

RULEMAKING ISSUE NOTATION VOTE

March 23, 2001

SECY-01-0049

FOR: The Commissioners

FROM: William D. Travers
Executive Director for Operations

SUBJECT: PROPOSED RULE ON DECOMMISSIONING TRUST PROVISIONS

PURPOSE:

To request Commission approval to publish a proposed rule in the *Federal Register* on decommissioning trust agreement requirements.

BACKGROUND:

The staff presented a rulemaking plan (SECY-00-0002) to the Commission on December 30, 1999. The plan discussed two actions relating to amending nuclear power reactor decommissioning trust provisions i.e., to amend 10 CFR 50.75 and revise Regulatory Guide 1.159. Subsequently, in a February 9, 2000, staff requirements memorandum (SRM) to the Executive Director for Operations (Attachment 1), the Commission authorized the staff to proceed with the rulemaking plan. Further, the Commission instructed the staff that "any specific trust fund terms and conditions necessary to protect the funds fully should be set out in the rule itself, not in the regulatory guide. Sample language for trust agreements consistent with the terms and conditions within the rule may be provided within the associated regulatory guide." The attached *Federal Register* notice (FRN) responds to the SRM.

DISCUSSION:

Contact:
Brian Richter
NRR/DRIP/RGEB
301-415-1978

The goal of this rulemaking is to establish objectives and criteria considered essential by the Commission for decommissioning trust fund agreements, applicable to all power reactor licensees, not only to licensees that are transferring their licenses or have undergone or are undergoing rate deregulation. The objectives and criteria will help ensure that all licensees understand what trust provisions are acceptable to the NRC. NRC will not formally review and approve trust agreements, but must be informed of material changes to trust agreements in biennial decommissioning fund status reports. The oversight process is expected to become more predictable and consistent because the objectives and criteria for decommissioning trust fund agreements will be codified. Similarly, the effectiveness and efficiency of NRC oversight will be enhanced because NRC will be able to reduce the burden of addressing provisions of decommissioning trust agreements on a case-by-case basis. Licensees will be able to use a standard approach in developing their decommissioning trust agreements.

The staff believes that decommissioning trust language can be enhanced to increase assurance of the protection of public health and safety by requiring that the trust agreements (1) take special care to safeguard the trust corpus from investment risks, (2) provide adequate information about the trust to the NRC, and (3) provide safeguards against improper payments from the trust. Further, the staff believes that assurance can be enhanced by specifying essential terms and conditions of the decommissioning trust agreements.

Concurrent with the issuance of the proposed rule, the staff will issue a Draft Guide (DG) for comment DG-1106, "Proposed Revision 1 of Regulatory Guide 1.159, Assuring the Availability of Funds for Decommissioning Nuclear Reactors."

The criteria that have been required as conditions of license transfer in connection with the sale of nuclear power reactors will be incorporated in the proposed new section of 10 CFR 50.75 as conditions for reactor decommissioning trust fund agreements. The conditions are as follows:

- ! The trust must be an external trust fund held in the United States, established pursuant to a written agreement with an entity that is a State or Federal government agency or whose operations are regulated by a State or Federal agency.
- ! The trust agreement must prohibit trust investments in securities or other obligations of the reactor owner or its affiliates, successors, or assigns.
- ! The trust agreement must prohibit investments in any entity owning one or more nuclear power plants, except for investments tied to general market indices or non-nuclear sector mutual funds.
- ! The trust agreement must stipulate that the agreement cannot be amended in any material respect without 30-days prior written notice to the NRC, and that no amendment to the trust may be made if the trustee receives written notice of objection from the NRC within the notice period.
- ! The trust agreement must stipulate that the trustee, investment advisor, or anyone else directing investments made by the trust should adhere to a "prudent investor" standard.

- ! The trust agreement must provide that no disbursements or payments from the trust may be made by the trustee until the trustee has first given the NRC 30-days prior written notice, and that no disbursements or payments from the trust may be made if the trustee receives written notice of objection from the NRC within the notice period (other than for payment of routine administrative expenses).
- ! The person directing the investment of the funds can not use the licensee or its affiliates or subsidiaries as the investment manager for the funds or accept day-to-day management direction of the funds' investments or direction on individual investments by the funds from the licensee or its affiliates or subsidiaries.

The staff prepared the following proposed revisions to the Draft Regulatory Guide 1.159, Rev. 1 (DG-1106):

- ! Incorporated material from NUREG-1577, Rev. 1, "Standard Review Plan on Power Reactor Licensee Financial Qualification and Decommissioning Financial Assurance" to provide criteria for determining the meaning of "acceptable to NRC," "under the administrative control of the licensee," and other terms that are currently not defined in the regulatory guide.
- ! Developed a list of trust provisions and concomitant explanations based on the model trust language in Regulatory Guide 1.159 that are currently not described in the text of the regulatory guide.
- ! Explained or defined other terms and conditions such as "subsidiaries," "affiliates," "successors," and "assigns." Explained acceptable types of investments tied to market indices or nonnuclear mutual funds.
- ! Explained a "material" change or amendment to the trust instrument.
- ! Explained certain concepts. For example, the current regulatory guide suggests that licensees "should," rather than "must" ensure that trust funds meet certain requirements, such as effectiveness, under pertinent State trust law. Thus, the Regulatory Guide reflects the requirements of the proposed rule, where applicable.
- ! Explained the intent and effect of cross-references to other sources of authority, such as the Internal Revenue Service, the Federal Energy Regulatory Commission (FERC), and State requirements. In some cases, the current regulatory guide suggests that trust funds that meet the requirements of these other sources of authority will be acceptable to NRC. The revised guidance explains that compliance with these other sources of authority will be acceptable within the scope of the topic addressed (e.g., investment criteria or amount of annual payment into the trust fund), but are not measures of the overall acceptability of the trust instrument to NRC. In some cases, compliance with these requirements will not, by itself, constitute acceptability to NRC.

- ! Gave a clear and consistent description of the investment guidelines for decommissioning trust funds. Current references in the regulatory guide to State laws, FERC requirements, and other standards are somewhat ambiguous.
- ! Revised the Sample Parent Guarantee to eliminate NRC as a direct beneficiary within the guarantee. This modification reflects current NRC practice.

