J DENNETT JOHNSTON LOUISIANA CHAIMMAN

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DARYL OWEN STAFF DIRECTOR D MICHAEL HARVEY CHIEF COUNSEL FRANK M CUSHING STAFF DIRECTOR FOR THE MINORITY GARY & ELLSWORTH CHIEF COUNSEL FOR THE MINORITY

United States Senate

COMMITTEE ON ENERGY AND NATURAL RESOURCES WASHINGTON, DC 20510-6150

NOV 1 3 1989

Chairman Lando W. Zech, Jr. U.S. Nuclear Regulatory Commission Washington, DC 20555

Dear Chairman Zech:

The Senate Committee on Energy and Natural Resources is herewith transmitting S./ $\beta\alpha/$ for your study and report. Please send your report, along with 50 copies, to the Committee on Energy and Natural Resources, SD-364, Dirksen Senate Office Building, Washington, DC 20510, Attention: Mia' Miranda. Hand delivered copies should be taken to SD-317.

Submit your report within 30 days. If you cannot do so, let us know as soon as possible.

Sincere ton Bennett Johr Chairman

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Enclosure

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Referred also to: GMB

101ST CONGRESS 1ST SESSION

S. 1304

To enhance nuclear safety at Department of Energy nuclear facilities, to modify certain functions of the Defense Nuclear Facilities Safety Board, to apply the provisions of OSHA to certain Department of Energy nuclear facilities, to clarify the jurisdiction and powers of Government agencies dealing with nuclear wastes, to ensure independent research on the effects of radiation on human beings, to encourage a process of environmental compliance and cleanup at these facilities, to protect communities that contain these facilities, and for other purposes.

IN THE SENATE OF THE UNITED STATES

JULY 12 (legislative day, JANUARY 8), 1989

Mr. GLENN (for himself, Mr. ADAMS, Mr. DASCHLE, Mr. DECONCINI, Mr. KOHL, Mr. LIEBERMAN, Mr. METZENBAUM, Ms. MIKULSKI, Mr. PEYOE, and Mr. STEVENS) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

A BILL

To enhance nuclear safety at Department of Energy nuclear facilities, to modify certain functions of the Defense Nuclear Facilities Safety Board, to apply the provisions of OSHA to certain Department of Energy nuclear facilities, to clarify the jurisdiction and powers of Government agencies dealing with nuclear wastes, to ensure independent research on the effects of radiation on human beings, to encourage a process of environmental compliance and cleanup at these facilities, to protect communities that contain these facilities, and for other purposes.

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Be it enacted by the Senate and House of Representa tives of the United States of America in Congress assembled,
 SECTION 1. SHORT TITLE.

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4 This Act may be cited as the "DOE Nuclear Safety and 5 Environment Act".

6 SEC. 2. FINDINGS.

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The Congress finds that-

8 (1) the operation of the Department of Energy nu-9 clear weapons facilities suffers from many significant 10 problems, including an overall emphasis on production 11 at the expense of safety and the environment;

12 (2) there is a significant need to upgrade the em13 phasis on safe operation at these facilities; and

(3) there is an overriding need to bring these facilities into compliance with environmental law, and to
clean up hazardous wastes, including toxic and radioactive wastes at these facilities.

18 TITLE I—OVERSIGHT OF DE19 FENSE NUCLEAR FACILITIES
20 SAFETY BOARD

21 SEC. 101. DEPARTMENT OF ENERGY DEFENSE NUCLEAR
22 FACILITY.

23 Section 318 of chapter 21 of the Atomic Energy Act of
24 1954 is amended by—

(1) amending paragraph (1) to read as follows:

"(1) A production facility or utilization facility (as defined in section 11 of this Act) that is under the control or jurisdiction of the Secretary of Energy and that is operated for national security purposes (such term includes the tritium loading facility at Savannah River, South Carolina, the 236 H facility at Savannah River, South Carolina, and the Mound Laboratory, Ohio), but the term does not include—

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"(A) any facility or activity covered by Executive Order No. 12344, dated February 1, 1982, pertaining to the Naval nuclear propulsion program;

"(B) any facility or activity involved with the transportation of nuclear explosives or nuclear material; or

16 "(C) any facility that does not conduct
17 atomic energy defense activities."; and

(2) adding at the end thereof the following:

19 "(3) A testing and assembly facility that is under 20 the control or jurisdiction of the Secretary of Energy 21 and that is operated for national security purposes, in-22 cluding the test site facility in Nevada, the Pinnellas 23 Plant, Florida, and the Pantex facility, Texas.".

