

#### Department of Energy

P.O. Box 5400 Albuquerque, New Mexico 87115

OCT 5 1988

Mr. Edward F. Hawkins U.S. Nuclear Regulatory Commission Region IV Uranium Recovery Field Office P.O. Box 25325 Denver, CO 80225

Dear Mr. Hawkins:

On September 30, 1988, DOE submitted additional information to your office justifying the use of Pepperling bedding material at the Lakeview UMTRA disposal cell. The DOE has concluded that every effort, considering all costs and risks associated with obtaining a higher quality material, has been made, and therefore, requests that NRC reconsider the use of Pepperling bedding material.

The DOE recommendation to utilize the Pepperling material is clearly presented in the DOE position paper or Record of Agreement, and previously submitted documents and summaries (copies enclosed), which reflect associated preliminary investigations, geological investigations, costs, risks, etc. The DOE position is that the Pepperling bedding material will provide the quality of rock necessary to fulfill the design requirements of the six-inch filter bedding layer, while meeting the intent of the standards promulgated by EPA under 40 CFR-192.

Additionally, per your request, a summary of estimated additional costs associated with each option for extraction of bedding material is as follows:

Pepperling = \$117,000

Choate = \$691,000 to \$720,000 (6 x recommended cost) Sheer = \$635,000 to \$820,000 (7 x recommended cost)

The costs do not include any winterization costs.

Several meetings have been held with NRC to show that the Pepperling bedding material is well within the requirements of the specifications when the NURBG Guidelines (NURBG/CR-4620) maximum scoring criteria has been applied. The DOE contends that the original specification may not reasonably be met (i.e., without distance).

To obtain a "slightly" higher quality material, the Sheer Quarry has been investigated and blasted to a depth of forty feet. The upper material

NM-64

will only be suitable for use in supplementing the gradations for the rip rap, previously stockpiled in 1987. This material is seamed with clay and geologic investigation shows that the risk of not meeting the original specification or the proposed modified specification is great (without scoring), and associated costs and delays are not warranted.

The NRC and State of Oregon have signed a "relaxed" specification agreement (enclosed), which is appreciated, however, the specification modification is not attainable or necessary to meet the intent of the EPA standards. When the NURBG scoring criteria is applied to the Pepperling bedding, the material meets the intent of the design and EPA standards based on the original specification. The average score for the bedding was equal to 71%, which exceeds the requirement for frequently saturated areas.

Per our October 3, 1988 discussion with the State of Oregon, it was stated that Oregon's concurrence in use of the Pepperling bedding material is contingent only upon NRC concurrence. Your concurrence is requested in the use of the Pepperling bedding material with the application of the NURBG maximum scoring criteria (as currently being implemented in the design phases of other UMTRA sites, such as Tuba City and Green River). A signed formal letter of concurrence or disagreement is requested by facsimile (FTS 846-4023) by 10:00 a.m., October 6, 1988. If appropriate I will be glad to have one of our Project personnel meet with your staff to discuss. Thank you for your cooperation in this matter.

Sincerely,

W. John Arthur, III

Project Manager

Uranium Mill Tailings Project Office

W Jos Att

Enclosure

cc w/enclosure: S. Mann, NE-22, HQ

P. Lohaus, NRC

# SUPPLEMENT TO APPROXIX B - COST ESTIMATES FOR ALTERNATIVES REPORT FOR "EROSION PROTECTION FOR LAKEVIEW DISPOSAL SITE"

Cost production and placement of bedding from Pepperling Quarry, based on the Subcontract unit prices, would be \$117,000: 13,000 cy x \$9.00/cy = \$117.000

There are geologic indications that bedding meeting the quality limits of the specifications could be obtained from unweathered rock below the upper 40 feet in Sheer's Pit. Estimated costs for this alternative are:

Minimum cost to provide 13,000 cy of bedding Minimum cost of winterization	\$534,000 268,000 \$792,000
Subtotal Allowance for contingencies Total	\$997,000

Details of the estimate for providing the bedding are presented in Attachment 1. The ranges of cost shown are based on an estimate provided by the Subcontractor, with adjustments based on experience for similar construction.