COORDINATION:

The Office of the General Counsel has no legal objection to this paper. The Office of the Chief Financial Officer has reviewed this Commission paper for resource implications and has no objections. The Committee to Review Generic Requirements (CRGR) has agreed to delay CRGR review of the proposed rule until public comments have been resolved and the final rule is prepared.

RECOMMENDATION:

That the Commission:

1. Approve the notice of proposed rulemaking for publication (Attachment 2).
2. Certify that this rule, if promulgated, will not have a negative economic impact on a substantial number of small entities in order to satisfy requirements of the Regulatory Flexibility Act, 5 U.S.C. 605(b).3.

Note:

1. The rulemaking will be published in the *Federal Register* with a 75-day public comment period.
2. A draft regulatory analysis will be available in the Public Document Room (Attachment 3).
3. A draft of Regulatory Guide 1.159, Rev. 1, "Assuring the Availability of Funds for Decommissioning Nuclear Reactors," will be available for public comment (Attachment 4).
4. The Chief Counsel for Advocacy of the Small Business Administration will be informed of the certification regarding economic impact on small entities and the basis for it, as required by the Regulatory Flexibility Act.
5. Copies of the *Federal Register* notice of proposed rulemaking will be distributed to all affected Commission licensees. The notice will be sent to other interested parties upon request.
6. A public announcement will be issued.
7. The appropriate Congressional committees will be informed.

8. This proposed rule amends information collection requirements that are subject to the Paperwork Reduction Act of 1995 (44 U.S.C. 3501 et seq.). This rule is being sent to the Office of Management and Budget for review and approval of the paperwork requirements.

/RA/

William D. Travers
Executive Director
for Operations

Attachments:

1. SRM dated 02/09/00
2. Federal Register Notice
3. Regulatory Analysis
4. Draft Regulatory Guide 1.159
Rev. 1



UNITED STATES
NUCLEAR REGULATORY COMMISSION

WASHINGTON, D.C. 20555-0001

February 9, 2000

RELEASED TO THE PDR

2/9/00 *WSE*
date initials

SECRETARY

MEMORANDUM TO: William D. Travers
Executive Director for Operations

FROM: Annette Vietti-Cook, Secretary *Annette Vietti-Cook*

SUBJECT: STAFF REQUIREMENTS - SECY-00-0002 - PART 50
RULEMAKING PLAN FOR DECOMMISSIONING TRUST
PROVISIONS

The Commission has approved proceeding with rulemaking to revise 10 CFR Part 50 related to decommissioning trust provisions. The staff should provide the proposed rule and regulatory guide to the Commission in February, 2001. Any specific trust fund terms and conditions necessary to protect the funds fully should be set out in the rule itself, not in the regulatory guide. Sample language for trust agreements consistent with the terms and conditions within the rule may be provided within the associated regulatory guide.

(EDO)

(SECY Suspense:

2/23/01)

cc: Chairman Meserve
Commissioner Dicus
Commissioner Diaz
Commissioner McGaffigan
Commissioner Merrifield
OGC
CIO
CFO
OCA
OIG
OPA
Office Directors, Regions, ACRS, ACNW, ASLBP (via E-Mail)
PDR
DCS

DF03

NUCLEAR REGULATORY COMMISSION

10 CFR Part 50

RIN 3150-AG52

Decommissioning Trust Provisions

AGENCY: Nuclear Regulatory Commission.

ACTION: Proposed rule.

SUMMARY: The Nuclear Regulatory Commission (NRC) is proposing to amend its regulations relating to decommissioning trust provisions for nuclear power plants. The NRC proposes to require that decommissioning trust agreements be in a form acceptable to the NRC in order to increase assurance that an adequate amount of decommissioning funds will be available for their intended purpose. Until recently, direct NRC oversight of the terms and conditions of the decommissioning trusts was not necessary because rate regulators typically exercised such authority. With deregulation, this oversight may cease and the NRC may need to take a more active oversight role.

DATES: Submit comments on the proposed rule and accompanying regulatory guide (75 days after publication in the Federal Register). Comments received after this date will be considered if it is practical to do so, but the Commission is able to ensure consideration only for comments received on or before this date.

ADDRESSES: Mail comments to: Secretary, U.S. Nuclear Regulatory Commission, Washington, DC 20555-0001. ATTN. : Rulemakings and Adjudications Staff.

Deliver comments to: 11555 Rockville Pike, Rockville, Maryland, between 7:30 am and 4:15 p.m. on Federal workdays.

You may also provide comments via the NRC's interactive rulemaking website at <http://ruleforum.llnl.gov>. This site provides the capability to upload comments as files (any format), if your web browser supports that function. For information about the interactive rulemaking website, contact Ms. Carol Gallagher, (301) 415-5905 (e-mail: CAG@nrc.gov).

Certain documents related to this rulemaking, including comments received, the draft regulatory analysis and the draft Regulatory Guide, DG-1106, "Proposed Revision 1 of Regulatory Guide 1.159, Assuring the Availability of Funds for Decommissioning Nuclear Reactors," may be examined, and/or copied for a fee, at the NRC's Public Document Room, One White Flint North, 11555 Rockville Pike (first floor), Rockville, Maryland. These same documents also may be viewed and downloaded electronically via the interactive rulemaking website established by NRC for this rulemaking.

Documents created or received at the NRC after November 1, 1999, are also available electronically at the NRC's Public Electronic Reading Room on the Internet at <http://www.nrc.gov/NRC/ADAMS/index.html>. From this site, the public can gain entry into the NRC's Agency wide Document Access and Management System (ADAMS), which provides text and image files of NRC's public documents. For more information, contact the NRC Public Document Room (PDR) Reference staff at 1-800-397-4209, (301) 415-4737, or by email to pdr@nrc.gov.

FOR FURTHER INFORMATION CONTACT: Brian J. Richter, Office of Nuclear Reactor Regulation, Washington, DC 20555-0001, telephone (301) 415-6835, e-mail bjr@nrc.gov.