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1 SEC. 102. PROTECTION OF MEMBERS OF BOARD.

Section 311(b) of chapter 21 of the Atomic Energy Act
of 1954 is amended by adding at the end thereof the following:

5 "(5) Any member of the Board may be removed 6 by the President only for inefficiency, neglect of duty, 7 or malfeasance in office.".

8 SEC. 103. REPORT OF ABNORMAL OCCURRENCES BY THE SEC 9 RETARY OF ENERGY.

10 The Secretary of Energy shall immediately notify the 11 Defense Nuclear Facilities Safety Board and the Congress in 12 the case of any abnormal occurrence at a Department of 13 Energy defense nuclear facility (as defined in section 318 of 14 the Atomic Energy Act of 1954) which could result in an 15 unplanned release of a quantity of radioactive products in 16 excess of the allowable limits for normal operation.

17 TITLE II—APPLICATION OF OSHA 18 AND NIOSH TO DOE NUCLEAR 19 FACILITIES

20 SEC. 201. FINDINGS AND PURPOSE.

21 (a) FINDINGS.—Congress finds that—

(1) worker health and safety at Department of
Energy nuclear facilities could be made substantially
safer by applying the standards developed by experts in
the field of occupational health and safety;

	(2) the Secretary of Labor has a longstanding re-
1	sponsibility for the health and safety of workers (in-
	cluding the enforcement of occupational health and
	safety standards and other protective labor standard
	programs) and could provide substantial assistance in
	developing, improving, and enforcing the standards at
	Department of Energy nuclear facilities; and

8 (3) the Secretary of Health and Human Services 9 has a continuing responsibility for evaluating health 10 and safety needs related to radiation and toxic sub-11 stances standards and could provide substantial assist-12 ance in improving and enforcing the standards at De-13 partment of Energy nuclear facilities.

(b) PURPOSE.—The purpose of this title is to improve
and enforce standards for employee health and safety at Department of Energy nuclear facilities.

17 SEC. 202. APPLICATION OF OSHA TO DOE NUCLEAR FACILI18 TIES.

(a) GENERAL RULE.—Section 4(b)(1) of the Occupa20 tional Safety and Health Act of 1970 (29 U.S.C. 653(b)(1)) is
21 amended—

(1) by striking out "Nothing" and inserting in lieu
thereof "(A) Except as provided in subparagraph (B),
nothing"; and

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(2) by adding at the end thereof the following new subparagraph:

3 "(B)(i) Notwithstanding any other provision of this Act,
4 this Act shall apply with respect to employment performed
5 in—

6 "(I) a Department of Energy defense nuclear fa-7 cility (as defined in section 318 of the Atomic Energy 8 Act of 1954) and a production facility or utilization fa-9 cility (as defined in section 11 of the Atomic Energy 10 Act of 1954) under the control or jurisdiction of the 11 Secretary of Energy;

"(II) a facility subject to such Act (42 U.S.C.
2011 et seq.) under the control or jurisdiction of the
Secretary of Energy; and

15 "(III) a waste storage or disposal facility under
16 the control of or jurisdiction of the Secretary of
17 Energy.

"(ii) This subparagraph shall not apply to a facility or
activity covered under Executive Order 12344 (42 U.S.C.
7158 note).".

