



NRR 16

SUBJECT: MEETING REGARDING CONSUMERS ENERGY PROPOSED TECHNICAL SPECIFICATION AMENDMENT FOR A BULK MATERIAL CONTROLS PROGRAM

DATE & TIME: Wednesday, Sept 20, 2000
11:00 - 12:00 noon

LOCATION: O-14B8

PURPOSE: Inform NRC stakeholders of the Consumers Energy license amendment, discuss the communications plan, and hear comments and considerations from staff and management.

AGENDA: As attached.

PARTICIPANTS:

<u>NRC</u>	<u>NMSS/DWM</u>	<u>OGC</u>	<u>Clearance</u>	<u>Research</u>
S. Richards	J. Greeves	A. Hodgdon	P. Holihan	C. Trottier
M. Masnik	R. Nelson	J. Lieberman	A. Huffert	
P. Harris	T. Essig			
S. Klementowicz				

Persons invited yet unable to attend:
S. Treby
D. Cool

Docket No. 50-155

CONTACT: Paul W. Harris, NRR
415-1169 and PWH1@nrc.gov

Ce/18

AGENDA

NRC Staff Meeting On

Consumers Energy Company

Proposed Technical Specification Amendment

Establishment of a Bulk Material Control Program

Meeting Chair: Paul W. Harris

Agenda

1. License Amendment Overview
2. Background Information (very brief)
3. Communication Plan Summary
4. Discussion

Purpose: Provide an initial briefing to NRC stakeholders who may have an interest in this license amendment.



OVERVIEW

The licensee submitted an amendment to establish a process by which the licensee will survey solid material to verify that it is free of licensed radioactive material

LOGISTICS

Lead Office: NRR

NRR Tasks

1. NRR to perform No Significant Hazards Determination
2. NRR to prepare Safety Evaluation for the proposed license amendment./
3. NRR to prepare Environmental Assessment on proposed action
4. NRR to conduct briefs to stakeholders.

NMSS Tasks (proposed):

1. NMSS to perform an evaluation of the licensee's RESRAD runs, assumptions, and default values to ascertain whether the licensee's conclusions are reasonable.
2. NMSS to support briefs to stakeholders.

Principal Communication Tools:

NRC - Internal

- ◆ NRR/DLPM briefs to Decommissioning Management Board (see Comms Plan)

NRC - External

- ◆ Public Meeting in vicinity of plant
- ◆ Meetings with State, NEI, etc. (open to public observation)



LICENSE AMENDMENT OVERVIEW

Submittal: August 10, 2000

NRR Instruction: Office Letter 802, "License Amendment Review Process."

1. Preparation of a Work Plan
2. Development of Public Notification
3. Preparation of Safety Evaluation
4. Determination of regulatory basis and framework
 - 50.90: submittal appears acceptable
 - 50.36(c): LCO, Surveillance, and Administration
 - 50.36(c)(6): decommissioning TSs, case-by-case
 - 50.36a: Environmental TSs ... no applicability (gaseous and liquid)

Part 20, SubPart K, 20.2001, deals w/licensed material no applicability
transfer - decay - effluent release (20.1301) - others (sewers, burn etc)

Submittal req's: material description
waste disposal considerations
disposal site environment
other nearby facilities - potential impacts
ALARA considerations

Precedent: by Steve Klementowicz

5. Concurrence Identification per Communications Plan
6. Approval or Denial per Communications Plan
7. Generic Applicability per Communications Plan



PROPOSED LICENSE AMENDMENT

Limiting Condition for Operation

DEMOLITION DEBRIS shall be surveyed prior to release for disposal in a State of Michigan landfill with a bulk container assay system having a DETECTION CAPABILITY for principal gamma emitters of 6 pci/gr for CO-60 or 14 pci/gr for Cesium-137.

The DEMOLITION DEBRIS survey shall be in accordance with the Bulk Materials Control Program requirements and the specifications and methodology of the BMCM as required by TS Section 6.6.2.11 (a new TS requirement to implement the BMCP).

