdivision of a State" for purposes of the NWPA. It is expected that any governmental entity that constitutes a "general purpose political subdivision of a State" for other statutory purposes will be treated similarly for purposes of the NWPA. It should be noted that "special purpose" entities such as school districts, sanitation districts, etc., may not meet the statutory requirement that eligible jurisdictions be "general purpose" political subdivisions.

4.3 APPLICABLE TAXES

THE LIABILITY FOR PETT DOES NOT EXIST UNTIL DOE CONDUCTS ACTIVITIES AT THE SITE FOR WHICH THE STATE AND UNITS OF GENERAL LOCAL GOVERNMENT, WITHIN THE BOUNDARIES OF THE SITE, WOULD OTHERWISE IMPOSE APPLICABLE TAXES ON COMPARABLE PROPERTY AND INDUSTRIAL ACTIVITIES AT THE SITE. (REFER TO SECTION 3.0 FOR CONSTRUCTIVE TAX LIABILITY.)

5.0 PETT COMMENCEMENT AND TERMINATION

5.1 Site Characterization

For the site characterization phase, the eligible jurisdictions may receive PETT from commencement through termination of activities in accordance with the following:

- PETT will apply when the President approves sites for characterization; and
- Payments will continue until such time as all activities associated with site characterization are terminated at the site.

5.2 Site Development, Construction, Operation and Termination of Operations

When the President approves a site for repository development, PETT continues and will terminate at such time as all such activities, development, and operation are terminated.

6.0 DISCUSSIONS BETWEEN DOE AND AFFECTED JURISDICTIONS

There are extensive differences among the tax structures of the candidate sites. Implementation of PETT provisions, therefore, must be tailored to specific jurisdictional requirements. Understanding jurisdictional tax structures and practices requires that DOE:

- Conduct discussions with officials from States, Indian Tribes and local jurisdictions, to agree on the specific taxes applicable to the PETT program, the procedures for determining assessments and payment schedules; and
- Meet with tax officials from eligible jurisdictions to identify local tax administration practices and procedures that are important to the implementation of PETT.

6.1 PETT Procedural Agreements with Eligible Jurisdictions

The following process should be followed to reach agreement on PETT with eligible jurisdictions:

- DOE will hold meetings and discussions with appropriate representatives of eligible States, Indian Tribes and units of general local governments. Discussions shall address:
 - reporting procedures for DOE and eligible jurisdictions;
 - specific PETT application procedures;
 - channels and methods for communication;

- individuals and offices responsible for PETT within eligible jurisdictions;
- ESTIMATED PETT PAYMENT PROCESS; and
- disbursement mechanisms.

(See Appendix C for a discussion of PETT administration procedures.)

A record of the discussions shall be maintained sufficient to establish the positions of all parties; and

- Subsequent to the completion of meetings between the eligible jurisdictions and DOE, the final PETT agreements shall be developed.

6.2 PETT Amounts and Mechanisms for Disbursements

The PETT disbursement mechanisms will be tailored, to the maximum extent possible, to accommodate the requirements of States, Indian Tribes, units of general local government, and DOE.

Significant differences exist in the frequency with which taxes are paid. Some taxes must be paid monthly while others, such as property and franchise taxes, are paid on an annual basis. DOE will take into consideration the specific tax requirements and practices concerning payment for each eligible jurisdiction in determining PETT disbursement procedures.

7.0. ACCOUNTING SYSTEMS, PROCEDURES, AND ACTIVITIES

Two essential elements in the determination of the constructive tax liability for PETT are (1) the basis for property valuation and (2) the valuation of activities engaged in by DOE. The accounting and reporting approach for determining the valuation basis of PETT should include the following considerations:

- Application of Generally Accepted Accounting Principles;
- Identification of site-specific accounting activities; and
- Roles and responsibilities of DOE and eligible jurisdictions.

7.1 Application of Generally Accepted Accounting Principles (GAAP)

Section 116(c)(3) of the NWPA directs that PETT be awarded to affected jurisdictions as such jurisdictions tax "other real property and industrial activity". This perspective implies that development of PETT would be based upon comparable values of property and activities similar to those applied to private sector property and industrial activities. A predominant basis for determining these values are the accounting records associated with the property or activities. In the private sector, these records are usually developed and maintained in accordance with GAAP.

Because of the private sector perspective required by NWPA and the use of GAAP by private sector industrial activities, it therefore appears appropriate for DOE to adopt GAAP to account for repository site activities. Among the primary advantages associated with the use of GAAP are:

- A consistent basis for comparison with similar industrial activities;
- An established, accepted set of criteria for financial measurements of property and activities;
- Consistency with tax law and principles used by most tax jurisdictions;
- Comparability, from one period to the next, of financial information; and
- Principles that are understood and applied by tax and accounting professionals.

Moreover, DOE is presently using GAAP in accounting for the administration of the Nuclear Waste Trust Fund and property acquired for use by the Office of Civilian Radioactive Waste Management (OCRWM).

At a more technical level, GAAP provides guidance and criteria for determining the value of assets and the financial measurement of activities eligible under PETT. These principles include criteria for:

- Capitalization expenditures for tangible and intangible assets;

- Capitalizing/expensing of expenditures for various activities related to repository characterization, development, and operation;
- Allocating costs from one period to the next; and
- Measuring the value of activities, such as research and development, transportation, etc.

While the GAAP criteria are not a "cookbook" approach to determining the relevant tax basis, they are an acceptable starting point for many jurisdictions. To the extent that jurisdictional tax policy and practice result in deviations from values determined under GAAP, it will also be necessary to maintain records consistent with the individual jurisdictional requirements.

7.2 Identification of Site-specific Accounting Activities

In view of the disparate site activities and jurisdictional tax practices, policies and tax structures, separate accounting entities will be established for each candidate site. DOE will maintain accounting systems for each candidate site which facilitate the determination of constructive tax liabilities for each jurisdictional tax structure at a site. Candidate criteria for the accounting classification of expenditures related to sites could include:

- Activities occurring within the geographic boundaries of the site;
- Special accounting requirements imposed by the affected jurisdiction;
- Common capital equipment used at all sites that should be allocated among the sites; and
- Expenditures for the acquisition of assets on or at the site.

In addition to the identification of each site as an individual accounting entity for overall accounting purposes, it may also be necessary to segregate the types of activities related to the discrete phases of site characterization, development and construction, operation, and decommissioning. Segregation by phase may be desirable because of:

- Differences in the timing of impacts which various activities will have on PETT;
- The need for disaggregated information for DOE and affected jurisdictions to perform planning and budgeting; and
- Differences between the GAAP classification criteria and the tax requirements of specific jurisdictions.

Finally, it will be appropriate to consider the effects of the timing differences (if any) between the Federal fiscal year for calculating PETT and the tax year(s) of the affected jurisdictions. It may be that the Federal fiscal year will not correspond to the affected jurisdictions' fiscal years, thus creating an additional burden for reconciliation by the accounting systems at individuals sites.

See Appendix B for a review of accounting systems, procedures and activities.