21 (b) REGULATIONS AND STANDARDS.-

(1) CUBBENT REGULATIONS AND STANDARDS.—
All regulations and standards relating to occupational
health and safety applicable to Department of Energy
nuclear facilities described in section 4(b)(1)(B)(i) of the

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1	Occupational Safety and Health Act of 1970 (as
2	amended by subsection (a)) that are in effect on the
8	date of enactment of this Act shall remain in effect
4	until superseded by regulations and standards promul-
5	gated by the Secretary of Labor in accordance with
6	paragraph (2).
7	(2) REVISED REGULATIONS AND STANDARDS
8	The Secretary of Labor shall promulgate specific regu-
9	lations to govern the application of such Act to such
10	Department of Energy nuclear facilities. The regula-
11	tions shall include-
12	(A) the occupational health and safety stand-
13	ards to be applied to such facilities; and
24	(B) the manner and process for enforcement
15	of the standards, which shall include provisions
16	for—
17	• (i) the safeguarding of information, con-
18	sistent with the meds of employees of the
19	Occupational Safety and Health Administra-
20	tion;
21	(ii) mechanisms and processes for en-
22	forcement, including the right of entry for
28	unannounced inspections without probable
24	cause;

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1	(iii) receipt of complaints from individ-
2	uals and protection of the individuals from
8	retribution for making the complaints;
4	(iv) procedures for inspection at such fa-
5	cilities not less than once each year; and
6	(v) such other regulations as are neces-
7	sary to carry out this title and the amend-
8	ments made by this title.
9	SEC. 203. PERFORMANCE OF NIOSH FUNCTIONS AT DOE NU-
10	CLEAR FACILITIES.
11	Section 22 of the Occupational Safety and Health Act
12	of 1970 (29 U.S.C. 671) is amended by adding at the end
13	thereof the following new subsection:
14	"(g)(1) Notwithstanding any other provision of this Act,
15	the Director and the Institute shall perform functions author-
16	ized by this Act at Department of Energy nuclear facilities
17	described in section 4(b)(1)(B)(i).
18	"(2) The Institute shall conduct hazard evaluations at
19	such facilities, including ionizing radiation evaluations.".
20	SEC. 204. COOPERATION WITH INSPECTIONS AND INVESTIGA-
21	TIONS.
22	Section 8 of the Occupational Safety and Health Act of
23	1970 (29 U.S.C. 657) is amended by adding at the end there-
24	of the following new subsection:

1 "(h)(1) Except as provided in paragraph (2), the Secre-2 tary of Energy and each contractor operating a nuclear facility described in section 4(b)(1) shall-3

"(A) cooperate with the Secretary of Labor and 4 5 the Secretary of Health and Human Services in the 6 conduct of an inspection or investigation under this Act 7 at such facility;

"(B) grant access to such facility to enable the 8 9 conduct of such inspection or investigation; and

"(C) provide all information that is necessary to 10 conduct such inspection or investigation. 11

"(2) To protect the confidentiality of information, the 12 Secretary of Energy may deny access to any person who-13 14 "(A) has not been granted a security clearance or 15 access authorization by the Secretary; or

16 "(B) does not require such access in connection 17

with the duties of such person to enforce this Act.".

TITLE III—MIXED HAZARDOUS 18 WASTE 19

20 SEC. 301. SHORT TITLE.

21 This title may be cited as the "Mixed Hazardous Waste Amendment Act of 1989". 22

23 SEC. 302. FINDINGS.

24 The Congress finds that-

1 (1) the generation, transportation, treatment, stor-2 age, and disposal of solid waste mixed with radioactive material poses potential hazards to public health, 8 safety, and environment unless carefully planned and 4 managed; 5 (2) the Department of Energy's facilities are 6 actual or potential producers of such solid waste mixed 7 with radioactive material; and 8 9 (3) the authority of the Environmental Protection Agency and authorized States to regulate the disposal 10 of solid waste mixed with radioactive material at the 11 Department of Energy's facilities should be clarified. 12 SEC. 303. PURPOSE. 13 The purpose of this title is to clarify the intent of Con-14 gress that the generation, transportation, treatment, storage, 15 and disposal of solid waste mixed with radioactive material at 16 the Department of Energy facilities, including facilities not 17 licensed for the disposal of radioactive materials is subject to 18

19 the Solid Waste Disposal Act (42 U.S.C. 6901 et seq.), in
20 addition to existing authority under the Atomic Energy Act
21 of 1954 (42 U.S.C. 2011 et seq.).

