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United States Department of Energy

Office of Civilian Radioactive Waste Management

Washington, DC 20585

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February 1987

Draft Mission Plan Amendment

As required by the Nuclear Waste Policy Act of 1982 (NWPA), the *Mission Plan for the Civilian Radioactive Waste Management Program* was published by the U.S. Department of Energy (DOE) in June 1985. The purpose of the Mission Plan is to "provide an informational basis sufficient to permit informed decisions to be made in carrying out the programs required under the Act." In preparing the Mission Plan, DOE recognized that this informational base will change over time and that revisions would be needed.

DOE is now preparing an amendment to the Mission Plan to inform Congress, the affected States and Indian Tribes, other Federal agencies, and the public of significant developments and new information in the Office of Civilian Radioactive Waste Management (OCRWM) program. The main items discussed in the draft amendment, in terms of DOE priorities, include:

First Repository

Achievements in the first repository program include the nomination and recommendation of sites for detailed site characterization. On May 28, 1986, the President approved the recommendation of three sites, the Yucca Mountain site in Nevada, the Deaf Smith County site in Texas, and the Hanford site in Washington. Each of the nominations was accompanied by a comprehensive final environmental assessment that was issued

after 2 years of preparation that included extensive public interaction.

Site characterization began with the President's approval and will continue for 6 to 7 years. Although Congress specified that no funds are to be used for drilling any exploratory shaft at any site in fiscal year 1987, site-specific work other than exploratory shaft drilling will be conducted at reduced funding levels. Included in this work is the preparation of a site characterization plan for each site. These plans will be submitted to the Nuclear Regulatory Commission (NRC), the Governors and legislatures of the States, affected Indian Tribes, and the public. Work will also be initiated on waste package and repository conceptual designs.

Many important milestones have been achieved for the first repository. However, based on the experience gained in accomplishing those milestones, advances in the technical planning of the program, an assessment of the current status of the program, and recent budget decisions, DOE has revised the schedule for the first repository. The rebaselined schedule shows a 5-year extension of the date to begin operations at the repository, from 1998 to 2003. The table (page 2) shows where additional time has been needed and where DOE believes it is needed now.

Second Repository

The latest spent fuel projections show that a second repository will be

required to accommodate all the expected waste. However, on May 28, 1986, the Secretary of Energy announced his decision that it would be prudent to postpone site-specific activities for the second repository. In conjunction with taking steps to implement this decision, DOE subsequently explained that a Mission Plan Amendment detailing the basis for this decision would be submitted to Congress for its consideration. DOE intends to continue a program for, and remains committed to, a second repository, with studies that will focus on generic technical issues. This program will include non-site-specific studies of potential host rocks, the development of analytical approaches to evaluate long-term performance, and a continuation of the current program of international cooperation.

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For further information about the national program or for copies of new publications and documents listed in the "OCRWM Bulletin" contact the U.S. Department of Energy, OCRWM, Office of Policy and Outreach, Mail Stop RW-40, 1000 Independence Avenue, SW, Washington, DC 20585 (202) 586-5722. The OCRWM Information Services Directory is available to provide sources of program information for the States, Indian Tribes, involved parties, and the public.

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Table 2
Nuclear Waste Policy Act Milestones Comparisons with the NWPA,
June 1985 Mission Plan, and 1987 Draft Amendment to the Mission Plan