SUPPLEMENTARY INFORMATION:

I. Background

Until recently, rate regulators have generally exercised direct oversight of the terms and conditions of decommissioning trust agreements. Extensive NRC involvement was not necessary. Because this oversight may cease with deregulation, the NRC believes it needs to take a more active oversight role. 10 CFR 50.75(e) allows sinking fund payment or prepayment into external decommissioning trusts as two of several acceptable financial assurance methods. These methods are used by virtually all nuclear power plant licensees. The NRC included sample language for decommissioning trust agreements in guidance issued in August 1990 (Regulatory Guide 1.159, "Assuring the Availability of Funds for Decommissioning Nuclear Reactors"), but the NRC's regulations do not explicitly require that specific terms and conditions be included in the decommissioning trust agreements or that the decommissioning trust agreements be in a form acceptable to the NRC. This proposed rule attempts to remedy this situation.

II. Rulemaking Initiation

In a staff requirements memorandum (SRM) dated August 10, 1999, the Commission directed the NRC staff to initiate a rulemaking to require that decommissioning trust agreements be in a form acceptable to the NRC in order to increase assurance that an adequate amount of decommissioning funds will be available for their intended purpose. This SRM was in response to SECY-99-170 (July 1, 1999), "Summary of Decommissioning Fund Status Reports," in which the NRC staff noted that it intended to continue to review

decommissioning trust agreements in license transfers on a case-by-case basis and impose appropriate conditions in the orders approving these transfers. However, the NRC staff believes that efficiency would be increased if the NRC codified this practice generically in the regulations. Also, based on experience with approving the transfers of the operating licenses of the Three Mile Island Unit 1, Pilgrim, Clinton, Oyster Creek, and other nuclear power stations, the NRC staff believes this rulemaking could expedite similar transfers in the future by providing increased regulatory predictability. The proposed rule and accompanying revisions to regulatory guidance, if adopted, would provide uniform decommissioning trust terms and conditions for all power reactor licensees. The NRC staff issued a rulemaking plan for Decommissioning Trust Provisions, SECY-00-0002, on December 30, 1999. The plan called for amending 10 CFR 50.75 and a revision to Regulatory Guide 1.159, "Assuring the Availability of Funds for Decommissioning Nuclear Reactors." The Commission approved the plan on February 9, 2000, directing the NRC staff to include specific trust fund terms and conditions necessary to protect funds fully in the rule itself and suggested that sample language for trust agreements consistent with the terms and conditions within the rule be provided in the associated regulatory guide.

III. Proposed Action

The NRC is proposing to amend its regulations on decommissioning trust agreements. The proposed action would state that the trust provisions must be acceptable to the NRC and contain general terms and conditions that the NRC believes are required to ensure that funds in the trusts will be available for their intended purpose. To accomplish this objective, the NRC is proposing to modify paragraphs 10 CFR 50.75(e)(1)(i) and (ii), and to add a new paragraph,

10 CFR 50.75(h) to its regulations. The changes in §50.75(e) specify that the trust should be an external trust fund in the United States, established pursuant to a written agreement and with an entity that is a State or Federal government agency or an entity whose operations are regulated by a State or Federal agency. Paragraph 50.75(h) will reference the other paragraphs in § 50.75 where necessary and will discuss the terms and conditions that the NRC believes are necessary to ensure that funds in the trusts will be available for their intended purpose. As an accompaniment to this rulemaking, the NRC intends to update Regulatory Guide 1.159 to include sample trust fund language containing these terms and conditions.

IV. Discussion

The NRC believes that certain decommissioning trust language should be standardized to increase assurance of the protection of public health and safety by requiring that the decommissioning trusts: (1) ensure that special care is taken to safeguard the trust corpus from investment risks, (2) provide adequate information concerning the trust to the NRC, and (3) provide safeguards against improper payments from the trust.

These issues are now of particular interest to the NRC because deregulation of the electric utility industry can potentially lead to several changes in the structure of ownership of nuclear power reactors that could affect reactor decommissioning trust funds. These changes include the following:

- Relaxation or elimination of regulatory oversight by State Public Utility Commissions (PUCs) or the Federal Energy Regulatory Commission (FERC).
With utility industry deregulation, State PUCs and/or FERC may no longer have jurisdiction over electricity rates of the kind that they now exercise. Under regulation, utilities are reimbursed for their costs, including nuclear

decommissioning trust fund costs, from approved rates charged ratepayers. If, under deregulation, PUCs and/or FERC no longer approve rates they will also no longer have a basis for establishing stringent accounting and financial controls. Without these controls, PUCs may determine that they have no basis for specifying terms and conditions for nuclear reactor decommissioning trust funds or for monitoring those trust funds.

- Changes in ownership of nuclear generating facilities. Under deregulation, vertically integrated public utilities that generate electricity, own and manage the transmission system, and sell power to the ultimate consumers may gradually become less prevalent. Instead, generating facilities may be separated (i.e., "spun off") within a holding company structure or sold to power-producing companies that sell electricity as a commodity to other companies that service consumers. Currently, certain energy companies that are non-utility suppliers of electricity have announced their intention to acquire nuclear power plants. After these acquisitions, State PUCs and/or FERC may no longer have jurisdiction over the energy company obtaining the reactors. NRC is required to determine the suitability of transferring reactor licenses from the former licensee to a new licensee.

To date, as part of its review of requests for license transfer in connection with the sale of nuclear power reactors, the NRC staff has examined whether reasonable assurance of decommissioning funding will continue to be provided. As a result, the NRC staff is proposing to both codify existing practice and consider enhancements to trust agreements to strengthen these agreements in the future environment of deregulation. As a condition for NRC staff approval, the NRC has required certain clauses (some that parallel criteria in Regulatory Guide 1.159 and others that parallel FERC requirements) to be included in decommissioning trust

funds. The NRC staff has essentially been using these evaluative tests in its review of decommissioning trusts in license transfers involving an unregulated license. In view of deregulation, the NRC staff believes that these tests are also appropriate for evaluating the trust agreements of all NRC power reactor licensees.

This section of the paper presents a set of evaluative tests for assessing whether particular terms and conditions for decommissioning trust funds will help meet NRC's goals of providing "reasonable assurance that adequate funds are available," and that lack of funds will not result in delays in decommissioning creating public health and safety problems.