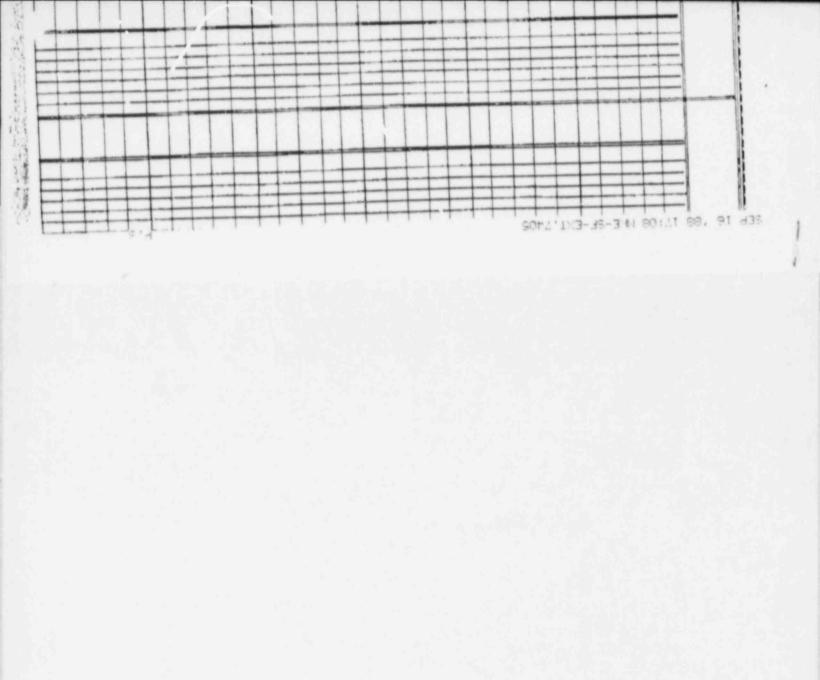
The allowance for contingencies includes the difference between upper and lower bound estimates as shown on Attachment 1. Contingency costs are primarily based on uncertainties regarding location of disposal for overburden and possible surcharge for use of access into Sheer's.

The above cost can be compared to the cost of providing bedding from Pepperling Quarry. By comparison, clearly both the minimum cost and the cost including allowance for contingencies indicate that material meeting the original specifications is not reasonably available.

#### ATTACHMENT:

Bedding Cost Analysis - Sheer's Quarry

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1				200	360.000	160.000
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	5. Rock	10,000 Cy		on No	42, \$42	21, 40
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#### SUMMARY OF LAKEVIEW ROCK DECISIONS

The purpose of this summary is to point out specifically the Lakeview design specifications that are affected by the August 30, 1988 agreement between the U.S. NRC, U.S. DOE and Oregon. All rock placed on the disposal cell will, as a minimum, meet the durability requirements that were deemed acceptable for the stockpiled riprap sampled in May, 1987. The results of this sampling, as provided by MK-E, are provided in Table I.

The individual samples labeled "Bad", referred to rock that was of poor durability quality and is not acceptable for placement. Sample: labeled "Good", and those that are unlabeled represent rock quality tests that were acceptable to all three parties. This set of analysis provides the basis for minimum durability requirements that the contractor needs to provide for the Lakeview project.

- 1. Specific Gravity Remains unchanged at greater than 2.65.
- Absorption Test results for (Good) and intermediate samples indicate than an acceptable specification is 1.0 and less.
- Soundness Test results for (Good) and intermediate samples indicate that an acceptable specification is not more than 10% loss.
- 4. LA Abrasion It was previously agreed that <u>less than 25% loss after</u> 500 cycles was acceptable.

Gradation requirements are to remain as set by the three parties in May, 1987 that takes into account oversizing requirements for riprap.

"Overthickening" is also limited by our agreement in 1987 to a maximum of 15%.

Signed By:

U. S. DOE: John Arthur, Manager

U. S. MAE: VEd Markins, Chief

State of Oregon: Bilk Dixon, Administrato

#### SEP 3 0 1986

Mr. Foward P. Brokins
Limitation Branch: 1
District M crewery Field Office
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Deputat, CO. 2000.

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ancloses is the final executive summary which leads to the conclusion that if the paperling (corry belding material is not utilized. Charte's Charty finanted in Burns, Oragon) is the option to be pursued in obtaining bedding asterial for the Lakevies UMTRA site. It continues to be the EXE's position that the Paperling bedding saterial will meet the intent of the 200 to 1000 year design criteria, and will provide the most be considered and timely resolution to the supposanful exploition of the Indexica site.

Also enclosed, ist reference, is a chromotopy of events which have them place to date with regard to selection of ruch and beddien for the rate of selection of ruch and beddien for the rate of selection of selection displays that all effects have been mide to identify that better than Deposition quality rule is not attainable on a reasonable and cont-effective busis.