22 SEC. 304. CLARIFYING AMENDMENT TO DEFINITION OF SOLID
23 WASTE.

Section 1004(27) (42 U.S.C. 6903(27)) of the Solid
Waste Disposal Act is amended—

1	(1) by inserting "(A)" after "(27)";
2	(2) by striking out ", or source, special nuclear, or
3	by-product material as defined by the Atomic Energy
4	Act of 1954, as amended (68 Stat. 923)"; and
5	(3) by adding at the end thereof the following new
6	subparagraph:
7	"(B) The term 'solid waste' does not include-
8	"(i) source, special nuclear, or by-product
9	materials as defined in section 11 of the Atomic
10	Energy Act of 1954 (42 U.S.C. 2014), unless
11	such materials are a part of any mixture or com-
12	bination, if the other constituent part of such mix-
13	ture or combination is a solid waste, within the
14	meaning of subparagraph (A); or
15	"(ii) wastes at the time they are emplaced at
16	a repository, as defined in section 2(18) of the
17	Nuclear Waste Policy Act of 1982 (42 U.S.C.
18	10101(18)).".
19	SEC. 305. APPLICABILITY OF AMENDMENTS.
20	This title and the amendments made thereby-
21	(1) are clarifying in nature with respect to the
22	purpose stated in section 303; and
23	(2) shall not be construed as-
24	(A) altering existing Department of Energy
25	authority to regulate source, special nuclear, or

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1	by-product materials when in a mixture or combi-
2	nation with a solid waste; or
3	(B) affecting, modifying, or amending the
4	Uranium Mill Tailings Radiation Control Act of
5	1978.
6	TITLE IV—THE RADIATION
7	RESEARCH BOARD
8	SEC. 401. SHORT TITLE.
9	This title may be cited as the "Radiation Research
10	Board Act".
11	SEC. 402. FINDINGS.
12	The Congress makes the following findings:
13	(1) After many years of study there remain unre-
14	solved questions about the health effects of radiation
15	exposure from many sources, including nuclear weap-
1 6	ons manufacturing and testing, nuclear reactors,
17	radioactive wastes, and the medical uses of nuclear
18	materials.
19	(2) Radiation-caused injury and disease, including
20	cancer, birth defects, and genetic damage, must be fur-
21	ther examined and better understood.
22	(3) Public health authorities must be able to direct
23	research efforts on the health effects of radiation so
24	that effective means of protecting the public against

dangerous exposure to radiation can be developed and achieved.

(4) The Secretary of Energy is primarily responsible for the production of nuclear materials and nuclear weapons. In addition, the Secretary is required to study the health impact of activities of the Department of Energy. These dual responsibilities have the potential to create public concern as to the integrity and value of the health studies conducted by the Secretary of Energy.

(5) The Department of Energy is in possession of extensive information and data pertaining to the health effects of radioactive and other hazardous materials which should be made more widely available to wellqualified researchers.

16 SEC. 403. ADVISORY BOARD.

17 (a) IN GENERAL.-

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(1) ESTABLISHMENT .--- To advise and assist the 18 Secretary of Energy in conducting studies of the effects 19 of radiation under section 103 of the Energy Reorgani-20 zation Act of 1974 (42 U.S.C. 5813), and any other 21 law, the Secretary of Health and Human Services shall 22 establish an advisory board known as the Radiation 23 Research Board (hereafter in this title referred to as 24 25 the "Board").

(2) MEMBERSHIPS.--

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(A) APPOINTMENT.—The Board shall consist of 8 members appointed by the Secretary of Health and Human Services, 1 member appointed by the Secretary of Energy, and 2 members appointed by the Secretary of Labor. The Secretary of Health and Human Services shall make appointments to the Board so that the membership of the Board includes individuals who are expert in the health effects of radiation, epidemiology, or toxicology, and public health officials who are concerned with such health effects.