The following tests do not address the amount of funds in the decommissioning trust, a topic that NRC dealt with in its 1998 rule (63 FR 50465). However, the tests address how to assess the certainty that assured funds will be available. The tests were obtained by reviewing existing requirements of the NRC, the Internal Revenue Service, FERC, and several States that currently apply to decommissioning trusts, as well as non-binding recommendations created by those agencies for those trusts.

Certainty can be evaluated under several basic tests:

Test (1) Is the trust fund valid and enforceable?

The trust instrument should be required to include information that helps to ensure and to demonstrate its validity. A requirement that the instrument be valid under State law, while helpful, does not identify any features of the trust that demonstrate its validity. The trust must be in writing and include the names and signatures of the parties entering into the agreement; their titles; the dates of signing (and the effective date, if different); notarization of the signatures; a description of the basic agreement being entered into; and an affirmative statement that the trustee accepts the appointment.

An important measure of the enforceability of the trust is whether the trustee is clearly able to remain financially solvent and capable of providing the necessary services over the period that the trust is in effect. Factors that address the trustee's reliability include requirements that the trustee be qualified or licensed, and demonstrate that it has a particular level of financial backing. The financial condition of an institutional trustee may be addressed in licensing of the trustee through requirements for specified levels of operating capital or reserves.

Test (2) Do the terms of the instrument ensure that funds can be used only for certain key activities — reactor decommissioning and specified administrative costs of the trust — rather than a broad range of potentially conflicting uses?

This test is to ensure that the trust contains provisions that use of the decommissioning trust funds is reserved for decommissioning and routine and minor administrative expenses.

Test (3) Is the trust protected against events, such as amendment or cancellation, that could lessen NRC's ability to direct the use of necessary funds in a timely manner?

To address this particular problem, the following features of the trust are very important. The trust should contain provisions describing procedures for its amendment and cancellation. NRC approval should be required for both these actions when amendment or cancellation could materially affect timely access to decommissioning funds. Because disagreements over interpretation of the trust could delay payment, the trust should contain rules of interpretation

that specify how disagreements should be resolved. Payment should occur upon the happening of triggering events, even if differences of opinion about the trust have not been resolved.

Test (4) Do the terms of the trust ensure that NRC will receive timely notice of all important information concerning the trust?

Trustees generally prepare annual reports and accounting summaries indicating the sums on hand, investment results, taxes due, and payments into the trust. These reports can be supplied to NRC, upon request, if NRC determines that it has a need for the information. In general, however, NRC determined in its rulemaking in 1998 that biennial reports of any material changes in the trust, plus information on the status of funds in the trust, were sufficient to monitor the trust funds. Thus, no changes to the current frequency of reporting requirements are being proposed.

Test (5) Do the terms of the trust place appropriate limits on the investments that the trustee may make?

This is typically accomplished by specifying allowed or disallowed investments and by defining a “prudent” investment. If the NRC relies upon a “prudent investment” standard adopted by investment specialists (e.g., the Third Restatement of Trusts) it will need to track how that standard is being interpreted in practice. In the past, standards for the definition of prudent investments have evolved over time. For example, increasing use of diversified investment portfolios led to changing standards about whether each investment in a portfolio, rather than the portfolio as a whole, needed to be prudent. Similarly, increasing use of mutual

funds led to relaxation of the prohibition on delegation of investment decisions by a trustee to a fund manager. Because of these and other evolving changes to the then-existing "prudent man" rule, the American Law Institute adopted a new "prudent investor" rule in the Restatement of the Law Third, Trusts in 1992 (Third Restatement). In addition, the National Conference of Commissioners on Uniform State Laws promulgated a Uniform Prudent Investor Act in 1994, and numerous States have since adopted the entire Act or amended their State laws to reflect it. However, the rule cannot be said to be completely uniform across the country, and continued evolution can be expected.¹

In view of the above tests, the NRC believes that assurance can be enhanced by specifying in 10 CFR 50.75 essential terms and conditions of the decommissioning trusts that address the following topics:

- The trust must be an external trust fund held in the United States, established pursuant to a written agreement and with an entity that is any appropriate State or Federal government agency or whose operations are regulated by a State or Federal agency.

- The trust agreement must provide that trust investments are prohibited in securities or other obligations of the reactor owner or its affiliates, successors, or assigns.

¹See Train, J. and Wolfe, T., Investing and Managing Trusts under the New Prudent Investor Rule, Harvard Business School Press, 1999.

- The trust agreement must provide that trust investments are prohibited in any entity owning one or more nuclear power plants, except for investments tied to general market indices or non-nuclear sector mutual funds.

- The trust agreement must provide that the agreement cannot be amended in any material respect without 30-days prior written notification to the NRC, and there is no objection from the NRC within the notice period.

- The trust agreement must provide that the trustee, investment advisor, or anyone else directing investments made by the trust should adhere to a “prudent investor” standard.

- The trust agreement must provide that no disbursements or payments from the trust may be made by the trustee until the trustee has first given the NRC 30-days prior written notice, and that no disbursements or payments from the trust may be made if the trustee receives written notice of objection from the NRC within the notice period (other than for payment of ordinary administrative expenses).

- The person directing the investment of the funds is prohibited from engaging the licensee or its affiliates or subsidiaries as investment manager for the funds or from accepting day-to-day management direction of the funds’ investments or direction on individual investments by the funds from the licensee or its affiliates or subsidiaries.

The NRC currently does not include an extensive set of prescriptive requirements in its regulations for the terms and conditions of reactor decommissioning trusts. Rather, the NRC requires only that the funds be segregated from the licensee's assets and outside the licensee's administrative control. A trust fund used to accomplish these purposes must be acceptable to the NRC. This overall approach gives licensees great flexibility in how they set up a decommissioning trust fund, but it provides little guidance to them concerning what trust provisions NRC will find acceptable. NRC's Standard Review Plan NUREG-1577, Rev. 1 contains references to recent regulatory amendments, as well as useful explanations of certain key regulatory terms, that are not found in the older Regulatory Guide 1.159. However, Regulatory Guide 1.159 contains a model trust that provides an example of the trust terms that NRC finds acceptable. As a result, Regulatory Guide 1.159 is being expanded and updated. The NRC is seeking public comment on the draft revised regulatory guide. Comments may be submitted as indicated under the ADDRESSES heading.