Applicability: At all times

- Action: 1. With DETECTION CAPABILITY less than that required above IMMEDIATELY suspend surveying and revise the count time
2. If licensed material is detected:
- a. survey to find licensed material, remove licensed material, and re-assay the bulk container, or
 - b. transport the contents to a radioactive waste processor
 - c. transport the contents as radioactive waste

Surveillance Requirement

When DEMOLITION DEBRIS is being surveyed, the DETECTION CAPABILITY shall be verified to be within the limits of this specification as follows:

- a. DAILY by performing a CHANNEL CHECK
- b. DAILY by performing a mathematical CHANNEL CALIBRATION

New Program Requirement

BMCP: established, implemented and maintained
surface contamination survey requirements
bulk survey requirements
count times for bulk assay
instrumentation requirements
administrative controls

Changes: Approved by the Site General Manager

Reports: BMCP changes submitted to NRC with Radioactive Effluent Release Report



COMMUNICATION PLAN

Big Rock Point Nuclear Plant (BRP)

Bulk Material Control Program

Proposed Technical Specification Amendment

General Overview

On August 10, 2000, Consumers Energy submitted proposed technical specification (TS) amendment to establish a bulk material control program (BMCP). This program, as docketed, defines, in part, the types of materials to be included in the BMCP; radiological survey criteria, techniques, and methodologies; control and administrative processes; and, evaluations to provide reasonable assurance that the release of demolition debris from the BRP site as a result of dismantlement activities will not result in conditions adverse to public health or safety and the environment. The submittal also included, in part, proposed Limiting Conditions for Operations, surveillance requirements, definitions, and TS bases and provided supporting safety and regulatory evaluations. The licensee requested approval of this TS amendment by August 10, 2001.

Communications Plan Objectives

- ◆ Provide accurate and timely information
- ◆ Assure all applicable parties are informed
- ◆ Deal with negative perceptions, dispel rumors, and reduce uncertainty
- ◆ Cooperate with stakeholders and maintain positive relationships

Key Policy Considerations

1. **Maintain Safety** The establishment of a BMCP requirement in the licensee's TSs will provide substantial assurance that thousands of cubic yards of demolition debris being released from the site as a result of facility decommissioning will be free of licensed material (10 CFR 20.1003). This will be accomplished because the proposed amendment establishes radiological survey, instrumentation, and quality assurance requirements, and the controls, processes, and techniques to assure that surveys are consistently effective and based on pre-approved and technically-justified methodologies that are predicated on specific radioactive isotopes, state-of-art instrumentation, and detailed procedures.
2. **Enhance Public Confidence** The submittal of the proposed license amendment is not necessary to safely accomplish decommissioning, however, tangible gains in public confidence will occur because the licensee embraces the concept of pre-approval of significant activities, such as the release of thousands of cubic yards of demolition debris. The licensee decision to submit the amendment allows the public to scrutinize its solid material radiological survey program, instrumentation,



COMMUNICATION PLAN

Big Rock Point Nuclear Plant
Bulk Material Control Program

management oversight, and other programmatic elements. Further, the license amendment and hearing process assures that the public will have an opportunity to review and comment on NRC actions and findings. The conduct of decommissioning in an open forum lends to increased public confidence.

- 3. Improve Efficiency and Effectiveness** A BMCP TS requirement establishes, in part, a regulatory basis for "how hard" a licensee must look for licensed material (10 CFR 20.1003) in solid material; beyond a "no detectable standard," NRC rules, regulations, and guidance in this area are generally silent. Consumers Energy intends, in part, to "spell out" requirements for the survey of solid demolition debris. As a result, the BMCP TS, in effect, forces licensee resources to effectively survey for radiological isotopes to ensure that demolition debris are indeed free of licensed material, prior to being released from the site. Efficiency will be gained because licensee BMCP surveys will become more consistent and routine. In addition, because the NRC inspection and staff will have measurable standards (e.g., the BMCP and associated TS requirements) by which to independently evaluate licensee survey activities, staff efficiencies will be gained in inspection program implementation.
- 4. Reduce Unnecessary Regulatory Burden** as the process becomes more efficient and effective.