7.3 Roles and Responsibilities of Affected Jurisdictions and DOE

To meet the PETT responsibility, DOE must provide relevant, detailed financial reports to the affected jurisdictions. However, affected jurisdictions must first provide DOE with sufficiently detailed information to facilitate DOE conformance with local tax policy, practices and procedures. Such detail could include:

- Types of taxes to be assessed/levied;
- Levels and changes in tax rates;
- Levels and changes in assessment bases; and
- Frequency of payments required by the affected jurisdictions.

In view of the crucial role this information has on the evaluation of payment applications as well as on DOE planning and budgeting, it seems appropriate to impose related reporting requirements on affected jurisdictions. These requirements would be in addition to the DOE payment reporting requirements contained in Appendix B.

6/17/87 DRAFT -- FOR INTERNAL USE ONLY

APPENDIX A

TAX MATRICES

THE MATRICES ARE ONLY INTENDED TO IDENTIFY TAX STRUCTURES AS DOE UNDERSTANDS THEM. THE INCLUSION OF A TAX DOES NOT NECESSARILY INDICATE THAT ANY PETT AMOUNT WILL ULTIMATELY ACCRUE UNDER THAT TAX. ALSO, THE FAILURE TO INCLUDE A TAX IN A MATRIX DOES NOT INDICATE THAT DOE HAS DETERMINED THAT SUCH TAX IS INELIGIBLE FOR PETT.

IT IS HOPED THAT THE STATES AND LOCAL JURISDICTIONS WILL ASSIST THE DOE IN FORMULATING A COMPREHENSIVE LIST OF ELIGIBLE TAXES. TO EXPEDITE THIS EFFORT, THE MATRIX CONTAINS SOME COMMENTS ON SPECIFIC TAXES. THESE COMMENTS ARE INTENDED TO FOCUS THE ATTENTION OF PROSPECTIVE RECIPIENTS ON THE PRELIMINARY ANALYSIS COMPLETED BY DOE WITH RESPECT TO PETT IMPLEMENTATION. IT IS HOPED THAT EARLY ISSUE IDENTIFICATION WILL START A DIALOGUE AIMED AT EARLY ISSUE RESOLUTION.

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WASHINGTON STATE
 (Continued)

TAX	RATE	STRUCTURE	EXEMPTIONS	COMMENTS
Real Property	\$3.16/\$1000	Assessed value of taxable real property adjusted to 100% true and fair value.	Federal/State & Local government; Intangibles.	for purposes of the PETT program, real property owned by the U.S. government will be treated as though it is not exempt from real property tax.
Personal Property	\$3.16/\$1000	Assessed value of taxable real property adjusted to 100% true and fair value.	Business inventories.	
Business & Occupation	Major rates: retail - 0.471% manufacturing/ wholesaling - 0.404% services - 1.5%	Four major categories: Mfging, Wholesaling, Retailing, Services. Imposed on gross receipts. Considered as an excise tax on the privilege of doing business. Measured by gross income, gross proceed of sales, or the value of products.	Interstate commerce; Utilities.	
Public Utility	Most utilities - 3.852%; urban - 0.642%; motor trans. and all others - 1.926%	Includes privately owned firms providing public services, and utility operations performed by govt. agencies. Applies to gross income.	Retail sales tax does not apply to utility sales.	

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WASHINGTON STATE
(Continued)

TAX	RATE	STRUCTURE	EXEMPTIONS	COMMENTS
Sales	6.5%	Imposed on tangible personal property purchased for use by the consumer; improvement of real or personal prop.; charges for labor & services rendered in connection with services to tangible and real personal property.	Non-profit organizations; Sales to nonresidents; Interstate commerce; Governmental activities.	PETT impact should be minimal. Sales taxes will be paid primarily by the contractor.
Use	6.5%	Imposed upon the use of any tangible personal property, the sale of which has not been subject to the sales tax.		PETT impact should be minimal. Use taxes will be paid primarily by the contractor.
Motor Fuels Gasoline	Ranges from .12-.16/gal.	Variable rate is determined semi-annually based on 10% of the average fuel price.	Federal/State government vehicles.	PETT impact should be minimal. Motor Fuels Gasoline taxes will be paid primarily by the contractor.
Special Fuels	Ranges from .12-.16/gal.	Levied on all fuels other than gasoline.	Federal/State government vehicles.	PETT impact should be minimal. Special Fuel taxes will be paid primarily by the contractor.

A-2

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WASHINGTON STATE
(Continued)

TAX	RATE	STRUCTURE	EXEMPTIONS	COMMENTS
Motor Vehicle Excise	2.2% on fair market value of Washington registered vehicle.	fair market value determined by the Dept. of Revenue.	Federal/State government vehicles.	PETI impact should be minimal. Motor Vehicle Registration fees will be paid primarily by the contractor.
Leasehold Excise	12%	Imposed on all leases of public property in lieu of property taxes. Measured by contract rent or computed economic rent. Cities and counties may levy up to 50% of the tax.	Temporary leases of less than 1 month, leases with taxable rents of greater than \$250/yr and certain leases on Indian land.	

A-3

FOR ONLY

BENTON
 COUNTY

TAX	RATE	STRUCTURE	EXEMPTIONS	NOTES
		Assessed value of taxable real	Federal/State &	of the PETT
				not exempt from real property tax.
Real	\$12/\$1000	Imposed upon the sale of real		PETT impact should be minimal. Land will not be sold by the U.S. government.
Estate		property and is paid by the seller.		

A-4

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RICHLAND
(Continued)

TAX	RATE	STRUCTURE	EXEMPTIONS	COMMENTS
Municipal Business Tax	Varies with business category.	Imposed on private business and municipal and private utility companies. Four major kinds of tax base: - a % of gross revenue; - fixed fee for a specific business category or type; - fee based on the number of employees; and - fee based on the amount of floor space of the firm.		PETT impact should be minimal. Tax is only imposed on those companies located within the taxing jurisdiction.
Sales	.5%	Rate imposed is on the selling price or value of the article used.	If Benton County has a sales tax in effect (currently it does not), the city tax rate will be .425%.	PETT impact should be minimal. Sales taxes will be paid primarily by the contractor and will be paid only if incurred in the taxing jurisdiction.
Use	.5%	Rate imposed is on the selling price or value of the article used.	If Benton County has a sales tax in effect (currently it does not), the city tax rate will be .425%.	PETT impact should be minimal. Use taxes will be paid primarily by the contractor and will be paid only if incurred in the taxing jurisdiction.

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RICHLAND
 (Continued)

TAX	RATE	STRUCTURE	EXEMPTIONS	COMMENTS
Leasehold	4%	imposed when leasing publicly		PETT impact should be
Excise		owned real or personal		minimal. Tax will be
		property within Richland.		paid only if incurred
				in the taxing
				jurisdiction.

Real Property	.02/100	Legislature sets state rate, local governing boards local ad valorem tax.	United States, State, and Local government property.
	Total ad valorem		
	Tax cannot exceed \$3.64/\$100.	Prop. assessed at 35% of taxable value; value is determined by appraisal of full cash value of land along with appraisal of replacement cost of any improvement less all applicable depreciation and obsolescence.	
		Depreciation-1.5% of replacement cost on an improvement made on real prop.	
		Real and personal prop. normally exempt (e.g. fed. owned) are taxed if prop. was "leased, loaned, or otherwise made available to a business conducted for profit. Provisions for determining possessory use and tax liability of ea. contractor are contained in an agreement b/t Nye County and the Atomic Energy Comm.	