An alternative approach would be for the NRC to specify the precise wording of the trust provisions in its regulations. The NRC does not believe it would be either feasible or desirable to change its overall approach by specifying mandatory wording in regulations for the entire decommissioning trust fund. Based on the wide variety of trust instruments that are currently in use for decommissioning trust funds, it appears that, at a minimum, several of these trust fund templates would be needed (e.g., a model master trust fund agreement; a model for a qualified fund under Internal Revenue Code Section 468A; and a model for a non-qualified fund). Substantial time and considerable costs, both to licensees and to the NRC, would be necessary to fit the disparate trust instruments currently in use into any templates established by NRC. In addition, the requirements in 10 CFR 50.75 would become more prescriptive.

With respect to the issuance of DG-1106, "Proposed Revision 1 of Regulatory Guide 1.159, Assuring the Availability of Funds for Decommissioning Nuclear Reactors," the NRC:

- Incorporates material from NUREG-1577, Rev. 1, “Standard Review Plan on Power Reactor Licensee Financial Qualification and Decommissioning Financial Assurance” that provides criteria for determining the meaning of the terms “acceptable to NRC,” “under the administrative control of the licensee,” and other terms used in the pertinent regulations that are currently not defined in the regulatory guide.
- Develops a list of trust provisions, based on the model trust language contained in Regulatory Guide 1.159 that identifies key provisions in the model language that currently are not described in the text of the regulatory guide. The NRC has also provided explanations of these provisions.
- Provides explanations or definitions of other terms and conditions such as “subsidiaries,” “affiliates,” “successors,” “assigns,” and similar terms. In addition, an explanation is provided of the types of investments tied to market indices or non-nuclear mutual funds that will be acceptable.
- Provides explanation of what is likely to constitute a “material” change or amendment to the trust instrument.
- Provides explanations of certain concepts that are currently ambiguous. For example, the current regulatory guide suggests that licensees “should” ensure that trust funds meet certain requirements, such as effectiveness under pertinent State trust law. This may be confusing to licensees who believe that trusts must be legally effective.

- Explains the intent and effect of cross references to other sources of authority, such as Internal Revenue Service, FERC, and State requirements. In some cases, the current regulatory guide suggests that trust funds that meet the requirements of these other sources of authority will be acceptable to NRC. The revised guidance explains that compliance with these other sources of authority will be acceptable, within the scope of the topic that they address (e.g., investment criteria or amount of annual payment into the trust fund), but are not measures of the overall acceptability of the trust instrument to NRC. In some cases, compliance with these requirements will not be sufficient, by itself, to constitute acceptability to the NRC.

- Provides a clear and consistent description of the investment guidelines pertinent to decommissioning trust funds. Current references in the regulatory guide to State law, FERC requirements, and other standards appear to create some ambiguity concerning the precise limits of the investment guidelines and what they include.

- Revises the Sample Parent Guarantee to eliminate NRC as a direct beneficiary within the guarantee. This modification reflects current NRC practice.

Section-by-Section Analysis

50.75(e)

This subsection would be amended by the addition of a sentence to both paragraphs 50.75(e)(1)(i), which deals with the prepayment method of financial assurance, and

50.75(e)(1)(ii), which deals with the external sinking fund method of financial assurance. The sentences would call for the trust to be an external trust fund held in the United States, established pursuant to a written agreement with an entity that is a State or Federal government agency or whose operations are regulated by a State or Federal agency. These amendments would be used by the NRC staff in evaluating the first test addressed in the Discussion Section relating to trust agreement validity and enforceability.

50.75(h)

This is a new subsection which would implement the following conditions. The trust agreement must prohibit trust investments in securities or other obligations of the reactor owner or its affiliates, successors, or assigns. The trust agreement must prohibit investments in any entity owning one or more nuclear power plants. This is proposed to address the concerns raised in Test 5 relating to the appropriate limits on investments. The investment may, however, be tied to general market indices or non-nuclear sector mutual funds. The trust agreement must stipulate that the agreement cannot be amended in any material respect without 30-days prior written notice to the NRC, and that no amendment to the trust may be made if the trustee receives written notice of objection from the NRC within that notice period. This is being proposed to address the lessening of NRC's ability to direct the use of necessary funds in a timely manner as discussed in Test 3. The trust agreement must stipulate that the trustee, investment advisor, or anyone else directing investments made by the trust should adhere to a "prudent investor" standard. The trust agreement must provide that no disbursements or payments from the trust (other than payment of routine administrative expenses) may be made by the trustee until the trustee has first given the NRC 30-days prior written notice, and that no disbursements or payments from the trust may be made if the trustee receives written notice of objection from the NRC within that notice period. This would ensure

that the funds can be used only for certain key activities as identified in Test 2. The person directing the investment of the funds may not use the licensee or its affiliates or subsidiaries as the investment manager for the funds or accept day-to-day management direction of the funds' investments or direction on individual investments by the funds from the licensee or its affiliates or subsidiaries.

V. Finding of No Significant Environmental Impact: Environmental Assessment

The Commission has determined under the National Environmental Policy Act of 1969, as amended, and the Commission's regulations in Subpart A of 10 CFR Part 51, that this rule, if adopted, would not be a major Federal action significantly affecting the quality of the human environment and therefore an environmental impact statement is not required. The basis for this determination reads as follows: This action is being proposed to require that decommissioning trust agreements be in a form acceptable to the NRC in order to increase assurance that an adequate amount of decommissioning funds would be available for their intended purpose. Because of deregulation within the electric power generation industry, the NRC will need to take increased responsibility to oversee decommissioning trust funds as State Public Utility Corporations may no longer oversee these funds.