Communication Messages

Summary Message

*Consumers Energy is proposing a license amendment
to establish a process by which
solid material will be radiologically surveyed
to verify that it is free of licensed radioactive material*

Key Messages

1. On August 10, 2000, Consumers Energy proposed a license amendment to establish TS requirements for the radiological survey of solid material demolition debris. These requirements will included, in part, Limiting Conditions for Operations, surveillance, instrumentation, and quality assurance requirements, and the controls, processes, and techniques to assure that the radiological survey of demolition debris is consistently effective and based on pre-approved and technically-justified methodologies. These methodologies will be based on specific radioactive isotopes, state-of-art instrumentation, and detailed procedures (i.e., the BMCM).



COMMUNICATION PLAN

Big Rock Point Nuclear Plant
Bulk Material Control Program

2. The licensee-proposed Bulk Material Control Program (BMCP) will include only demolition debris from the decommissioning of the BRP facility, where demolition debris is limited to concrete, rebar, structural steel, sheet metal, roofing materials, foundation concrete, and minor amounts of dug up soil. Demolition debris will not include plant systems or components.
3. It is very important to note the central focus of the Consumers Energy approach: the debris is surveyed and radiologically clean, however, the licensee is to implement another step to provide further assurance it's clean. All material entering the program will already be free of detectable radioactivity using existing industry practices and the additional radiological survey step (i.e., the bulk assay) will provide defense-in-depth that the material is indeed free of licensed material. The licensee is not proposing a standard to which it will survey and free release radioactive material.
4. Demolition debris will be disposed of in a State of Michigan licensed landfill.
5. The licensee has stated that demolition debris released from the site will not enter the waste or recycle streams.
6. The licensee proposes a "how hard to look" program based on the radioactive isotope of concern, instrumentation capabilities, and statistical assurance that principal gamma emitters will be detected. The licensee will not establish a radiological dose limit, clearance level, or a limit below which could be considered "below regulatory concern."
7. If demolition debris is released from the BRP site to the State licensed landfill at the established limits of detectability (which are dependent, in part, on the radiological isotope, instrumentation, and background), the worst-case radiological dose to an average member of the critical group will be less than or equal to 1 mrem/yr (TEDE) from all exposure pathways.
8. The State of Michigan Department of Environmental Quality has provided preliminary support of the licensee's proposed actions.
9. The Bulk Material Control Manual (BMCM) is simply a licensee program that is similar in format to the BRP Offsite Dose Calculation Manual (ODCM) and Radiological Effluent Monitoring Program. The BMCM is divided into five parts:
 1. Specifications and requirements for BMGM implementation
 2. Bases and descriptions of methodology, modeling, and assessment
 3. Record keeping requirements
 4. Quality assurance and control considerations
 5. Reporting and change requirements



10. The licensee's submittal will undergo the NRC normal review and approval process. However, approval is not a foregone conclusion. Many considerations need to be evaluated and assessed by the staff and NRC management, such as: regulatory justification and basis, public health and safety, and potential environmental considerations.
11. The staff plans to directly solicit public comment through the conduct of public meetings at NRC Headquarters and in the vicinity of the BRP facility. Further, meetings with the licensee, State of Michigan, and other stakeholders will be open to the public, as necessary. The staff will address all comments and questions when asked or respond in writing if further staff evaluation is necessary.
12. NRC regional inspection will verify adequacy of program implementation.
13. To summarize, this is a license submittal, similar to an Offsite Dose Calculation Manual or Radiological Effluent Monitoring Program, the defines a process by which the licensee will radiologically survey solid materials to determine whether the debris is free of licensed material. The licensee is not free releasing radioactive material.