DRAFT

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NEVADA STATE MATRIX
 (Continued)

TAX	RATE	STRUCTURE	SELECTED EXEMPTIONS	COMMENTS
Personal Property	.02/\$100	Taxable value determined by cost of replacement less all applicable depreciation and obsolescence.	Motor vehicles, business inventories.	
Sales	2%	Applied to all gross receipts from retail sales.	Materials purchased for use in performance of U.S. government contracts.	PETT Impact should be minimal. Sales taxes will be paid primarily by the contractor.
Use	2%	Imposed on the storage, use or consumption of personal property within Nevada that was purchased outside Nevada. Applied to the purchase price.	Motor vehicle fuel	PETT Impact should be minimal. Use taxes will be paid primarily by the contractor.
Local School Support	1.5%	Base is the same as Sales and Use taxes. Comingled with Sales and Use tax. This tax is imposed over and above the 2% Sales and Use tax		PETT Impact should be minimal. Local School Support taxes will be paid primarily by the contractor.
Basic City/County Relief	.5%	Base is the same as Sales and Use taxes. Comingled with Sales and Use tax. This tax is imposed over and above the 2% Sales and Use tax		PETT Impact should be minimal. Basic City/County Relief taxes will be paid primarily by the contractor.

A-8

DRAFT

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NEVADA STATE MATRIX
(Continued)

TAX	RATE	STRUCTURE	SELECTED EXEMPTIONS	COMMENTS
Supplemental City/County Relief	1.75%	Same base as Sales and Use taxes. Comingled with Sales and Use taxes. This tax is imposed over and above the 2% Sales and Use tax. A state mandated county imposed tax designed to partially replace local property taxes.		PETT impact should be minimal. Supplemental City/County Relief taxes will be paid primarily by the contractor.
Tax			used over a 6 month period. DOE contractors at the NTS are often eligible.	be paid primarily by the contractor.
Privilege	\$1.00 of valuation.	U.S. government which are leased, loaned, or otherwise made available to a business conducted for profit are subject to the tax.		Privilege taxes will be paid primarily by the contractor.

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NEVADA STATE MATRIX
(Continued)

TAX	RATE	STRUCTURE	SELECTED	COMMENTS
Net Mine Proceeds	Same as Real Property.	Tax on extracted minerals.		Probably not applicable to PETT.
Unemployment Compensation	Based on claim experience. Ranges from .3% to 5.4% on the first \$11000 of salary.	Employers pay an unemployment compensation tax on the first \$11000 of salary paid to an employee.		PETT impact should be minimal. Unemployment Compensation taxes will be paid primarily by the contractor.

A-1

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INTERNAL USE ONLY

NYE COUNTY

TAX	RATE	STRUCTURE		COMMENTS
Property	.6879/\$100	Total ad valorem tax levy for all public purposes (State and local) must not exceed \$3.64/\$100 assessed valuation.	U.S., State, government p	For purposes of the PETT program, real property owned by the U.S. government will be treated as though it is not exempt from real property tax.
Motor fuel excise	.04/gal over state rate.	Imposed on each gallon of motor vehicle and jet fuel sold in the state.	The tax paid the highest if at l used DOE are	off PETT impact should be unded minimal. Motor Fuel s, are Excise Tax will be paid period. primarily by the the NTS contractor.

A-11

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STATE OF TEXAS
(Continued)

TAX	RATE	STRUCTURE	COMMENTS
Franchise	\$5.25 for each \$1000 of taxable capital within Texas. Minimum of \$68.00.	Corporate capital value based.	
Sales	4.125%	Applied to all retail sales and rentals plus sales of materials to contractors and sales of machinery to contr., mfrs., and producers.	Goods sold Govt., State or political entities. PETT impact should be minimal. Sales taxes will be paid primarily by the contractor.
Use	4.125% of price upon storage, use or consumption of taxable items purchased, leased or rented for use in TX	Imposed on property bought outside one state or unit of general local government and used in another state or unit of general local govt.	Sales tax in another jurisdiction applied as obligation. PETT impact should be minimal. Use taxes will be paid primarily by the contractor.
Motor fuels	Data not available		PETT impact should be minimal. Motor fuels taxes will be paid primarily by the contractor.

A-12

DRAFT

INTERNAL USE ONLY

STATE OF TEXAS
(Continued)

TAX	RATE	STRUCTURE	COMMENTS
:Excise:	:Categories:	:	:PETT impact should be
: Motor Veh.	: Commercial Mtr. Veh.	:	: minimal. Excise taxes will
: Registration	: and Truck Tractors;	:	: be paid primarily by the
:	: base fee + increm.	:	: contractor.
:	: weight fee.	:	:
:	:	:	:
:	:	:	:
:	:Truck Tractor or	:	:
:	: Comm. Veh. w/semi-	:	:
:	: trailers; base fee +	:	:
:	:	:	:
:	: trailers; see above.	:	:
:	:	:	:

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TAX	RATE (1984)	STRUCTURE	COMMENTS
Real Property	.513 per \$100 assessed valuation.	Appraised Value: Reasonable and fair market value as of Jan. 1. Assessed Value: Appraised value multiplied by the assessment ratio (100%).	Change of Land Use: If the use of the land produced, appraised for agriculture changes, an additional tax is imposed on the land. This tax is equal to the difference between the
		Value Equalization	When change occurs and the market value in each of those years. Interest at an annual rate of 7%, calculated from the dates on which the differences would have become due, is added.

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DEAF SMITH COUNTY
 (Continued)

TAX	RATE (1984)	STRUCTURE	EXEMPTIONS	COMMENTS
Personal Property	.513 per \$100 assessed valuation.	See Real Property for definition of valuations. Personal property that can be seen, weighed, measured, felt or otherwise perceived by the senses.	A document or other perceptible subject that constitutes evidence of a valuable interest, claim or right which, in and of itself, has no negligible or no intrinsic value.	

A-15

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MUNICIPALITIES IN THE STUDY AREA - AMARILLO, HEREFORD, CANYON

TAX	RATE	STRUCTURE	EXEMPTIONS	COMMENTS
:Sales : : : : : : : :	:1% Metro. Transit :Authority (MTA) tax, :where applicable, not :to exceed 1%. : : : : :	:See state matrix : : : : : : :	:See state matrix : : : : : : :	:PETT impact should be :minimal. Sales taxes will :be paid primarily by the :contractor and will be :paid only if incurred in :the taxing jurisdiction. : :
:Use : : : : : : : :	:1% Metro. Transit :Authority (MTA) tax, :where applicable, not :to exceed 1%. : : : : :	:See state matrix : : : : : : :	:See state matrix : : : : : : :	:PETT impact should be :minimal. Use taxes will :be paid primarily by the :contractor and will be :paid only if incurred in :the taxing jurisdiction. : :

A-16

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SCHOOL DISTRICTS - HEREFORD, VEGA

TAX	RATE	STRUCTURE	EXEMPTIONS	COMMENTS
Real Property	Not available	Not available	Not available	Taxes levied in "special- purpose" tax districts are specifically excluded by P.L. 97-425 (Nuclear Waste Policy Act of 1982)

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SPECIAL DISTRICTS
 PROPERTY TAXES

DISTRICT	RATE (1984)	STRUCTURE	EXEMPTIONS	COMMENTS
D.S.C. Hospital	.128 per \$100 assessed valuation			taxes levied in "special- purpose" tax districts are specifically excluded by P.L. 97-425 (Nuclear Waste Policy Act of 1982)
High Plains Underground Water Dist. #1	.00725 per \$100 assessed valuation			taxes levied in "special- purpose" tax districts are specifically excluded by P.L. 97-425 (Nuclear Waste Policy Act of 1982)

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APPENDIX B

ADDITIONAL PETT ACCOUNTING CONSIDERATIONS

B.1 Accounting Systems

Although GAAP does not address the specific form of the systems to be used for accounting activities, the end-products of the systems are generally described. Major report components of an accounting system include:

- Statement of Operations;
- Balance sheet;
- Sources and uses of funds; and
- Disclosure of detail regarding major activities/transactions (such as to support individual constructive tax payments).