Pursuant to our telephone discussion weterlay, the DRMA Project Office requests that you termined the option to still no the Peoperling material. It comparison to the quality differential between Peoperling and the other proposal sources, and considering the associated significant gost increases, this is consistent with portune and other analypeoplinic correctly pairs, implemented on UNITAL Project size.

I termed that your perpoter or energed by verbelly returned by 4: " p.m. to real to risk for DD" to finalize construction plans is endiately. No-P will then be given emigrate by the DDE, in order to proclume any further tire delays to the Labourge DDENA Schedule.

Sincerely.

#### Original Signed By

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#### EXECUTIVE SUMMARY

#### 1. INTRODUCTION

This report summarizes the facts leading to the recommendation to obtain riprap bedding for the Lakeview Disposal Site from Choate's Quarry near Burns, Oregon. Geologic information, test results and cost and schedule impacts are discussed for the Choate's. Sheer's and Pepperling sources, and the benefits, costs and risks associated with using each of the three proposed sources are compared.

#### 2. BACKGROUND

The construction specifications have been found to be unachievable using local sources. Material meeting the specifications is not "reasonably available" in the context used by NRC.

The above situation was first encountered when riprap was produced from the Pepperling Quarry. (The quarry had been approved based on test results for pre-production samples.) As agreed to by NRC and the Oregon Department of Energy, the NRC requirements for cases where significantly better rock is not reasonably available were applied to the riprap; that is the riprap diameter and layer thickness requirements were increased to produce a design still meeting the 200- to 1000-year design life specified for the project, while using material from Pepperling Quarry.

Prior to production of bedding, additional samples were obtained from Pepperling quarry and subjected to specific gravity and absorption tests. The results for samples from the eastern two-thirds of the pit met specifications. Material to be crushed for bedding was taken primarily from the eastern two-thirds of Pepperling Quarry. Nevertheless the absorption values for samples of the crushed bedding failed to meet the specification requirements.

After review of new data, including the results of tests on samples recently obtained from another local source. Sheer's Pit, and information gathered in recent geologic investigations, drilling and blasting in that pit, it was re-confirmed that rock meeting the specification requirements could not be produced on a consistent basis from a local source.

As a solution to the problem of completing the isolation of the Lakeview tailings in a manner consistent with design requirements it was recommended that the bedding diameter and layer thickness requirements be increased, as needed, to utilize the material from Pepperling Quarry. This solution, which would have permitted meeting design requirement in a timely manner and at reasonable cost, was agreed to by NRC.

The Oregon Department of Energy chose to reject the solution recommended above for reasons which are not completely clear. As a result it will be necessary to obtain the required bedding from a different source. The two sources for which sufficient data are available to guide an intelligent choice are:

Sheer's Pit near Lakeview, Oregon
 Choate's Quarry near Burns, Oregon

Pertinent facts concerning these sources as well as Pepperling Quarry are presented in the attached table.

#### 3. DISCUSSION

Quarry locations, test results, rock quality scores, design adequacy, estimated costs, schedule impacts, benefits, risks and disadvantages for each of the three candidate rock sources are presented in the attached table.

The following key factors are shown:

- o Material from each source meets the design requirements for bedding for the Lakeview Disposal Site.
- o The estimated costs and schedule impact for obtaining the bedding from Sheer's and Choate's are essentially the same.
- o The risks of using Sheer's Pit include: possible need for extensive pit development and disposal of large volumes of waste, possible reduced quality of rock, and probable claims by the Subcontractor. Only the latter applies to Choate's.

### 4. CONCLUSIONS AND RECOMMENDATIONS

Based on the above information it is concluded:

- O The Oregon DOE does not approve of using bedding from Pepperling Quarry to complete the project.
- O Bedding to complete the project should be obtained from Choate's Quarry near Burns, Oregon.