<u>ACTIVITY</u>	<u>NWPA REQUIREMENT</u>	<u>1985 MISSION PLAN</u>	<u>1987 DRAFT AMENDMENT</u>	<u>ACTUAL</u>
1. Identify States with potentially acceptable sites	4/7/83	—	—	2/2/83
2. State/Tribal notification as potentially acceptable sites	7/7/83	—	—	2/2/83
3. Issue siting guidelines	7/7/83	12/84	—	12/84
4. Issue Mission Plan	5/84	—	—	6/85
5. Issue EAs	—	11/85	—	5/86
6. First repository nomination/ recommendation of sites suitable for characterization	1/1/85	11/85	—	5/86
7. Presidential approval of sites	—	1/86	—	5/86
8. Seek to enter into C&C agreements	7/86	—	—	7/86*
9. Issue SCPs	—	3/86 tuff 3/86 basalt 10/86 salt	mid-87 tuff mid-87 basalt 1st qt. 88 salt	—
10. Initiate construction of exploratory shafts	—	3rd qt. 86 tuff 3rd qt. 86 basalt 3rd qt. 87 salt	2nd qt. 88 tuff 3rd qt. 88 basalt 4th qt. 89 salt	—
11. Testing to support draft EIS complete	—	12/89	1st qt. 92 tuff 1st qt. 93 basalt 1st qt. 93 salt	—
12. Issue final EIS	—	12/90	4th qt. 1994	—
13. President recommends site to Congress	3/31/87	3/91	4th qt. 1994	—
14. Site designation effective	5/91	5/91	1st qt. 1995	—
15. Submit license application to NRC	—	5/91	1st qt. 1995	—
16. NRC issues construction authorization	—	8/93	1st qt. 1998	—
17. Initiate repository construction	—	8/93	1st qt. 1998	—
18. NRC issues license for Phase 1 operations	—	12/97	1st qt. 2003	—
19. Phase 1 repository operations begin	—	1/98	1st qt. 2003	—
20. Phase 2 repository operations begin	—	2/01	2nd qt. 2006	—
1. Second repository nomination/ recommendation of sites suitable for characterization	7/1/89	10/91	mid- to late-90s	—
2. President recommends second repository site to Congress	3/31/90	3/98	2010 to 2020	—
1. Submit to Congress report describing R&D activities necessary to develop MRS proposal	7/83	—	—	6/83
2. Submit to Congress detailed study on the need for and feasibility of MRS	6/1/85	1/86	as soon as permitted	—

*Informal C&C agreements were initiated with the State of Washington and the Yakima and Umatilla Indian Tribes in mid-1983.

Mission Plan Amendment

(continued from page 1)

Monitored Retrievable Storage

An integrated monitored retrievable storage (MRS) facility would provide a facility central to the majority of operating reactors that prepares spent fuel for emplacement in a repository, serves as a central receiving station for the waste management system, and, with a limited storage capacity (15,000 metric tons of uranium), acts as a system buffer. This buffer would allow continued waste acceptance regardless of changes in the schedule of waste emplacement for the first several years of operation at the first repository.

DOE originally intended to submit a proposal on the MRS to Congress in June 1985, but requested and received Congressional approval to delay the submission until January 1986. In August 1985, the State of Tennessee filed suit against DOE, and an injunction was issued on February 7, 1986, prohibiting DOE from submitting the MRS proposal to Congress. (See page 6 for the current status of this litigation.) The intent of DOE regarding the MRS is to fulfill its statutory obligations under the NWPA and submit the MRS proposal to Congress at the earliest date practicable.

Consultation and Cooperation

The NWPA requires DOE to seek to enter into written consultation and cooperation (C&C) agreements with eligible States and Indian Tribes. (See "OCRWM Bulletin," January 1987.) This is to occur after the approval of a candidate site for characterization or earlier at the request of the eligible State or affected Indian Tribe. DOE has been involved in a number of informal and formal negotiations with the State of Washington since 1979, with the Yakima Indian Nation since 1983, with the Confederated Tribes of the Umatilla Indian Reservation since 1985, and with

the Nez Perce Indian Tribe since 1986. No negotiations have taken place yet with the States of Nevada or Texas. To date, no formal C&C agreement has been concluded. However, DOE plans to increase its efforts to improve institutional relations and to negotiate formal C&C agreements.