Because the information required to determine PETT comes primarily from data related to assets and expenses, the income statement and balance sheet for each site would not have the same meaning as for a private firm. No "income" would be realized, although funds would be supplied through the Trust Fund to cover expenses. Similarly, funds would also be provided to acquire assets, although no corresponding accounting entries would necessarily be made to categories of equity or debt. The major components of the respective statements would therefore include:

- Statement of Operations:
 - cash expenses
 - non cash expenses
 - funds supplied by the Trust Fund to cover the expenses
- Balance sheet:
 - assets
 - payable, accrued expenses
 - funds supplied by the Trust Fund to finance acquisition of the assets
- Sources and uses of funds:

- reconciliation of changes in the investment in assets at the site

Multiple subsidiary systems would also be necessary to have the accounting system conform to PETT-related requirements, as well as to facilitate the various budgeting and planning activities of DOE and the affected jurisdictions. These activities might also include the reconciliation of fund accounting methods used by governments and the GAAP accrual accounting methods used by private sector industrial entities. These subsidiary systems could include those related to:

- Funds provided by DOE;
- Classes of expenses incurred as related to the specific sites; and
- Classes of real and personal property, plant and equipment

Sufficient detail will likely be required to meet the tax requirements of affected jurisdictions, particularly the level of disaggregation typical for real and personal property. This requirement will entail the development of extensive property records for each of the sites.

B.2 Reporting Requirements

Section 302(e) of the NWPA requires an annual report to Congress on Trust Fund activities. This report is currently developed using GAAP and is audited by independent, private-sector auditors. Additional reporting requirements likely will be necessary to implement PETT. OCRWM and affected jurisdictions will need reports to perform planning and budgeting activities. Examples may include:

- An annual evaluation of conformance with accounting policies and requirements; and
- Supplemental unaudited quarterly reports with less detail.

B.3 Roles of Auditors

B.3.1 DOE Auditors

For purposes of PETT, independent auditors employed by DOE for the audit of site-related accounting activities will limit the scope of the audit to conformance with GAAP and the tax requirements of affected jurisdictions. The DOE auditors will, in general:

- Be prohibited from acting in an audit or consulting capacity with the affected jurisdictions;
- Be available to affected jurisdictions for explanation of audit results regarding PETT; and
- Be limited to explanation of site-related accounting issues for affected jurisdictions.

B.3.2 Auditors of the Affected Jurisdictions

It is expected that auditors from the affected jurisdictions will want to examine DOE's accounting policies, practices, and procedures to ascertain conformance to the requirements. In view of the PETT requirements under NWPA, such evaluation will provide valuable information to DOE. However, there are questions regarding access and costs associated with this examination. Consequently, it will be necessary to carefully specify the timing of such audits, the use of DOE personnel, and access to DOE records.

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APPENDIX C
PETT ADMINISTRATIVE PROCEDURES

C.1 Overview

The administrative procedures outlined below are intended to serve as guidance for implementing the payments-equal-to-taxes (PETT) provisions contained in sections 116(c)(3) and 118(b)(4) of the Nuclear Waste Policy Act of 1982. The specific roles of the Headquarters and Project Offices in the management and administration of the PETT program are described below in Appendix D.

C.2 Determination of Eligible Jurisdictions

- (1) The Office of Geologic Repositories and the Project Offices will define the three candidate sites.
- (2) The Project Offices will identify the eligible jurisdictions for purposes of PETT with the concurrence of the Office of Geologic Repositories.
- (3) The Project Offices will notify jurisdictions of their eligibility.
- (4) Jurisdictions not identified as eligible may hold discussions with the appropriate Project Office for the site on this issue. The Project Office will consult with Headquarters in considering such a request for eligibility.

C.3 Discussions and Agreements with Eligible Jurisdictions

- (1) DOE Operations Offices (through the appropriate Project Offices) will be responsible for interactions with the eligible jurisdictions.
- (2) The Office of Geologic Repositories will notify the Operations Offices when discussions between the Project Offices and eligible jurisdictions should commence.
- (3) Each Operations Manager will appoint a discussion team to arrange and conduct meetings with eligible jurisdictions, keep minutes of meetings, maintain frequent communication with Headquarters, and reach tentative agreements on PETT-related issues with the eligible jurisdictions.
- (4) A Headquarters representative, as a permanent member of the aforementioned team, will participate in major meetings between the Project Offices and eligible jurisdictions. This representative will:

- advise Headquarter's Offices on the progress of discussions and obtain their concurrence;
 - ensure that draft agreements reached between eligible jurisdictions and the Project Offices are consistent with DOE policy; and
 - seek clarification on issues on behalf of Headquarters, when necessary, and facilitate the exchange of information between the Project Offices and Headquarters.
- (5) HEADQUARTERS MUST CONCUR ON ALL AGREEMENTS REACHED BETWEEN ELIGIBLE JURISDICTIONS AND THE PROJECT OFFICES. THE OFFICE OF GEOLOGIC REPOSITORIES (OGR) WILL COORDINATE THE HEADQUARTERS CONCURRENCE PROCESS.
- (6) Discussions and subsequent agreements will be focused on:
- the procedures and framework for discussions, including channels and methods for communication and reporting procedures;
 - applicable taxes and rates, together with assessment procedures;
 - PETT amounts; and
 - ESTIMATED PETT PAYMENT PROCESS.

C.4 Authorizations, Obligations and Disbursements

C.4.1 Authorizations

- (1) Congressional approval is required for all expenditures made from the Nuclear Waste Fund.
- (2) Authorizations to make PETT payments for real estate taxes applicable to PETT will be provided by the DOE Contracting Offices (CO) or a Program Representative who has been assigned responsibilities as a Contracting Officer's Technical Representative (COTR). The CO or COTR at the DOE Operations Office will facilitate processing and assist eligible jurisdictions in receiving real estate tax payments.
- (3) Authorizations to make other payments (e.g. sales, personal property, B & O, and use taxes) will be made by the Nuclear Waste Fund Contractors or predominant Government Owned Contractor Operated (GOCO) Contractor at each DOE Operations Office through their normal business practices.