## TABLE 2 DETAILED COMPARISON OF CANDIDATE ROCK SOURCES

		The second second	Rock Source	
		Pepperling	Sheer's	Choate's
Location (Mi	les from Site)	2.5	10.5	137
PRE-PRODUCTION TESTS	Specific Gravity Absorption (%) Soundness (%) L.A. Abras. (%)	2.76 to 2.86 0.32 to 0.72 1.04 to 7.83 14.8ª/	2.81 to 2.90 0.26 to 0.94 0.8 to 8.1 2.9 to 4.3b/	2.77 to 2.79
PRODUCTION PERIOD TESTING (BEDDING ONLY)	Specific Cravity Absorption (%) Soundness (%) L.A. Abrasion (%)	2.72 to 2.78 1.04 to 2.98 6.70 to 17.3 3.5 to 3.9b/		:
ROCK QUALITY	Pre-Production Tests	76 to 89	83 to 95	
SCCRES*	Production Period Tests	61 to 75		
	Acceptable Score	50/65**	50/65**	50/65**
Adequacy of Roc Current Bedding	k Quality for Design	Satisfactory	Satisfactory	Satisfactory 1
Estimated Cost ( Required Bedding	of Obtaining g from this Source	\$117,000	\$893.00+ to \$1,300,000+	\$949,000* to \$1,200,000*
schedule Impacts ledding from the	s of Obtaining is Source	Probable Completion Date: 12/88 (No winterization required).	Probable Completion Date: 07/89 (Winterization required).	Probable Completion Date: 07/89 (Winterization required).
85	NEF 17S	Meet requirements in timely manner at reasonable cost.	Possibly slightly higher quality rock than Pepperling	Higher quality rock than Sheer's, with less risk of exten- sive pit developmen and reduced rock quality.
RISK AN	D DISADVANTAGES	None, product of known quality meeting design requirements.	Possible need for extensive pit development costs including disposal of large volumes of weste; possible reduced quality of rock; probable claims. Major cost and schedule impact	Probable claims. Major cost and schedule impactX.

<sup>\*</sup> See Ref. 2. Page 7 for scoring procedure details.
\*\* See Ref. 1, Page 5 for acceptable scores (50 for occasionally saturated areas, 65 for frequently saturated areas).

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<sup>\*</sup> Costs for Sheer's and Choate's include \$258,000 to \$480,000 for winterization.

# 500 Rev.

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- Fre March 1986 Auger Crock and Deadman's Conyon included as acceptable terms source for rock products. Thus was during design phase.
- June 19, 108% Ice provided test dota including petrographic examination for Pepperling Quarry. Results met all specified requirements (See CMT Test results for sample 86-1088, Appridix E to "Rock Evoluation for Riprap at Lokeriew" dated March 26, 1987)
  - November 1986 ICC tegan preducing riping from Pepperling material
- December 8, 1984 MKF sent samples to STL in Medford, Oregon Tests failed LA Abiasion ratio only. Results received in late December.
- December 29, 1986 Rosults of an additional 6 test samples received

  Samples failed in Absorption, Stundies and

  LA Abiasion ratio, with various failures from

  Various samples
- January 28, 1987 Lerge samples taken from face of guarry by MKF.

  3 samples taken, 2 failed Absorption, all failed ratio (Papperline Quarry)
- March 13, 1987 MKF took two type C and two type D stock pilos camples. All so note failed LA Abrasion ratio only.

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March 26,1987

- MKE prepared the report entitled " Eak Evaluation for Priprop at Lakeview Disposal Site (PID 13-5-12). Thus PID proposed revisions to Soundness (5% to 10%) & Abrasion (to 10% and dropped ratio) for stockpiled Pepperling material. All other rock (to be produced) would have to meet the original specifications.
- April 1-2,1987
- NRC, TAL, DOE, ODDE, MKF & MKE toured various quarries in the area to show that all material was rolatively the same.

  Forest Service data was available for area quarries however testing data was incomplete.
- April 9, 1987
- MARFIMKE took additional samples from the Perperting quoing face.
  Four (4) samples were taken from the test vein on the faces.
  All 4 samples failed the LA Abrasian ratio only.
- April 10,1987
- MKE, based on marginal rock quality in the area, prepared a report proposing a riprap sampling & testing program for Peparling stockpile, including PID 18-5-12.
- April 13, 137
- Sampling and testing program for Pepperling sent to USDOE by letter 87-3050-225 requesting comments by 4/27/87.
- May 11,1987
- A meeting was held at Perperting (MAF/MAE/TAC/NAC) to discuss 4/10/87 plan. The intent was to determine it Perperting stockpiled rock would be usable if oversizing or layer thickening was adopted.
- May 12-13, 1987
- It was agreed to sample each type of stockpiled material such first representative samples were taken. The sample for some type was quickered with "Is being separated with metal members to determine procedures. Lab faction was performed on good, but a composite.