This revision to the NRC's regulations would provide licensees with a codification of requirements and guidance that will specify more fully the provisions of the decommissioning trust agreements. The proposed rule would state that the trust provisions must be acceptable to the NRC and would contain general objectives and criteria that the NRC believes are required to ensure that funds in the trusts would be available for their intended purpose. These proposed changes would not lead to any increase in the effect on the environment of the decommissioning activities considered in the final rule published on June 27, 1988 (53 FR

24018) as analyzed in the Final Generic Environmental Impact Statement on Decommissioning of Nuclear Facilities (NUREG-0586, August 1988).² Therefore, promulgation of this rule would not introduce any impacts on the environment not previously considered by the NRC. The NRC staff is not aware of any other documents related to the environmental impact of this action. The foregoing constitutes the environmental assessment and finding of no significant impact for this proposed rule.

The determination of this environmental assessment is that there would be no significant offsite impact to the public from this action. However, the general public should note that the NRC welcomes public participation. The NRC has also committed to complying with Executive Order (EO) 12898-Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, dated February 11, 1994, in all its actions. Therefore, the NRC has also determined that there are no disproportionate, high, and adverse impacts on minority and low-income populations. In the letter and spirit of EO 12898, the NRC is requesting public comment on any environmental justice considerations or questions that the public thinks may be related to this proposed rule but somehow were not addressed. The NRC uses the following working definition of "environmental justice:" the fair treatment and meaningful involvement of all people, regardless of race, ethnicity, culture, income, or educational level with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. Comments on any aspect of the environmental assessment, including environmental justice, may be submitted to the NRC as indicated under the ADDRESSES heading.

²Copies of NUREG-0586 are available for inspection or copying for a fee from the NRC's Public Document Room, located at One White Flint North, 11555 Rockville Pike (first floor), Rockville, Maryland 20555-0001. Copies may be purchased at current rates from the U.S. Government Printing Office, P.O. Box 37082, Washington, DC 20402-9328 (telephone (202) 512-1800); or from the National Technical Information Service (NTIS) by writing NTIS at 5285 Port Royal Road, Springfield, VA 22161.

The NRC has sent a copy of this proposed rule to every State Liaison Officer and requested their comments on the environmental assessment.

VI. Paperwork Reduction Act Statement

This proposed rule amends information collection requirements that are subject to the Paper Work Reduction Act of 1995 (44 U.S.C. 3501 *et seq.*). This rule has been submitted to the Office of Management and Budget for review and approval of the information collection requirements.

The burden to the public for this information collection is estimated to average 80 hours per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining data needed, and completing and reviewing the information collection. The U.S. Nuclear Regulatory Commission is seeking public comment on the potential impact of the information collections contained in the proposed rule and on the following issues:

1. Is the proposed information collection necessary for the proper performance of the functions of the NRC, including whether the information will have practical utility?
2. Is the estimate of burden accurate?
3. Is there a way to enhance the quality, utility, and clarity of the information to be collected?

4. How can the burden of the information collection be minimized, including the use of automated collection techniques?

Send comments on any aspect of this proposed information collection, including suggestions for reducing the burden, to the Records Management Branch (T-6 E6), U.S. Nuclear Regulatory Commission, Washington, DC 20555-0001, or by Internet electronic mail at BJS1@NRC.GOV; and to the Desk Officer, Office of Information and Regulatory Affairs, NEOB-1202, (3150-XXXX), Office of Management and Budget, Washington, DC 20503.

Comments to OMB on the information collections or on the above issues should be submitted by (insert 30 days after publication in the *Federal Register*). Comments received after this date will be considered if it is practical to do so, but assurance of consideration cannot be given to comments received after this date.

VII. Public Protection Notification

If a means used to impose an information collection does not display a currently valid OMB control number, the NRC may not conduct or sponsor, and a person is not required to respond to, the information collection.

VIII. Regulatory Analysis

The Commission has prepared a draft regulatory analysis on this proposed regulation. The analysis examines the costs and benefits of the alternatives considered by the Commission. The draft analysis is available for inspection in the NRC Public Document Room,

One White Flint North, 11555 Rockville Pike (first floor), Rockville, Maryland. Single copies of the analysis may be obtained from Brian J. Richter, Office of Nuclear Reactor Regulation, U.S. Nuclear Regulatory Commission, Washington, DC 20555-0001, telephone (301) 415-1878, e-mail bjr@nrc.gov.

The Commission requests public comment on the draft analysis. Comments on the draft analysis may be submitted to the NRC as indicated under the **ADDRESSES** heading.

IX. Regulatory Flexibility Certification

In accordance with the Regulatory Flexibility Act of 1980 (5 U.S.C. 605(b)) as amended by the Small Business Regulatory Enforcement Fairness Act of 1996, Public Law 104-121 (March 29, 1996), the Commission certifies that this rule will not, if promulgated, have a significant economic impact on a substantial number of small entities. This proposed rule affects only the licensing, operation, and decommissioning of nuclear power plants. The companies that own these plants do not fall in the scope of the definition of "small entities" set forth in the NRC's size standards (10 CFR 2.810).

X. Backfit Analysis

The Regulatory Analysis for the proposed rule also constitutes the documentation for the evaluation of backfit requirements, and no separate backfit analysis has been prepared. As defined in 10 CFR 50.109, the backfit rule applies to

. . . modification of or addition to systems, structures, components, or design of a facility; or the design approval or manufacturing license for a facility; or the procedures

or organization required to design, construct or operate a facility; any of which may result from a new or amended provision in the Commission rules or the imposition of a regulatory staff position interpreting the Commission rules that is either new or different from a previously applicable staff position. . . .

The proposed amendments to NRC's requirements for decommissioning trust provisions of nuclear power plants would require that decommissioning trust agreements be in a form acceptable to the NRC in order to increase assurance that an adequate amount of decommissioning funds will be available for their intended purpose. Also, as nuclear power reactors have been sold, NRC has stipulated, in connection with license transfers, that certain terms and conditions be added to decommissioning trust funds. These sales may involve transfers of nuclear power reactors from regulated public utilities to firms that are not regulated as public utilities. Because rate regulators may, as a consequence of utility deregulation, cease to exercise direct oversight over decommissioning trusts, the Commission directed the NRC staff to initiate a rulemaking to require that decommissioning trust agreements are in a form acceptable to the NRC.