C.4.2 Obligations

- (1) The process which initiates an obligation for real estate taxes will be either the receipt of a tax assessment from an eligible jurisdiction or the filing of a tax form by the DOE Project Office. All other obligations will be initiated through the normal process of contract award at each DOE operations office.
- (2) The Nuclear Waste Fund is subject to the same anti-deficiency restraints as are imposed on other DOE programs. Obligations can not exceed appropriation levels authorized by Congress and can not be made in amounts which exceed obligation authority limits.
- (3) Headquarters will concur on PETT amounts prior to obligation.

C.4.3 Disbursements

- (1) Based on the terms of PETT agreements, the CO or COTR at the DOE Operations Office will receive and review the real estate tax assessments from eligible jurisdictions and tax forms from Project Office staff, both of which will constitute requests for PETT payments.
- (2) The Field Office CO or COTR will transmit the requests for real estate tax payments and all concurrences to the Field Office Finance Directors.
- (3) The DOE Contractor or GOCO Finance Director will normally request payment from a Treasury Disbursing Office. The Treasury Disbursing Office must first receive approval for a disbursement from a DOE Finance Director prior to the disbursement of funds.
- (4) The Field Office Finance Directors will certify to the U.S. Treasury that amounts are correct and funds are available. Payments to recipients which are in excess of \$25,000 are normally made by wire transfer through the U.S. Treasury. Payments of less than \$25,000 are made by Treasury Check.

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APPENDIX D

HEADQUARTERS AND PROJECT OFFICE ROLES

D.1 Overview

Headquarters and Project Offices each have responsibilities in the management and administration of the PETT program. Headquarters will oversee the process to promote consistency and equity throughout the PETT program; Project Offices will administer the individual payments to eligible jurisdictions.

D.2 Role of Headquarters

Headquarters in consultation with Project Offices, will be responsible for:

- Analyzing and developing programmatic financial assistance policies and procedures;
- Responding to requests for financial assistance information from GAO, OMB, Congressional committees, program management, and others;
- Ensuring consistency and equity in administration of the PETT program;
- Promoting effective interaction among Project Offices;
- **PERFORMING PROGRAMMATIC, FINANCIAL AND LEGAL REVIEW OF PETT AGREEMENTS;**
- Working with Project Offices to resolve PETT-related issues; and
- Reviewing activities conducted within PETT to ensure program-wide comparability.

D.3 Role of Project Offices

The Project Offices in consultation with Headquarters will be responsible for:

- Notifying eligible jurisdictions of availability of NWPA PETT programs;
- Identifying issues and proposing resolution for coordination with Headquarters;
- Submitting PETT award documents to Headquarters for concurrence;

6/17/87 DRAFT -- FOR INTERNAL USE ONLY

- Upon concurrence, providing PETT and forwarding copies of PETT documents to Headquarters;
- Administering PETT;
- Maintaining PETT documentation and administrative records;
- Monitoring activities and records to ensure programmatic and financial compliance; and
- Forwarding copies of monitoring reports and reports from jurisdictions receiving PETT to Headquarters.

TABD

FINANCIAL ASSISTANCE COMMITTEE

- **J. Saltzman Memorandum Transmitting "Principles and Policies"**

memorandum

DATE: May 18, 1987

REPLY TO
ATTN OF: RW-41

SUBJECT: Transmittal of "Principles and Policies for OCRWM Financial Assistance Rulemaking"


TO: Distribution

Attached, for your information, are the principles that were tentatively agreed to by representatives of the Department, States, and affected Indian Tribes at the meeting on financial assistance held in Salt Lake City, Utah on May 11-12, 1987.

These principles have been reviewed by Ben Rusche and Ed Kay and they do not object to our using them as a body in the rulemaking. We will fine tune the wording of the principles should that be deemed necessary.

As was noted in the meeting in Salt Lake City, the principles apply generally to the rulemaking for both the provision of financial assistance and Payments-Equal-to-Taxes under sections 116 (c)(1), 118 (b)(1), and 116 (c)(3) of the Nuclear Waste Policy Act of 1982, although the wording at present is in terms of financial assistance.

Should you have any comments on or questions regarding the principles, please contact Charles Smith on 586-2280. Comments, if any, should be submitted to him by June 3, 1987. I will be informing the States and affected Indian Tribes next week of our intention to incorporate these principles in our rulemaking.


Jerome Saltzman, Deputy Director
Office of Policy and Outreach

Attachment

Distribution

S. Rousso, RW-10	J. Antonnen, BWIP
S. Kale, RW-20	R. Mussler, GC-11
R. Hilley, RW-30	M. Wisniewski, CP-23
R. Gale, RW-40	C. Seckinger, MA-421.2
J. Neff, SRPO	H. Mitchell, MA-431
D. Vieth, NNWSI	P. Van Nelson, Weston

cc: B. Rusche, RW-1
E. Kay, RW-2

**SUGGESTED STATEMENT OF PRINCIPLES AND POLICIES FOR
FINANCIAL ASSISTANCE RULE-MAKING**

1. The Financial Assistance Regulation will be simple, understandable, and flexible in carrying out the mandate of the Nuclear Waste Policy Act of 1982 (NWP) for State/Tribal participation.
2. It is recognized that DOE has a fiduciary trust responsibility, and that States/Tribes have a comparable responsibility in (1) carrying out activities with publicly available resources; and (2) developing a participation capacity that will enable health, safety, and environmental issues to be identified and resolved.
3. States and Tribes have a public trust equivalent to that of DOE in carrying out the objectives and mandates of the NWP.
4. The regulation will recognize that the provision of participation funding to States/Tribes under the authority of the NWP, through grants, will be made with minimal DOE involvement in State/Tribe grant administration and management activities necessary to meet applicable financial assistance requirements.
5. DOE recognizes that States/Tribes have broad leeway in defining the scope and extent of their own monitoring and evaluation activities, subject to the need to protect the integrity of the site, the availability of nuclear waste funds, and any guidance from the courts concerning fundable activities.
6. There is a need to continue the DOE-recognized concept of State/Tribal grants which are not encumbered by unnecessary procedures and informational requirements, and which are awarded on a timely basis.
7. DOE recognizes the unique place of affected Indian Tribes as separate nations under established treaties and statutes, and of States within the Federal system, and not as sub-units of the Federal government.
8. DOE, States, and Indian Tribes recognize the need for program continuity, and grants shall be continued at a level commensurate with the evaluation and monitoring program of the states and tribes.
9. Any revision or modification proposed to the regulation shall be discussed with affected parties in order to achieve potential consensus before initiating formal development processes.

10. In any instance where there may be a conflict between the NWPA and other Federal legislation, policies, and regulations, the authority of the NWPA shall be recognized.
11. The regulation will recognize the role of all States and Tribes notified under section 116 of the NWPA as containing potentially acceptable sites (PAS), and DOE will continue to provide appropriate financial assistance until such time that these PAS's have been permanently eliminated from the site selection process under the NWPA.

OUTREACH COMMITTEE

- **S. Kale Memorandum to D. Vieth**
- **S. Kale Memorandum to J. Neff**
- **Correspondence between B. Gale and R. Loux**

memorandum

JUN 09 1987

REPLY TO
ATTN OF: RW-223

SUBJECT: Facility-Specific Outreach and Participation Plans

TO: Don Vieth, NNWSI

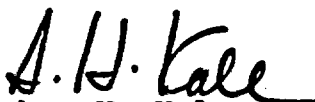
Since the participation plans are one of the main mechanisms for defining the consultation and cooperation process with State, Indian Tribe, and local parties at each site, I would like to see any remaining issues on the plans resolved quickly.