The Draft Mission Plan Amendment has been submitted to the States, affected Indian Tribes, and Federal agencies for their review and comment prior to formal transmittal to Congress as provided for in Section 301 of the NWPA. The availability of the draft amendment for public inspection is also being announced in

the *Federal Register*. During the comment period, DOE will meet with representatives of the affected parties and will use the opportunity to answer questions to assist parties in formulating their formal comments. Formal comments must be received by DOE by April 3, 1987. After the comment period, DOE will revise the amendment in response to the comments as appropriate, and formally submit the Mission Plan Amendment to Congress. In the meantime, numerous Congressional oversight and budget hearings will provide many opportunities for discussions of the draft amendment to the Mission Plan. ☆

Currently Scheduled OCRWM Short-Term Program Milestones

- | | |
|------|--|
| 3/87 | Issue Draft Environmental Regulatory Compliance Plans for Repository Site Characterization Projects. |
| 3/87 | Submit Annual Report to Congress. |
| 4/87 | Issue Site Characterization Plan for Tuff Site. |
| 4/87 | Submit Annual Fee Adequacy Report to Congress. |
| 5/87 | Issue Final Environmental Regulatory Compliance Plans. |
| 6/87 | Submit Mission Plan Amendment to Congress. |
| 6/87 | Issue Final <i>Federal Register</i> Notice on Defense Waste Fee. |
| 7/87 | Issue Site Characterization Plan for Basalt Site. |
| 7/87 | Issue First Annual Capacity Report. |

DOE Schedules Public Meetings in Texas

DOE's plans for detailed field work at a Deaf Smith County site under study as a possible high-level radioactive waste repository will be outlined at three public meetings in the Texas Panhandle.

The DOE meetings will be held from 6:00 to 10:00 p.m. on:

- February 24 at the Community Center in Hereford,
- February 25 at the Civic Center Exhibit Room in Amarillo, and
- February 26 at the County Livestock Barn in Vega.

DOE will describe project activities, studies, and land access plans for the site and answer questions. Technical staff will be available before and after the general sessions to talk with people in detail about geologic, engineering, environmental, and socioeconomic studies and land access planning. ☆

Selected Events Calendar

February 26-27 Environmental Issues Conference, National Congress of American Indians cosponsored with the American Bar Association. La Fonda Hotel, Santa Fe, NM. Contact Robert Holden (202) 546-9404.

March 1-5 Waste Management '87, Tucson, AZ. Contact Morton Wacks (602) 621-2475. OCRWM exhibit.

March 10-12 Institutional/Socioeconomic Coordination Group Meeting, Albuquerque, NM. Contact Carol Peabody (202) 586-1330.

March 15-18 OCRWM exhibit, Society of Exploration Geophysicists, Dallas, TX.

March 15-18 Atomic Industrial Forum Fuel Cycle Conference '87, Boston, MA. Contact AIF Conference Office (301) 654-9260.

April 8-11 OCRWM exhibit, National Council of Teachers of Mathematics, Anaheim, CA.

April 28-29 Transportation Coordinating Group Meeting, Salt Lake City, UT. Contact Edwin Wilmot (202) 586-2837.

For details on DOE/NRC meetings call (1/800) 368-2235 for a recorded message. In the Washington, DC, area call 479-0487.

A telephone recording service has been established for the announcement of upcoming meetings related to the waste management program of the NRC. The number is (1/800) 368-5642, Ext. 79002. Washington, DC, area residents should call 427-9002.

For information on meetings and events occurring between issues of the "OCRWM Bulletin" use OCRWM INFOLINK, an electronic bulletin board that can be accessed through a standard computer communications capability on (202) 586-9359 or (202) 586-5406, or call Tim Conner (202) 586-6356. The "OCRWM Bulletin" is now available through INFOLINK.

DOE Announces Project Offices Location in Texas

The "OCRWM Bulletin," January 19, 1987, reported that DOE and contractor personnel will begin moving to the Texas Panhandle in February as part of the studies to site a high-level nuclear waste repository. DOE will locate the office of its Salt Repository Project and integrating contractor in Hereford.