(B) CONSULTATION .- The Secretary of 13 Health and Human Services shall consult with 14 the Director of the Centers for Disease Control, 15 the Director for the National Institute for Occupa-16 tional Safety and Health, the Director of the Na-17 tional Cancer Institute, the Director of the Center 18 for Devices and Radiological Health, the Director 19 of the National Institute of Environmental Health 20 Sciences, and others in formulating the member-21 ship of the Board. 22

23 (b) LIMIT ON EXPENDITURES BY SECRETARY OF 24 ENERGY.—

1	(1) SUBMISSIONS TO BOARD Prior to any au-
2	thorization or expenditure of funds in an amount great-
8	er than \$50,000 by the Secretary of Energy for studies
4	of the health effects of radiation, the Secretary of
5	Energy shall provide the Board with all proposals con-
6	cerning such studies.
7	(2) REVIEW BY BOARD The Board shall review
8	the proposals provided under paragraph (1) and make
9	appropriate recommendations to the Secretary of
10	Energy in writing if the Board believes the proposal
11	should be modified or not funded.
12	(3) ANNUAL REPORTS BY SECRETARY The
13	Secretary of Energy shall annually report to the Con-
14	gress concerning the implementation of the recommen-
15	dations of the Board. Such reports shall include specific
16	reasons for each decision by the Secretary not to im-
17	plement a recommendation made by the Board.
18	(4) ANNUAL BEVIEW BY BOARD The Board
19	shall annually review the studies conducted pursuant to
20	this title, and advise the Secretary of Energy as to the
21	suggested scope and direction of future studies needed.
99	(5) REQUIREMENT OF PEER REVIEW The Sec-

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(5) REQUIREMENT OF PEER REVIEW .- The Sec-22 retary of Energy, with the assistance of the Board, 23 shall-24

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	(A) insure that all studies undertaken under
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10	SEC. 404. PUBLIC ACCESS TO FEDERAL DATA PERTAINING TO
11	THE HEALTH EFFECTS OF RADIOACTIVE AND
12	OTHER HAZARDOUS MATERIALS IN THE POS-
13	SESSION OF THE DEPARTMENT OF ENERGY.
14	(a) IN GENERAL The Secretary of Energy shall make
15	any data pertaining to the health effects of radioactive and
16	other hazardous materials in the possession of the Depart-
•17	ment of Energy or its contractors available to qualined re-
	searchers.
19	(b) STANDARDS The Radiation Research Board, in
20	consultation with the Secretary of Energy, shall establish
21	procedures to expedite the release of data pursuant to this
22	section.

1 TITLE V—OFFICE OF ENVIRON-2 MENT, SAFETY, AND HEALTH 3 WITHIN THE DEPARTMENT OF 4 ENERGY

5 SEC. 501. OFFICE OF ENVIRONMENT, SAFETY, AND HEALTH.

There shall be within the Department of Energy an 6 Office for Environment, Safety, and Health which shall be 7 headed by an Assistant Secretary who shall be one of the 8 Assistant Secretaries appointed as provided in section 203 of 9 the Department of Energy Organization Act (42 U.S.C. 10 7133). In addition to such other functions as may be assigned 11 by the Secretary of Energy to the Assistant Secretary for 12 Environment, Safety, and Health under section 203 of such 13 14 Act, the Assistant Secretary shall have the following specific authorities and responsibilities: 15

16 (1) To---

(A) annually review conformance of the Department's activities with all applicable environmental laws and regulations so as to protect the
health and safety of workers and the public; and
(B) annually report to the Secretary on the
status of conformance and the status of Department's efforts to ensure that—

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1	(i) national environmental protection
2	goals are incorporated into the formulation
\$	and implementation of energy programs;
4	(ii) environmental and safety concerns
5	are identified, prioritized and addressed
6	through corrective and remedial actions; and
7	(iii) areas of environmental and safety
8	risk are reduced.
9	(2) To provide liaison with other Federal agen-
10	cies, including the Environmental Protection Agency,
11	concerning regulatory efforts and specific actions of
12	those agencies that may have an effect upon the De-
18	partment operations.
14	(3) To act as an advocate and spokesman for the
15	Department's positions on environmental, safety, and
•16	quality assurance issues.
17	(4) To represent the Department on interagency,
18	national and international environmental and safety
19	committees, and working groups.
20	(5) To exercise independent review and approval
21	of environmental impact statements prepared by the
22	Department pursuant to the National Environmental
23	Policy Act.
24	(6) To exercise concurrence authority with respect
25	to the safety related aspects of the construction and