Your March 6 memo raises the question - "in what will the States and public be invited to participate." To reiterate my February 12 memorandum, the Draft Review Criteria provide policy guidance on the technical milestones to be addressed in the plans. The Review Criteria, which were distributed at the December 1986 ISCG meeting, provide a checklist of technical activities and milestones that Headquarters has determined will require accompanying institutional activities. The checklist also lists the institutional activities that Headquarters has identified as the minimum for each technical milestone; notification, media, and distribution activities, and/or meetings and hearings are identified, depending on the type of technical activity.

As indicated in the scope section of the Review Criteria, the milestone checklist is not intended to be restrictive. If there are other technical milestones that affected parties want to add, Project Offices should determine whether to include these milestones and what institutional activities are appropriate. DOE is responsible for the final content of the participation plans; and the plans are not formal, negotiated agreements with affected parties.

The Review Criteria should be used as a starting point for the NNWSI informal discussions with State and local representatives. However, an alternative approach would be for NNWSI to develop a site-specific list of milestones that is consistent with the milestones identified in the Review Criteria to identify key areas of the NNWSI program for participation opportunities. Developing a site-specific milestone list is the approach that BWIP and SRPO have indicated they will take.

Headquarters staff met with your staff on May 27 to discuss the participation plans. I hope that NNWSI will soon be ready to proceed with informal discussions with State and local parties. If you have any questions, please contact Judy Leahy on FTS 896-8320.



Stephen H. Kale
Associate Director for
Geologic Repositories
Office of Civilian Radioactive
Waste Management

cc: T. Isaacs, RW-22
J. Bresee, RW-22
B. Gale, RW-223
C. Peabody, RW-223
J. Leahy, RW-223
A. Benson, RW-223
R. Gale, RW-40
W. Dixon, NNWSI
B. Kaiser, NNWSI
R. Loux, Nevada



① ~~cc~~ J. BRESEE

Department of Energy
Nevada Operations Office
P. O. Box 14100
Las Vegas, NV 89114-4100

Pls advise.

② SHK
4/8/87

MAR 06 1987

RECEIVED
MAR 10 1987

Stephen H. Kale, Associate Director, Office of Geologic Repositories,
HQ (RW-20) FORS

FACILITY-SPECIFIC OUTREACH AND PARTICIPATION PLAN (FSOPP)

We have received your memorandum of February 12, 1987, responding to comments provided by the Project offices regarding the concept and direction for the FSOPP.

I should bring to your attention that the most important point in our comment was totally neglected in your response. That point is, "in what will the states and public be invited to participate." This is not a trivial point and the point raised in my memo of November 26, 1986, deserves a substantial response.


Donald L. Vieth, Director
Waste Management Project Office

WMPO:DLV-1133

cc:
V. J. Cassella, HQ (RW-222) FORS
S. M. Volek, SAIC, Las Vegas, NV
W. R. Dixon, WMPO, NV
E. L. Lundgaard, WMPO, NV

000793

memorandum

JUN 09 1987

REF.
ATTN OF: RW-223

SUBJECT: Facility-Specific Outreach and Participation Plan

TO: Jeff Neff, SRPO

While my February 12 memorandum to the Project Managers responded to many of the issues in your February 9 memorandum, I want to address some of the other issues raised by your office. I hope that any remaining issues on the plans can be resolved quickly because the participation plans are one of the major mechanisms for defining the consultation and cooperation process with State, Indian Tribe, and local parties at each site.

SRPO Comment #1: In response to your comment about the acronym FSOPP, we are now using the term participation plans.

SRPO Comment #2: Regarding your question as to why the Review Criteria were distributed to the Project Offices and affected parties, I find the ISCG discussions and the comments received very useful for clarifying issues about the participation plans - both for DOE and for the States and Indian Tribes.

SRPO Comment #3: Your comment that the criteria "have been developed and will be applied long after the fact" needs clarification. At the time the Review Criteria were distributed for comment at the December ISCG Meeting, Headquarters had not been informed by any of the Project Offices that the informal discussions for the participation plans had been completed. BWIP is planning its informal discussions for early June. NNWSI has reported at ISCG meetings that while they have had some discussions with affected parties about institutional activities, the discussions were not in the context of a milestone-based, site-specific participation plan.

An April SRPO report on planned institutional activities states that:

A series of working sessions to be held in Hereford, Vega, and Amarillo, on May 5, 6, and 7 by Susan Wiltshire, consultant to the SRPO on public participation to discuss the process to develop a public participation plan, get ideas on how the public may want to participate in its development, and identify people interested in working on the plan. On May 14, she will talk with Ben Easterling of OPO, OCRWM, regarding progress in developing the plan.

I am concerned that there was no coordination with OGR about these meetings. Also, the participation plans should not be described as public participation plans when their scope is to include the participation of the State and local governments, as discussed further under my response to SRPO Comment #7.

Your comment that the Review Criteria will affect "understandings" that exist between the Project Offices and the State and local parties raises the question of what these existing understandings are. Institutional plans and commitments need to be carefully coordinated between Headquarters and the Project Offices. Also, it is important that we document institutional plans and commitments so that we can demonstrate how we have consulted and cooperated with affected parties. The participation plans will be an important way to document our efforts to involve affected parties.

SRPO Comment #4: The milestone charts are included in the Review Criteria because the charts will assist Headquarters in its review of the draft participation plans. It would be useful to have your mark-up of the charts to assist us in completing the Criteria.

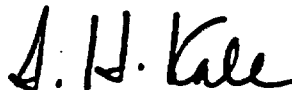
SRPO Comment #5: Regarding your comment that there should be a caveat about equity among the three sites, the Review Criteria specifically state that the "institutional activities that are conducted at each site should be tailored to the needs of affected parties." (pg. 2)

SRPO Comment #6: The requirement for the participation plans to address institutional interactions with the State as well as local parties has been specified in all policy and guidance documents, including the Mission Plan, the OGR Participation Guidelines, and the Review Criteria, and also in letters to SRPO over the past years.

I urge you to ensure that, consistent with OCRWM policy, the SRPO participation plan addresses interactions and the provision of information to the State as well as the local governments and general public.

SRPO Comment #7: Your concern about reversals by Headquarters of provisions "agreed to" by SRPO and affected parties indicates that the process you envision may be inconsistent with the OGR Participation Guidelines. Provisions should not be "agreed to" during the planning process, but open to consideration for inclusion in the plan. Project Offices must clearly specify during the planning process that the participation plans will be reviewed as drafts by Headquarters. The participation plans are issued by DOE; the plans are not jointly-adopted agreements that are negotiated with affected parties.

Please contact Judy Leahy of my staff on FTS 896-8320 if there are any remaining questions about the participation plans.