  (Som Appears A to the June 1987 report "Evaluation of Singer as Appears A factor for the factor of Composite and the factor of t

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- June 9,1987 MKE issued PID 13-5-12. Rev 1 which addressed usable stretpiled material bosid on layer thickening. Type B & D gradations were revised. The durability requirements were further revised (This PID was never approved.)
- June 15, 1987 The MKE report " Evaluation of Stockpiled Riprap" with PID 13-5-12, RI was transmitted to DOE by letter 87-3050. 371
- June July 10, 1987 ICC continued investigation of bedding sources including Pepperling, Matchett, Maxwell and # 70 Ranch Pit. All complex failed at least one specification requirement.
- July 10, 1997 PID 13-5-12, Rev. 2 was issued changing gradition limits for overeizing, layer thickening was added and the 90 Absorption was decimated from Rev. 1.
- July 16, 1987 PID 13-5-12, Rev. 2 ups approved by USDOE.
- July 31, 1987 Messman # 1 and Grizzley (~ 14 mi west of Collins) were sampled and tosted for interceptor drain and riprap bedding. (Conversation were to the effect that perhaps better material would be found for riprap and that the approvat of PID 13-5-12, Rev 2 could be recended) comples from both pils failed for various reasons.
- August 5, 1987 Messman #2 sampled and tested. Sample failed specific gravity, obserption and abrasion further exemplifying marginal quality rock in the area.
- September 18,1987 Sample submitted by ICC from Sheer's P.t. All durability tests

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- Sept 87 Mar 88 Sheers Constr. tried to preduce bedding material for ICC from
  Sheers Pit . Initial durabilities were acceptable. Throughout
  this period, weather and broken equipment continually shut
  down production. Sheers was never able to obtain gradations
  and were dismissed by ICC. MKE representative present
- March 1988 ICC elected to re-persue Pepperling quarry for bedding
- April 15,1986 Icc submitted test results for Perperting bedding material. Results foiled sig & Absorption. Icc requested specification change which was derived by letter LKV-01-098.
- April 29, 1987 ICC drilled for blast at Papperling. With MKE geologist, six samples were taken prior to the blast from various areas. From visual MKE suggested ICC move blast location to the east. ICC elected to blost anyway mixing the apparent good material with unsuitable. Of the six tests, four passed. Of the blasted materials camples within gradation were retested and failed. ICC geologistalso present.
- May 5, 1988 ICC complet and tested non-graded materials. These tests failed obserption.
- May 5-Jun 3, 1988 TAC working with MAKE on cover redes on due to new proposed ground water standards.
- June 3, 1988 PID 13-6-19 result to tembout termina into B-1 and B-2 due to cover redesign. Approved by UEDOE on June 8, 1988.
- June 8, 1988 In gradation 8-2 material was tested. Tests failed absorption and soundness.
- Juni 21 1783 There additional in-gradation 2.2 samples were tosted and

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- July 1,1988 MKF/MKE had lat manufacture B-1 into gradation as ICC had not been aik to produce this motorial in the held. Absorption failed.
- July 21,1985 MKE geologist took additional samples from the stockpile of malerial made by Sheers Const in Sept 87-Mar 88 and from the Pil face all Sheers to justify leaving Pepperling. Four samples were taken and mixed. The lab crushed into gradation, two each 8-1 and two each 8-2. Bot's 8-1's failed absorption and both 8-2's passed all requirements.
- July 21,1988 MKE prepared a report entitled " Options and Recommendations for Resolution of Erosion Protection Issues at Lakeview Origon," based on all areas locked at confirming marginal quality rack in the nica.
- July 28,1983 July 21,1988 report transmitted to USDOE by letter 88.3050-525.
- July 28, 1988 MKF requested additional B-1 tests. Three samples were taken, put in gradation by the lab and tested. All foiled absorption and soundness.
- August 11, 1988 Telecon between JGO and J. Arthur. Three seneries 1) Use Sheers 2) Charle in Burns, Or 3) New Matchell Pit. Speed memo from MKE to DOE addressing latent defeats classe (for use of charle)
- August 12, 1988 ICC propore schoolule and estimates for verious scenarios
- August 10,1988 Letter to USECE (88-3050-585) in forming DOE that MKF having ICC proceed to develop streets for 3-1 \$8.2 per DOE recommendation Also recoved. MKE document " Recommended Source of Material for for English over Additional Riginal for Disposal Site of Lateriew, Capago ".
- Exil 6 min 1 100 an DOC to ODOC Suggestion was of North ICK-4620,