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1	initial operating authorizations for reactors, high
2	hazard, and selected moderate hazard nuclear facilities.
3	(7) To monitor compliance so as to reduce areas
4	of environmental, safety, and health risks.
5	(8) To require the immediate shutdown of any De-
6	partment of Energy facility that poses an unreasonable
7	environmental, safety, or health risk.
8	(9) To undertake any other responsibilities at the
9	direction or delegation of the Secretary.
10	TITLE VI-DEFENSE NUCLEAR FA-
11	CILITY CLEANUP COMPLIANCE
12	AGREEMENTS
13	SEC. 601. DEFENSE NUCLEAR FACILITY CLEANUP COMPLI-
14	ANCE AGREEMENTS
15	(a) IN GENERAL(1) Not later than 18 months after
16	the date of enactment of this Act-
17	(A) the Administrator of the Environmental ?: c-
18	tection Agency;
19	(B) the Secretary of Energy; and
20	(C) each State containing a Department of
21	Energy defense nuclear facility (as defined by section
22	318 of the Atomic Energy Act of 1954),
23	shall negotiate a defense nuclear facility cleanup agreement
24	as provided in subsection (b).

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1 (2) Nothing in this section shall be construed as affect	tine
2 or requiring the modification of any agreement entered	into
3 before the date of enactment of this Act.	
4 (b) CONTENT OF AGREEMENTThe complia	nne
5 agreement referred to in subsection (a) shall, with respec	t to
6 each Department of Energy defense nuclear facility, c	
7 tain-	011-
8 (1) the best possible inventory of past and curr	ant
9 environmental problems at the facility that requ	
10 cleanup and abatement;	ure
11 (2) a schedule for remediation with mileston	
12 deadlines, and budget quality data; and	es,
13 (3) an agreement as to the type of notice whi	
14 shall be given if there are any releases at the facili	
15 which violate the agreement or environmental law.	ny
16 (c) NOTICE TO CONGRESS UPON FAILURE TO REAC	
17 AGREEMENTIf an agreement cannot be reached as pr	
18 vided in subsections (a) and (b) 18 months after the date	0-
19 ensetment of this Act, the Secretary of Energy shall-	of
 20 (i) immediately notify the Congress of the failur 21 to reach agreement; and 	e
방법은 가 가까지 새 물건이 봐야 한 것이다. 여기에 집에 집에 들어가 가지 않는 것이 가지 못했다.	
 (ii) include in such notice an explanation of wh the negotiations failed by the Second s	y
28 the negotiations failed by the Secretary and any State 24 involved in the populiations (e
24 involved in the negotiations for such agreement (if such agreement (if such agreement))	1

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1 State notifies the Secretary that the State wants to in-
2 clude such an explanation).
3 '(d) Agreements Enforced as Consent De-
4 CREESAny agreement entered into under this section shall
5 be entered and enforced as a consent decree.
6 TITLE VII-REPEAL OF PROHIBI-
7 TION ON THE USE OF FUNDS
8 TO PAY PENALTIES UNDER EN-
9 VIRONMENTAL LAWS
10 SEC. 701. REPEAL OF PROHIBITION.
11 Section 3132 of Public Law 99-661 is repealed.
12 TITLE VIII—DEPARTMENT OF EN-
18 ERGY FACILITY CLOSING RE-
14 STRICTIONS
15 SEC. 801. DEPARTMENT OF ENERGY FACILITY CLOSING RE-
16 • STRICTIONS.
17 Upon closing any Department of Energy defense nucle-
18 ar facility (as defined by section 318 of the Atomic Energy
19 Act of 1954), the Secretary must provide-
20 (1) a complete survey of environmental problems
21 at the facility;
22 (2) budget quality data indicating the cost of re-
23 turning the facility to an environmentally safe multi-
24 use condition; and

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(3) a report to the Congress on the cost and proposed schedule of the facility's cleanup, and how the Department of Energy intends to initiate and complete the cleanup.

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