Stephen H. Kale
Associate Director for
Geologic Repositories
Office of Civilian Radioactive
Waste Management

cc: T. Isaacs, RW-22
J. Bresee, RW-22
B. Gale, RW-223
C. Peabody, RW-223
J. Leahy, RW-223
W. Probst, RW-223
R. Gale, RW-40
L. McClain, SRPO
J. Mabray, SRPO



**Department of Energy
Chicago Operations Office
Salt Repository Project Office
505 King Avenue
Columbus, Ohio 43201-2693
Commercial (614) 424-5916
F.T.S. 976-5916**

February 9, 1987

**Stephen H. Kale, Associate Director
Office of Geological Repositories, HQ
RW-20**

**SUBJECT: COMMENTS ON HEADQUARTERS REVIEW CRITERIA FOR FACILITY-SPECIFIC
OUTREACH AND PARTICIPATION PLANS (FSOPP)**

We appreciate having the opportunity to comment again on the proposed "Headquarters Review Criteria for Facility-Specific Outreach and Participation Plans," draft dated November 19, 1986. Our comments are both general and specific. Specific comments are provided on the attached copy of the draft review criteria; our general comments are as follows:

1. As was pointed out at the ISCG meeting in Las Vegas, creating a title for anything that results in an acronym with SOP in it should not happen.
2. While we recognize the value for OGR staff to have some mechanism to assure a consistent, trackable review process, we question the need for such internal criteria to be reviewed by the project offices, much less the states and tribes in joint sessions. Providing these for information would seem more appropriate.
3. The criteria have been developed and will be applied long after the fact. Project offices began developing their public participation plans or processes more than a year ago, and we agree with NNWSI that imposing such criteria now can create contradictions and affect understandings already in existence with states and local people.

000446

4. Expanding on Point 3, the chart of activities has many problems, including the appearance of micromanagement, conflicts with our process to develop a chart commonly agreed to with the public, and a list of documents or activities with questionable possible public participation advantages. We have marked the charts with many specific examples, but would prefer that the charts themselves be eliminated from your criteria.
5. References to imposing equity across the projects should be eliminated or caveated (see below). Needs of the projects are vastly different in this area, as are the possible desires of state and local people with whose input the plans will be developed.
6. The criteria seem overbalanced in references to state and tribal interactions. We view this as public outreach and participation. Interactions with states and tribes are covered by working understandings and eventually the consultation and cooperation agreements. We plan to include references to the state only in terms of their review of an understanding of our process to develop a participation plan with local people.
7. The criteria do not reflect any recognition of how we plan to develop the draft SRP plan. As your staff knows from reviewing the process document months ago, we will develop the SRP public participation plan in three steps: (1) technical staff list activities and public input points, (2) local people list activities they want to be involved in and how, and (3) the two lists are merged and differences accommodated. Obviously there will be give and take throughout the process. And, as I stated in my letter to OGR dated October 2, 1986, on this subject, once our plan is drafted, it will greatly reduce DOE credibility and trust to have provisions we agreed to reversed by another DOE office. Your criteria and especially the checklist of activities imply a level of scrutiny that we strongly feel will result in reversals.

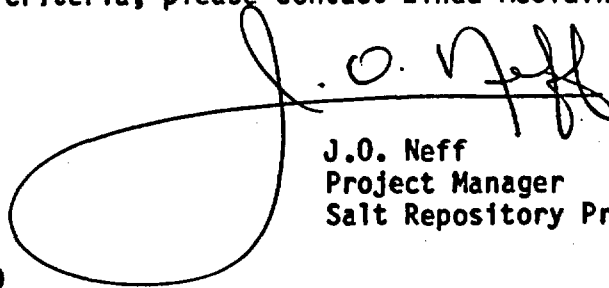
In summary, I would like to reiterate the position in my October letter, that as an alternative to finalizing review criteria, you provide guidance in areas you anticipate to be problematic or that are important in terms of equity across the projects (e.g., required reviews, hearings, availability of raw data, site visits, etc.) to set some limits as the project offices engage in the process leading to public participation plans.

Stephen H. Kale

- 3 -

February 9, 1987

If you have any questions about these general comments or specific notes on the enclosed draft criteria, please contact Linda McClain or me.



J.O. Neff
Project Manager
Salt Repository Project Office

SRPO:LKM:max:2067JD

cc: C. Peabody, RW-223
R. Gale, RW-223
W. Probst, RW-223
B. Gale, RW-223

IN# 050-87



Department of Energy
Washington, DC 20585

MAY 22 1987

Mr. Robert R. Loux
Executive Director
Nuclear Waste Project Office
Capitol Complex
Carson City, Nevada 89710

Dear Mr. Loux:

I appreciate the January 22, 1987, comments that you provided on the Department of Energy/Headquarters Review Criteria for Facility-Specific Outreach and Participation Plans. While the enclosed February 12 memorandum that was included in the March Institutional/Socioeconomic Coordination Group (ISCG) package addressed some of the issues that you and others had raised, I want to also respond directly to your concerns.

One important point to clarify is that there will be three participation plans, one for each site. Headquarters does not intend to develop one participation plan "designed to blanket the three potential repository sites," as mentioned in your letter. The first step in the process is for Project Offices to hold informal discussions with State and local parties about what information and interactions will facilitate participation. After these discussions the Project Offices will develop a draft participation plan and provide the draft plan to Headquarters for review. Headquarters will then review and concur on the draft plan. Primary responsibility for the development of the plans rests with the Project Offices, so they will have considerable freedom in tailoring their plans to the needs of local and State and Tribal officials and the public.

The Office of Civilian Radioactive Waste Management Mission Plan specifies that the participation plans are DOE documents, as distinguished from agreements with affected parties, and that informal discussions will be held to develop the plans, not negotiations. I realize that there has been some confusion about this point, and we have attempted to clarify that point with the Project Managers.

To define the policy that will guide Headquarters in its review of the draft participation plans, the Draft Review Criteria for Facility-Specific Outreach and Participation Plans were developed and included in the December 1986 ISCG reference package. At the March ISCG, Headquarters responded to comments that had been provided on the Review Criteria.



The question of defining public participation has been raised by several parties. We agree with your statement that "there must be a clear definition of 'public participation' that will explain 'how and in what' the State and public will be asked to participate." In fact, these are precisely the issues that the participation plans are intended to address. The participation plan for Nevada will provide a site-specific definition of how States, local governments, and the public will have opportunities to participate in the program. The purpose of the Review Criteria is to define certain basic institutional activities that should be reflected in participation plans for all three candidate sites.

If you have any further questions, please have your staff contact Judy Leahy on (202) 586-8320.

Sincerely,



Barry G. Gale, Chief
Economic and Intergovernmental
Analysis Branch
Office of Civilian Radioactive
Waste Management

Enclosure

cc: S. Kale, DOE/HQ
T. Isaacs, DOE/HQ
J. Bresee, DOE/HQ
C. Peabody, DOE/HQ
A. Benson, DOE/HQ
J. Leahy, DOE/HQ
R. Gale, DOE/HQ
D. Vieth, NNWSI
W. Dixon, NNWSI
B. Kaiser, NNWSI

Memorandum

DATE: FEB 12 1987

REPLY TO
 ATTN OF: RW-223

SUBJECT: Headquarters Review Criteria for Facility-Specific Outreach and Participation Plans

TO: J. Neff, SRPO
 D. Vieth, NNWSI
 J. Anttonen, BWIP

I appreciate the efforts of you and your staff to assist in the development of the Headquarters Review Criteria for Facility-Specific Outreach and Participation Plans (FSOPPs) through written comments and through the September and December ISCG discussions. The site-specific meetings between Headquarters and Project Office staff next month will be another opportunity to discuss the Review Criteria, the FSOPPs, and the interactions that will occur between DOE staff and affected parties as the FSOPPs are developed. To assist in that discussion, I would like to respond to some of the issues that have been raised.