Stakeholder Identification

Internal	External
Group A: NRR	Group E: State Programs Public & Press Interest Groups (NEI) Individual Utilities
Group B: NMSS	
Group C: Commission EDO Decom Mgt Board Clearance Group	
Group D: Research Regions	

Grouping Rational

- Group A Overall project management and technical responsibility
- Group B Primary responsibility for dose modeling evaluation
- Group C Policy and direction
- Group D Regional Inspection of BMCP implementation and Research
- Group E External stakeholders



COMMUNICATION PLAN

Big Rock Point Nuclear Plant
Bulk Material Control Program

Other Stakeholders (5 Special Groups)

1. Nuclear Energy Institute

NEI has demonstrated keen interest in NRR decommissioning rulemaking and generic communication initiatives, including NRR update of the Generic Environmental Impact Statement on decommissioning facilities (NUREG 0586). Further, NEI interest is focused on license termination and industry approaches to dismantlement and decontamination.

Actions to Improve Communications:

- a. Brief the NRR NEI liaison officer.
- b. At next NRR/NEI meeting on decommissioning mention the receipt of the proposed license amendment.
- c. Invite NEI to public meeting.
- d. Consider inviting NEI to NRC/Licensee meeting.

2. Environmental Protection Agency

EPA has demonstrated interest in: (1) Big Rock Point decommissioning, most notably with offsite emergency preparedness; (2) NRC's effort to update the Generic Environmental Impact Statement on decommissioning facilities (NUREG 0586); and, (3) the environmental evaluations by the staff following licensee submittal of its Post-Shutdown Decommissioning Activities Report.

Actions to Improve Communications:

- a. Brief the NRR EPA liaison officer.
- b. Ensure the OGC NEPA expert is briefed and kept informed.
- c. Brief the NRC Region III management regarding EPA communications.
- d. Invite EPA to the public meeting.

3. U.S. Senate and Congressional Representatives from Michigan

Although the Michigan Department of Environmental Quality (DEQ), a State agency working for the Governor's Office, indicated support for the licensee's proposed actions to dispose demolition debris verified free of licensed material in a State-licensed landfill, U.S. Senate and Congressional representatives have not indicated their views or positions.

Actions to Improve Communications:

- a. Brief the NRC State Liaison, both in Region III and Headquarters.
- b. Brief NRC Congressional Liaison.
- c. Be prepared to meet with Senate and Congressional Aides.
- d. Consider invite to public meeting.



COMMUNICATION PLAN

Big Rock Point Nuclear Plant
Bulk Material Control Program

4. Charlevoix and Surrounding County Elected Officials

Locally-elected Officials and/or public concerns regarding the licensee's proposed actions may be concerned about: (a) radiological safety during transportation; (b) radiological safety during and after landfill disposal; (c) public transportation safety; and (d) landfill capacity and use.

Actions to Improve Communications:

- a. Brief the NRC State Liaison, both in Region III and Headquarters.
- b. Propose to meet with locally-elected Officials.
- c. Coordinate with Michigan DEQ to ensure that locally-elected Officials are well briefed.
- d. Invite to public meeting (newspaper press release et al).

5. Big Rock Point Citizens Awareness Committee

This Committee consists of local public citizens who by and large represent the community surround the BRP facility. The Committee meets periodically to listen to licensee presentations, discuss licensee activities and materials, and make recommendations to BRP management. Although Committee actions and recommendations are not binding upon the licensee, Consumers Energy has historically been receptive to its comments and concerns. The NRC has briefed this committee on a number of occasions.

Actions to Improve Communications:

- a. Provide a copy of the proposed licensee amendment to the BRP CAC.
- b. Brief the BRP CAC on regulatory amendment process, technical review, schedule, and respond to questions.

Cross-Cutting Stakeholder Issues:

1. Similarity to "Clearance" rulemaking
2. Similarity to "Below Regulatory Concern"
3. Circumvention of license termination process
4. Dose modeling assumptions
5. Environmental assessment scope and impact
6. Regulatory basis for granting approval



Cost and Schedule

All licensing activities will be conducted in-house. There will be no maintenance or external (e.g., contractor) costs.