  Exil 6 min . Analysis were of Evers , Our marrials ve

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- August 24, 1988 Leuter from IXE to MKF. OR feels malls at Pepperling not acceptable. Want to use Sheers. Do not want to accept scoring criteria for Pepperling
- August 24, 1988 Evaluation of test holes drilled at Sheers. MKE geologist and I'c. c. geologist agree that the quality of rock to be produced from Sheers may be marginal. The borings showed shear zones of weathered rock and clay strata Recommend another source of sufficient material is to be obtained
- August 25, 1989. MKE recommends all bedding and riprap stockpiled at Pepperling should be used to the extent possible using NUREGY. Additional riprap from Sheers. This was based on cost and time of completion concerns.
- August 29,1982 DOE sord letter to ODOE addressing problems encountered during test drilling at Shoers based on information provided by MKF/MKE. Request agreement on final decision for action by 8/30/88
- Sephmour 7,1958 MKF directs Icc to satup and screen bedding material from Sheers and to enhance Pepperling riprap with sheers material.

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DESCRIPTION	SHEET NO 7	Nombre Nombre
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September 13,1088	MK.F prepried report " Fresien Protection for LXV Disposal & suggesting rock scoring method	ink'
September 14, 1988	After new blast of shrees, samples taken  B-1 in gradation (lab) - passed  B.2 in gradation (lab) - passed  412*-0 for riprap - failed absorption	
September 14, 1988	Meeting @ NRC-URFO (NRC/DOE/THE IMRE) NRC regarded cost data to support use of sconing system	
September 19,1988	Letter 88-3050-671 to DOE with cost data	
September 22, 1988	TACIDOE IMAE to Choole Quarry in Burns .	

September 22, 1988 - THE DOE IMAE to Charle Quarry in Burns, 130 miles from LKV to look at matts for bedding such that pile could be covered thus year. Test results pending

September 23, 1983 - Meeting held in LKV w/ TAC IDE / MKE /MKF /ODE

re: Bedding . Action to uniterize , abandon

Peoperling . Persue Cheale . Supplement

Riprap w/ Sheers maths agreed to by all

parties except once who still insists

on Durability requirements in specs

\* Note: MKE geologist prosent during all sampling and testing done at all quarry were in 1988

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#### RECORD OF AGREEMENT

With regard to evaluation of the source of material to be utilized as filter bedding for use at the Lakeview disposal site, the technical position of the below signators is that the material available at the Pepperling Quarry is well within the intent of the Uranium Mill Tailings Radiation Control Act, PL 95-604, and the intent of EPA's standards for 200 to 1000 year design criteria. The preferred option to utilize the Pepperling material is based upon the following facts:

- 1) A thorough investigation, including evaluation of 173 known rock sources in the vicinity of Lakeview, Oregon, was performed resulting in a conclusion that the sources could not be shown to fully conform to the specification requirements. Similar to Pepperling, the Sheer Quarry material showed some test results meeting specification, while others did not.
- A geologic investigation (by an MK-Engineering geologist and by a subcontractor-appointed geologist) of the area of interest, Sheer Quarry (Barry Pit), Pepperling Quarry, and Choate Quarry (Burns, Oregon) was performed in August of 1988. The geologists concurred that the material from Sheer Quarry would most likely provide slightly higher quality rock than that available at Pepperling, but would not meet the Lakeview specification. The geologists also concurred that the material at Pepperling was not considered a poor quality rock.
- Exploratory Drilling took place at the sheer quarry to evaluate the extractability of the material. Exploratory data produced evidence that two blasts would be necessary to extract "sufficient" quantity. The characteristics of the material were such that the confidence of meeting the Lakeview specifications, or the proposed modification as assigned by the State of Oregon and Nuclear Regulatory Commission on September 1, and September 20, respectively, was minimal.
- NRC permissible scoring criterion in accordance with NUREG/CR-4620, "Methodologies for Evaluating Long-Term Stabilization Design of Uranium Mill Tailings Impoundments", as modified in November of 1987, was applied to the Pepperling bedding Material. The results ranged from 61% to 75% for seven tests, with an average score of 71%, which is above the minimum requirement for frequently saturated areas.

Signatures:

Joseph Long Engineering and Design Manager Morrison-Knudsen Engineers

Jorry Thiers Technical Review Engineer Morrison-Knudsen Engineers

Gentla. Thier 3/20/88 Date

Jose Cercone
Geologist
Morrison-Knudsen Engineers

Ron Rager
Geotechnical Engineer
Jacobs Engineering Group

W. John Arthur, III
Project Manager
Uranium Mill Tailings Project Office

Don Dubois
Manager, Albuquerque Operations
Jacobs Engineering Group

Jim Oldham
Project Director
MK-Ferguson Company