FSOPP Scope

Some Project Office comments have indicated that clarification is needed on the scope of the FSOPPs. The Mission Plan and the OGR Guidelines for Intergovernmental and Public Participation Activities specify that the FSOPPs address the information and interaction needs of State, Indian Tribe, and local parties. The FSOPPs are intended to be comprehensive plans for the needs of all affected parties, not just local parties or the public, as Project Office comments suggest. The FSOPPs will document DOE's efforts to interact with all affected parties on major milestones in the repository program and on an ongoing basis.

FSOPP Development

Project Office comments have also indicated that clarification is needed on the FSOPP development process. The NNWSI comments (Nov. 26 memorandum from D. Vieth to B. Gale, attached) contain the following development process:

"It is our understanding that in developing the document you would like us to do the following:

1. 'Negotiate' major milestone-based activities with affected parties.
2. Reach some type of agreement about what these activities should encompass.
3. Package this 'draft' agreement as an FSOPP.
4. Forward it to HQ for use in discussion with technical managers."

The SRPO comments (Oct. 2 memorandum from J. Neff to B. Gale, attached) also refer to FSOPPs as an agreement:

"As you know, SRPO intends to develop the FSOPP through interactions with the affected publics. We encourage HQ participation in these interactions at every level. Once the FSOPP is drafted, however, it will greatly reduce DOE credibility and trust to have provisions agreed to reversed by another DOE office."

FSOPPs are DOE plans, not agreements between DOE and affected parties. Both the Mission Plan and the OGR Participation Guidelines specify that FSOPPs are DOE plans for addressing the information and interaction needs of affected parties, as identified through informal discussions. The OGR Participation Guidelines specify in Section 6.2 that the draft FSOPPs, which are to be developed by the Project Offices after informal discussions with affected parties, are to be sent to Headquarters before being provided to affected parties. This process will help to avoid making commitments that cannot be kept, a concern that has been raised by the Project Offices and that is shared by Headquarters.

Milestone-Related Planning

In their comments, NNWSI stated that "If you would share with us your ideas about what milestones you believe could serve as the basis for public participation, we will be pleased to develop a plan based on appropriate milestones." The Draft Headquarters Review Criteria, which was distributed at the December 1986 ISCG meeting, contain the milestones that Headquarters has identified as basic for institutional activities.

As indicated in the scope section of the Review Criteria, the milestone checklists are not necessarily restrictive. If there are other milestones that affected parties want to add, Project Offices should determine whether to include those milestones and what institutional activities are appropriate. The FSOPP is a DOE plan, and, as with other DOE documents, DOE is responsible for the final content of the plan. The Review Criteria provide policy guidance on minimum milestones for inclusion in the plans.

Definition of Public Participation

NNWSI raises the issue of what role the public has in the program. We agree with NNWSI's position:

"Based on our experience, we suspect that the public may best participate through its elected officials, through formal processes such as comments on major program documents and advisory committees, and through relatively limited feedback mechanisms during information meetings or briefings.

However, we must still address how the State and local government representatives will participate in the program. We assume this document must also address this group of people."

The State, Indian Tribe, and local government officials who will be involved in the FSOPP development process represent the interests of the public.

Resources for FSOPP Development

Concerns have been expressed about the resources that will be required for development of the FSOPPs. We consider the FSOPPs to be a major repository program institutional activity that is essential to successfully implement our technical program activities. During the budget process, we specifically ensured adequate resources were identified in the FY '87 budget for the FSOPP development process.

I hope that I have clarified some of the important issues that have been raised concerning the FSOPP process. I would like to emphasize how much we appreciate the efforts of you and your staff in commenting on the HQ Review Criteria and look forward to working with you as your plans are developed. Please contact Barry Gale or Carol Peabody of my staff if you have further questions.



Stephen H. Kale
Associate Director for
Geologic Repositories
Office of Civilian Radioactive
Waste Management

Attachments

cc: L. McClain, SRPO
M. Powell, RL
E. Lundgaard, NNWSI
T. Isaacs, RW-22
J. Bresee, RW-22
B. Gale, RW-223
C. Peabody, RW-223
R. Gale, RW-40
J. Saltzman, RW-42
B. Easterling, RW-42
G. King, RW-43
G. Pitchford, CH
M. Talbot, RL
C. West, NNWSI



**AGENCY FOR NUCLEAR PROJECTS
NUCLEAR WASTE PROJECT OFFICE**

Capitol Complex
Carson City, Nevada 89710
(702) 885-3744

January 22, 1987

Mr. Barry Gale
Office of Civilian
Radioactive Waste Management
Forrestal Building
1000 Independence Avenue, S.W.
Washington, DC 20585

Attention: Carol Peabody

Dear Mr. Gale:

**SUBJECT: COMMENTS BY NEVADA NUCLEAR WASTE PROJECT OFFICE ON
DEVELOPMENT OF DOE/HQ FACILITY SPECIFIC OUTREACH AND PUBLIC
PARTICIPATION PLAN (FSOPP) REVIEW CRITERIA**

Although the eventual HQ FSOPP plan will be designed to blanket the three potential repository sites, the Nevada Nuclear Waste Project Office (NWPO) will be concerned with how it applies specifically to Yucca Mountain activities. For several years, the issue of locating a repository has drifted around the country. Now that it has narrowed to the site characterization phase, NWPO is concerned that a HQ FSOPP plan could restrict interaction between the State of Nevada and the Nevada Nuclear Waste Storage Investigations (NNWSI) Project Office. HQ should give NNWSI broad authority to negotiate with NWPO to devise an outreach plan that will meet the particular needs of the Nevada public.

NWPO generally agrees with comments offered at the December ISCG meeting in Las Vegas. Certainly, there must be a clear definition of "public participation" that will explain "how and in what" the State and public will be asked to participate. There will be major milestones warranting extensive media contact and hearings at which DOE will explain and the public will comment. There will be other, perhaps technical milestones, that can be explained in small meetings between NNWSI and NWPO, leaving to their individual discretion the level of public information.

NWPO believes public participation must be meaningful. If it has no effect on an indicated activity, participation is

pointless. To have credibility, public participation must be conducted under the premise that it can influence the outcome. Concerning the PSOPP, this again raises the question of "how and in what" the public will participate.

In summary, NWPO believes that NNWSI should have considerable freedom in drawing up the PSOPP as it pertains to Yucca Mountain; that its negotiated agreements with NWPO should not be overturned by DOE/HQ; that there be clear definition of "public participation," and that NNWSI and NWPO maintain close contact concerning milestones and how their respective public affairs people will publicize them.

Should you have any questions or wish to discuss these issues, please do not hesitate to contact me.

Sincerely,



Robert R. Loux
Executive Director

RRL/RN/sjc

cc: Don Vieth