Other internal costs will include:

- Licensee and Public Meeting(s)
 - travel, preparation, advertisement, meeting room, audio visual, court reporter
- Web Site - performed in-house, routine, minor update requirements

Public Affairs Interfaces and Point Of Contacts

Communications Protocol

- a. Incoming external communications to NRC Headquarters -
 direct to NRC Public Affairs (Victor Dricks @ 301-415-8204).
- b. Incoming external communications to NRC Region III -
 direct to Region III Public Affairs (Jan Strasma @ 630-829-9663)
- c. Internal Headquarters and Regional communications -
 direct to Overall Project Lead (Paul Harris @ 301-415-1149)

Overall Project Lead

Paul Harris, Project Manager, Big Rock Point Decommissioning Section Project Directorate IV & Decommissioning Division of Licensing Project Management Office of Nuclear Reactor Regulation	Phone: 301-415-1169 E-mail: PWH1@nrc.gov
---	---

Public Affairs

NRC: Victor Dricks	301-415-8204	OPA
Rg III: Jan Strasma	630-829-9663	OPA

Point of Contacts

NRR: Paul W. Harris	301-415-1169	NRR/DLPM/PDIV-D
NMSS: Robert "Bob" Nelson	301-415-7298	NMSS/DWM/DCB
RES: Cheryl Trottier	301-415-6232	RES/DRAA/RPERWMI
OGC: Ann Hodgdon	301-415-1587	OGC
Rg III: Bruce Jorgensen	630-829-9615	RGN-III/DNMS/DB

Decommissioning Mgt Board

A-Chair: Larry Camper	301-415-6708	NMSS/DWM
-----------------------	--------------	----------

Clearance Steering Group

A-Chair: Don Cool	301-415-7197	NMSS/IMNS
-------------------	--------------	-----------



NRC Internet Home Page

A summary of the licensee's proposed TS request will be:

- a. Posted on the NRC Internet Home Page.
- b. Provided to:
 1. The Public Affairs interfaces
 2. State DEQ representative
 3. BRP CAC

Evaluation

Progress measured by:

- a. accomplishment of "Presentations"
- b. NRR Work Request schedule
- c. Technical Assignment Control (TAC) process

Feedback measured by:

- a. NRR/DLPM public meeting feedback forms
- b. NRC staff and management feedback

Findings

Reporting of Results

- a. Briefings/Presentations (see applicable sections
 - i. NRR/NMSS management briefings
 - ii. Decommissioning Management Board brief
 - iii. et al
- b. Acceptance of Denial letter to licensee
- c. *Federal Register* notice on acceptance or denial
- d. Public Meeting with stakeholders



Communication Tools

Tools ¹	Group	Special Groups	Reason
E-mail	A, B, C, D	na	informal communication tool
Website	all	all	succinct and accurate info
Face-To-Face Communications	all	all, if possible	effective and efficient
Press Release	E	all	succinct and accurate public outreach initiative
Written Summary Detailed Less-detailed	C ² D, E	- all	implementation of clear and plain language writing initiative
Public Meeting	all invited	all	succinct and accurate public outreach initiative
LAN Announcements	na	-	site-specific licensing action
NR&C	na	-	site-specific licensing action
Surveys	na	-	site-specific licensing action
Posters/Fliers	na	-	site-specific licensing action

na - not applicable

Group A: NRR

Group B: NMSS

Group C: Commission
 EDO
 Decom Mgt Board
 Clearance Steering Group

Group D: Research
 Regions

Group E: State Programs
 Public & Press
 Interest Groups
 Individual Utilities

Special Groups

1. Nuclear Energy Institute
2. Environmental Protection Agency
3. U.S. Senate and Congressional Representatives from Michigan
4. Charlevoix and Surrounding County Elected Officials
5. Big Rock Point Citizens Awareness Committee

Note 1: As required.