The project's field services contractor, which will manage geotechnical and other field studies as well as the core and other field samples storage facility, will be located in Amarillo.

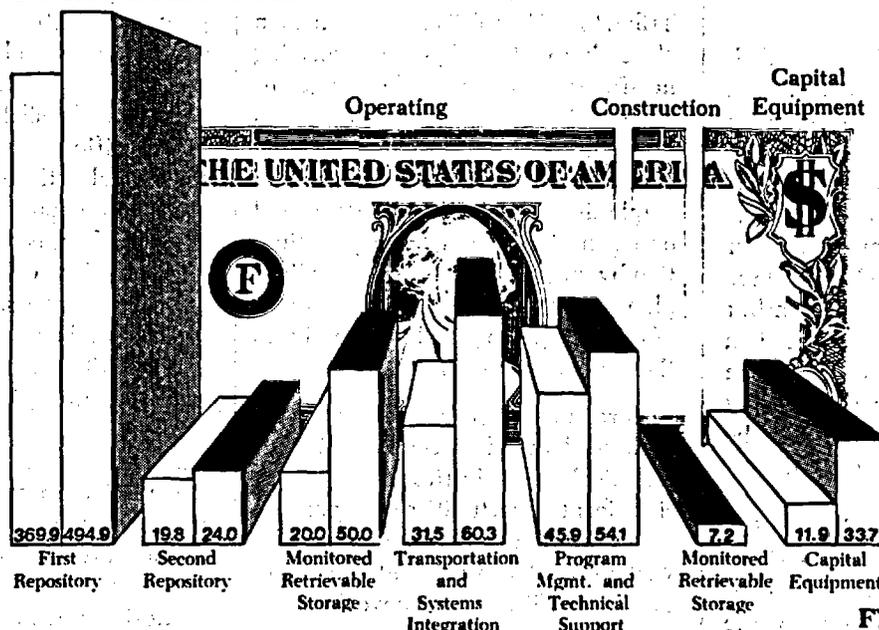
A third office, for the project's exploratory shaft construction contractor, will be established next winter, after completion of the land access and acquisition process at the 61-acre shaft site about 10 miles south of Vega.

Specific locations for the offices will be announced within the next several months, following marketing surveys and compliance with other DOE real estate regulations.

Meanwhile, 10 people from the DOE Salt Repository Project Office and the the Office of Nuclear Waste Isolation, operated by Battelle Memorial Institute, the integrating contractor, are moving from offices in Columbus, Ohio, to temporary office trailers to be placed on land leased by DOE near Vega. They will be available on a daily basis beginning March 2 to respond to questions about job and contracting opportunities for local people and will assist in locating permanent office facilities for the project. The process of relocating DOE and Battelle technical and management staff from the Columbus Office is expected to take about 6 months. ☆

Fiscal Year 1988 Budget Request to Congress

The funding level proposed by the President to Congress to carry out the OCRWM program during FY 1988 and the funding activity for FY 1987 are shown below:



Shaded Boxes — FY 1988
 Unshaded Boxes — FY 1987

Total Nuclear Waste Fund (in millions)	FY 1987 \$ 499.0	FY 1988 725.0*
		-255.0**
Congressional Budget Request		\$ 500.0

* The Continuing Resolution PL 99-500 and PL 99-591 authorized for the Nuclear Waste Fund FY 1987 budget an additional \$79 million contingent upon prior Congressional approval and certification by the Secretary of Energy that he has made a good faith effort relative to consultation with the States selected for site characterization for a repository under the NWPA.

** The funding level required to carry out the program is estimated to be \$725 million. The President's request is based on the recognition that the FY 1987 Continuing Resolution indicated the need to interact with Congress and resolve external issues before moving forward as planned. A request for a higher funding level would be appropriate presuming satisfactory resolution of these issues. Therefore, upon satisfactory resolution, an amendment to the FY 1988 budget will be submitted to provide the required funding for the program described below.

The major activities of the *first repository program* in FY 1988 involve intensive site characterization at the basalt and tuff sites, initiation of site characterization at the salt site following completion of the site characterization plan and acquisition of land, start of exploratory shaft drilling at the basalt and tuff sites, continued permitting and field mobilization at the salt site, engineering tests and analyses to support waste package and repository designs, financial assistance to affected States and Indian Tribes and payments equal to taxes in accordance with the NWPA, close coordination

with the NRC and the Environmental Protection Agency (EPA) and consultation with affected States and Indian Tribes, and support activities including international and domestic test programs.

The overall objective of the *second repository program* is to identify and evaluate methods, technologies, procedures, and materials related to waste isolation concepts, as well as various assessment technologies to characterize a site and predict performance. All activities will be studied on a non-site-specific basis. The major undertakings in FY 1988

involve activities necessary to develop and implement an integrated technology program and include activities drawing information from international cooperative efforts.

The *monitored retrievable storage program* in FY 1988 will involve activities set forth in the MRS proposal to Congress: initiation of design support activities and operations analyses, negotiation of C&C agreements and initiation of financial assistance payments, collection of environmental data to satisfy EPA and NRC requirements, and award of a contract for the final design of the MRS facility.

(continued on page 7)

Other Program Items

Status of Litigation on Monitored Retrievable Storage

On November 25, 1986, the U.S. Court of Appeals for the Sixth Circuit issued a decision in the case of the *State of Tennessee v. John Herrington, Secretary of Energy*. The Court ruled in favor of the Secretary. The State and DOE made further motions before the Court. (See "OCRWM Bulletin," December 1986.) These motions included a petition by the State of Tennessee on December 4, 1986, for a rehearing with a suggestion that the case be reheard *en banc* (entire court).

On December 31, 1986, the petition for rehearing was denied and on January 5, 1987, the State of Tennessee requested a stay of the Court's mandate in order to prepare an appeal to the U.S. Supreme Court. On January 7, 1987, the Court of Appeals granted a stay for 30 days. On February 5, 1987, the State of Tennessee filed a *writ of certiorari* for review by the Supreme Court. As a result, the stay will continue in effect until final disposition by the Supreme Court. ☆

Planning for Future Meetings of the Transportation Coordination Group

The Office of Storage and Transportation Systems (OSTS) of OCRWM is reviewing options to improve interactions and cooperative planning at future meetings of the Transportation Coordination Group (TCG).

TCG was formed in 1985 to allow technical coordination between OSTs managers and their contractors to ensure compatible development of the technical aspects of the transportation system. In response to requests for participation by two of the potential repository host States, OSTs invited

representatives from both the potential host States and the affected Indian Tribes to the last TCG meeting (held in November 1986) and provided meeting notification to a wide range of additional interested parties. Comments by attendees at the November meeting included recommendations for a greater emphasis on institutional issues and opportunities for expanded participation by groups external to DOE. OSTs plans to reorient the scope and format of its TCG meetings to be responsive to these recommendations.

Future meetings are expected to include detailed discussions of both technical and institutional issues, significant opportunities for reports on transportation activities conducted by various DOE offices and the States and Indian Tribes, and a workshop or roundtable discussion on a specific TCG meeting will be held in Salt Lake City, Utah, on April 28 and 29, 1987. Arrangements are now being completed and will be announced in the next "OCRWM Bulletin."

The proposed agenda for the April

TCG meeting will provide for general updates on the cask development program, institutional interactions, environmental and economic analyses, and planning for transportation operations. More detailed reports will be made on specific technical studies and contractual activities. The agenda will also allow opportunities for repository Project Offices, potential host States, and affected Indian Tribes to report on transportation activities. Separate executive sessions will be scheduled for States and Indian Tribes and for DOE representatives following the day's discussions.

OSTs plans to devote the second day of the TCG meeting to a workshop on transportation models. Discussions will include a review of the routing models and assumptions included in environmental assessments for potential repository sites, options for enhanced routing models, and the need for and availability of various transportation data.