Note 2: Detailed summaries only to EDO and Commission.



COMMUNICATION PLAN

Big Rock Point Nuclear Plant
Bulk Material Control Program

Review, Concurrence, and Approval

	<u>Review</u>	<u>Concurrence</u>	<u>Approval</u>	<u>Notes</u>
NRR/DLPM	✓	✓	✓	All packages
NRR/DIPM/IOLB	✓	-	-	SER ¹ for BMCP technical evaluation
NRR/DRIP/RGEB	✓	-	-	EA ² for license amendment
NMSS	✓	✓	-	SER ³ for RESRAD/dose modeling
Research	✓	-	-	Note 4
Regions	✓	-	-	Note 4
Decom Mgt Board	✓	-	-	Note 4 See "Presentations"

Note 1: SER review, writing, concurrence, & approval within IOLB followed by submittal to NRR/DLPM

Note 2: EA review, writing, concurrence, & approval with RGEB followed by submittal to NRR/DLPM

Note 3: SER (or equivalent) evaluation, review, writing, concurrence, & approval within DWM followed by submittal to NRR/IOLB

Note 4: Courtesy copies will be provided and comments will be evaluated & dispositioned, as required

Presentations (Initial and Final Briefings)

Initial Briefings: To Inform of Licensee Submittal (see Notes next page)

	<u>Informal</u>	<u>Formal</u>	<u>Public Mtg</u>	<u>Date</u>	<u>Notes</u>
NRR/DIPM/IOLB	✓	-	no	Sept 19, 00	completed
NRR/DRIP/RGEB	✓	-	no	Sept 15, 00	completed
NRR/DLPM/DPD	✓	-	no	Sept 20, 00	determines need for NRR Dep Dir brief
NMSS/DWM	✓	-	no	Sept 20, 00	determines need for NMSS Director brief
NMSS Director	-	✓	no	tbd	if required
NRR Director	-	✓	no	tbd	if required
Decom Mgt Bd #1	-	✓	no	Sept 14	completed by S. Klementowicz
Research	-	✓	no	Sept 00	attendance at Sept 14 Decom Mgt Bd
Regions	-	✓	no	Sept 00	attendance at Sept 14 Decom Mgt Bd
Clearance Steering	-	✓	no	Oct 19	if directed by Decom Mgt Board
Meeting with State	-	✓	Yes	tbd	at State of Michigan DEQ office
ACNW	-	✓	Yes	tbd	if required
EDO Staff	✓	-	no	tbd	if required
Commission TAs	✓	-	no	tbd	if required
Commission	-	✓	no	tbd	if required
Licensee Mtg #1	✓	-	Yes	tbd	Status, RAI, technical, etc
NEI Meeting	✓	-	Yes	tbd	combine with Licensee Meetings?
Public Meeting	-	✓	Yes	Jan 01	in vicinity of the plant
Decom Mgt Bd #2	-	✓	no	Sept 14	After public, NEI, and licensee meetings



Final Briefings: To Inform of Staff Disposition of Amendment (See Notes below)
Conducted prior to issuance of Approval or Denial.

	<u>Informal</u>	<u>Formal</u>	<u>Public Mtg</u>	<u>Date</u>	<u>Notes</u>
Licensee Mtg #2	-	✓	Yes	tbd	if required
NRR mgt	✓	-	no	tbd	if required
NMSS mgt	✓	-	no	tbd	if required
ACNW	-	✓	Yes	tbd	if required
EDO Staff	✓	-	no	tbd	if required
EDO	-	✓	no	tbd	if required
Commission TAs	✓	-	no	tbd	if required
Commission Brief	-	✓	no	tbd	if required
Decom Mgt Bd #3	-	✓	no	tbd	

Notes:

1. OGC and Research will be invited to all presentations and meetings.
2. Comments from Regions and Research will be solicited and dispositioned.
3. This schedule will change if a hearing is granted.
4. Overall Project Lead is responsible for all meeting notices and notifications.