Comments on such meeting plans are welcomed and should be directed to Edwin Wilmot at (202) 586-2837. ☆

New Publications and Documents

Waste Acceptance Preliminary Specifications for the Defense Waste Processing Facility High-Level Waste Form DOE/RW-0125, December 1986

This report contains Waste Acceptance Preliminary Specifications (WAPS) that specify the properties and requirements for the high-level waste forms to be produced by the Defense Waste Processing Facility (DWPF) at the Savannah River Plant, South Carolina. The WAPS establish the minimum requirements that the DWPF waste form must meet in order to be compatible with any of the three geologic media (salt, basalt, or tuff) under consideration for the geologic repository.

OCRWM Backgrounder: Quality Assurance for Nuclear Waste Repositories DOE/RW-0126, February 1987

This Backgrounder discusses the types of activities subject to the quality assurance program requirements, the specific requirements of the program, types of activities carried out by quality assurance personnel and the parameters of their authority, and interactions with the NRC.

New Publications and Documents

(continued from page 6)

OCRWM Backgrounder: Federal Agencies Involved in the Implementation of the Nuclear Waste Policy Act of 1982
DOE/RW-0127, February 1987

This Backgrounder describes the regulatory responsibilities of the NRC and the EPA in siting and developing the first repository. It also outlines responsibilities of the Department of Transportation, the Department of the Interior, and the Council on Environmental Quality.

Draft Mission Plan Amendment

DOE/RW-0128, January 1987

This document is the first revision to the *Mission Plan for the Civilian Radioactive Waste Management Program*, published in June 1985. It contains information about significant recent achievements in the OCRWM program, a revised schedule for the first repository, information about the second repository and the MRS, and efforts relating to C&C interactions between DOE and affected States and Indian Tribes. Also included in the amendment are six appendices that include more detailed information about the program and trends and schedules.

Selected Nuclear Regulatory Commission Products, January 1987 High-Level Waste Program January 1987

This document lists selected NRC high-level waste program products and provides a summary of current and planned documents issued by the NRC staff. It includes a listing of generic as well as site-specific products. The summary is divided into three major components: regulations, the license guidance process, and NRC review plans. For copies, contact the Public Document Room, NRC, 1717 H Street, NW, Washington, DC 20555 or call (202) 634-3273.

As in the past, all recipients of the "OCRWM Bulletin" will receive a copy of each "OCRWM Backgrounder." Additional copies of Backgrounders or other documents identified in this Bulletin, unless otherwise indicated, can be obtained by writing to the U.S. Department of Energy, OCRWM, Office of Policy and Outreach, Mail Stop RW-40, 1000 Independence Avenue, SW, Washington, DC 20585. ☆

Fiscal Year 1988 Budget Request to Congress

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FY 1988 *Transportation program* activities involve fabrication of transportation cask models for testing and initiation of some final designs, initiation of implementation of a public information plan and development of information resources, continuation of cask material testing, and completion of management configuration studies for operations.

The major activities of the *system integration program* include update of the systems requirements and description documents, development of a waste characteristics data base for uniform usage throughout the program, establishment and definition of interfaces between major subsystems and

the waste source facilities, overall systems studies and analysis aimed at the definition of specific systems configurations and design criteria, and the assessment of major technologies that may impact the design of the overall system.

The FY 1988 request for *program management* includes funding for training, salaries, benefits, and travel in support of 357 full-time employees and administrative contractual support services.

The FY 1988 *technical support* request includes funding for continued independent financial audit activities

and various program technical support integration efforts.

The FY 1988 request for *capital equipment* includes funding for development of a computerized repository licensing support system and provision for acquisition of an integrated computer system to manage technical, program management, and scientific data at first repository sites, and initiation of procurement of the nonfuel-bearing hardware for integration into the Idaho Test Area North.

The FY 1988 request for *construction funding* provides for the contract for the final design of the MRS facility. ☆