Although some of the changes to the regulations are reporting requirements, that are not covered by the backfit rule, other elements in the changes are considered backfits because they would modify, supplement, or clarify the regulations with respect to: (1) the fact that the NRC will need to exercise greater oversight of decommissioning trust funds as State Public Utility Commissions reduce their oversight as a result of deregulation within the electric power generation industry, and (2) the NRC exercising more oversight of decommissioning trusts in evaluating license transfer applications. The NRC has concluded on the basis of the documented evaluation required by 10 CFR 50.109(4)(a)(4) and set forth in the regulatory analysis, that the new or modified requirements are necessary to ensure that nuclear power reactor licensees provide for adequate protection of the public health and safety in the face of a

changing competitive and regulatory environment not envisioned when the reactor decommissioning funding regulations were promulgated and that the changes to the regulations are in accord with the common defense and security. Therefore, the NRC has determined to treat this action as an adequate protection backfit under 10 CFR 50.109(a)(4)(ii). Consequently, a backfit analysis is not required and the cost-benefit standards of 10 CFR 50.109(a)(3) do not apply. Further, these changes to the regulations are required to satisfy 10 CFR 50.109(a)(5).

XI. National Technology and Transfer and Advancement Act

The National Technology Transfer and Advancement Act of 1995, Pub. L. 104-113, requires that Federal agencies use technical standards developed or adopted by voluntary consensus standards bodies unless the use of such a standard is inconsistent with applicable law or otherwise impractical. There are no consensus standards regarding the reporting of status of decommissioning trust funds because of revised trust agreements of nuclear power plant licensees nor relating to license transfers that would apply to the requirements imposed by this rule. Thus, the provisions of this Act do not apply to this rule.

XI. List of Subjects in 10 CFR Part 50

Antitrust, Classified information, Criminal Penalties, Fire protection, Intergovernmental relations, Nuclear power plants and reactors, Radiation protection, Reactor siting criteria, and Reporting and recordkeeping requirements.

PART 50 - DOMESTIC LICENSING OF PRODUCTION AND UTILIZATION FACILITIES

1. The authority citation for Part 50 continues to read as follows:

AUTHORITY: Secs. 102, 103, 104, 105, 161, 182, 183, 186, 189, 68 Stat. 936, 937, 938, 948, 953, 954, 955, 956, as amended, sec. 234, 83 Stat. 1244, as amended (42 U.S.C. 2132, 2133, 2134, 2135, 2201, 2232, 2233, 2236, 2239, 2282); secs. 201, as amended, 202, 206, 88 Stat. 1242, as amended, 1244, 1246 (42 U.S.C. 5841, 5842, 5846).

Section 50.7 also issued under Pub. L. 95-601, sec. 10, 92 Stat. 2951 (42 U.S.C. 5851). Section 50.10 also issued under secs. 101, 185, 68 Stat. 955 as amended (42 U.S.C. 2131, 2235), sec. 102, Pub. L. 91-190, 83 Stat. 853 (42 U.S.C. 4332). Sections 50.13, 50.54(dd), and 50.103 also issued under sec. 108, 68 Stat. 939, as amended (42 U.S.C. 2138). Sections 50.23, 50.35, 50.55, and 50.56 also issued under sec. 185, 68 Stat. 955 (42 U.S.C. 2235). Sections 50.33a, 50.55a and Appendix Q also issued under sec. 102, Pub. L. 91-190, 83 Stat. 853 (42 U.S.C. 4332). Sections 50.34 and 50.54 also issued under sec. 204, 88 Stat. 1245 (42 U.S.C. 5844). Sections 50.58, 50.91, and 50.92 also issued under Pub. L. 97-415, 96 Stat. 2073 (42 U.S.C. 2239). Section 50.78 also issued under sec. 122, 68 Stat. 939 (42 U.S.C. 2152). Sections 50.80 - 50.81 also issued under sec. 184, 68 Stat. 954, as amended (42 U.S.C. 2234). Appendix F also issued under sec. 187, 68 Stat. 955 (42 U.S.C. 2237).

2. In §50.75, the introductory text of paragraph (e)(1) and paragraphs (e)(1)(i) and (e)(1)(ii) would be revised, and a new paragraph (h) would be added to read as follows:

§50.75 Reporting and recordkeeping for decommissioning planning.

* * * * *

(e)(1) Financial assurance is to be provided by the following methods.

(i) Prepayment. Prepayment is the deposit made preceding the start of operation into an account segregated from licensee assets and outside the administrative control of the licensee and its subsidiaries or affiliates of cash or liquid assets such that the amount of funds would be sufficient to pay decommissioning costs at the time permanent termination of operations is expected. Prepayment may be in the form of a trust, escrow account, Government fund, certificate of deposit, deposit of Government securities or other payment acceptable to the NRC. Such trust, escrow account, Government fund, certificate of deposit, deposit of Government securities, or other payment shall be established pursuant to a written agreement and maintained at all times in the United States with an entity that is an appropriate State or Federal government agency or an entity whose operations in which the prepayment deposit is managed are regulated and examined by a Federal or State agency. A licensee may take credit for projected earnings on the prepaid decommissioning trust funds using up to a 2 percent annual real rate of return from the time of future funds' collection through the projected decommissioning period. This includes the periods of safe storage, final dismantlement, and license termination, if the licensee's rate-setting authority does not authorize the use of another rate. However, actual earnings on existing funds may be used to calculate future funds needs.

(ii) External sinking fund. An external sinking fund is a fund established and maintained by setting funds aside periodically in an account segregated from licensee assets and outside the administrative control of the licensee and its subsidiaries or affiliates in which the total amount of funds would be sufficient to pay decommissioning costs at the time permanent termination of operations is expected. An external sinking fund may be in the form of a trust, escrow account, Government fund, certificate of deposit, deposit of Government securities, or other payment acceptable to the NRC. Such trust, escrow account, Government fund, certificate of deposit, deposit of Government securities, or other payment shall be established

pursuant to a written agreement and maintained at all times in the United States with an entity that is an appropriate State or Federal government agency or an entity whose operations in which the external sinking fund is managed are regulated and examined by a Federal or State agency. A licensee may take credit for projected earnings on the external sinking funds using up to a 2 percent annual real rate of return from the time of future funds' collection through the decommissioning period. This includes the periods of safe storage, final dismantlement, and license termination, if the licensee's rate-setting authority does not authorize the use of another rate. However, actual earnings on existing funds may be used to calculate future fund needs. A licensee, whose rates for decommissioning costs cover only a portion of such costs, may make use of this method only for that portion of such costs that are collected in one of the manners described in this paragraph, (e)(1)(ii). This method may be used as the exclusive mechanism relied upon for providing financial assurance for decommissioning in the following circumstances:

* * * * *

(h)(1) Licensees using prepayment or an external sinking fund to provide financial assurance shall provide in the terms of the trust, escrow account, government fund, or other account used to segregate and manage the funds that--

(i) The trustee, manager, investment advisor, or other person directing investment of the funds:

(A) Is prohibited from investing the funds in securities or other obligations of the licensee or any other owner or operator of the power reactor or their affiliates, subsidiaries, successors or assignees, or in securities of any other entity owning one or more nuclear power plants, except for investments tied to market indices or non-nuclear sector mutual funds;

(B) Is obligated to ensure that all investments are rated at least “investment grade” or equivalent;

(C) Is obligated at all times to adhere to a prudent investor standard in investing the funds; and

(D) Is prohibited from engaging the licensee or its affiliates or subsidiaries as investment manager for the funds or from accepting day-to-day management direction of the funds’ investments or direction on individual investments by the funds from the licensee or its affiliates or subsidiaries.

(ii) The trust, escrow account, Government fund, or other account used to segregate and manage the funds may not be amended in any material respect without written notification to the Director, Office of Nuclear Reactor Regulation, or the Director, Office of Nuclear Material Safety and Safeguards, as applicable, at least 30 working days prior to the proposed effective date of the amendment. The licensee shall provide the text of the proposed amendment and a statement of the reason for the proposed amendment. The trust, escrow account, Government fund, or other account may not be amended if the person responsible for managing the trust, escrow account, Government fund, or other account receives written notice of objection from the Director, Office of Nuclear Reactor Regulation, or the Director, Office of Nuclear Material Safety and Safeguards, as applicable, within the notice period; and

(iii) No disbursement or payment may be made from the trust, escrow account, Government fund, or other account used to segregate and manage the funds until written notice of the intention to make a disbursement or payment has been given the Director, Office of Nuclear Reactor Regulation, or the Director, Office of Nuclear Material Safety and Safeguards, as applicable, at least 30 working days prior to the date of the intended disbursement or payment. The disbursement or payment from the trust, escrow account, Government fund or

other account may be made following the 30 day notice period if the person responsible for managing the trust, escrow account, government fund, or other account does not receive written notice of objection from the Director, Office of Nuclear Reactor Regulation, or the Director, Office of Nuclear Material Safety and Safeguards, as applicable, within the notice period. Disbursements or payments from the trust, escrow account, Government fund, or other account used to segregate and manage the funds, other than for payment of ordinary administrative expenses, are restricted to decommissioning expenses or transfer to another financial assurance method acceptable under paragraph (e) of this section until final decommissioning has been completed.

(2) Licensees using a surety method, insurance, or other guarantee method to provide financial assurance shall provide that the trust established for decommissioning costs to which the surety or insurance is payable contains in its terms the requirements in paragraphs (h)(1)(i), (ii) and (iii) of this section.

Dated in Rockville, Maryland, this day of 2001.

For the Nuclear Regulatory Commission.

Annette L. Vietti-Cook,
Secretary of the Commission.

REGULATORY ANALYSIS FOR AMENDING REACTOR DECOMMISSIONING TRUST FUND TERMS AND CONDITIONS

The NRC has determined that it would be necessary to revise the NRC regulations to require that decommissioning trust agreements be in a form acceptable to the NRC in order to increase assurance that an adequate amount of decommissioning funds will be available for their intended purpose. It intends to do this by requiring that the decommissioning trust agreements: (1) ensure that special care is taken to safeguard the trust corpus from investment risks, (2) provide adequate information concerning the trust to the NRC, and (3) provide safeguards against improper payments from the trust.

1. Statement of the Problem and Objective

With the advent of deregulation of the electric generating industry, State rate regulators are no longer overseeing the terms and conditions of licensees' decommissioning trust agreements. As a result, it is necessary for the NRC to take a more active oversight role to ensure that there is no diminution of efficacy of the trust agreements. Further, given the NRC's recent experience with license transfers and the expected receipt of additional transfers in the future, this rulemaking would expedite future transfers by providing regulatory predictability and stability for license transfers.

2. Identification and Preliminary Analysis of Alternative Approaches

In order to address this issue and respond to an August 10, 1999, Staff Requirements Memorandum (SRM), the NRC staff submitted a rulemaking plan to the Commission on December 30, 1999 (SEC-00-0002). The plan identified two rulemaking options. The Commission approved the rulemaking plan and one of the options in an SRM on February 9, 2000. In the SRM, the Commission directed the NRC staff to include any specific trust fund terms and conditions necessary to protect the funds fully in the rule itself, and that sample language for trust agreements consistent with the terms and conditions within the rule may be provided in the regulatory guide.

3. Estimation and Evaluation of Values and Impacts

With respect to the proposed oversight activities, licensees are already required by NRC regulations to execute decommissioning trusts (if that is the financial assurance option they chose) regardless of whether the trusts are required to be reported to, or regulated by, a rate regulator. The NRC staff estimates that the proposed rulemaking would impose a one-time burden of about 40 to 80 additional hours for each licensee to prepare an initial review of and revisions to its trust agreement to ensure the trust agreement's consistency with the objectives and criteria of the rule and to fully consider the related guidance in revised Regulatory Guide 1.159. When the licensee's trust is consistent with the NRC's revised guidance, less licensee effort would be needed. (Based on a previous NRC staff review of trust agreements, most appear to contain provisions consistent with sample trust terms and conditions contained in current Regulatory Guide 1.159. However, those sample terms and conditions are being updated and expanded to address issues that have arisen as a result of deregulation and increased license transfer activity.) Further, if the new requirements cause a licensee to revise its trust agreement, it must submit a revised report to the NRC on the status of its

decommissioning funding, consistent with the requirements contained in 10 CFR 50.75(f)(1). The NRC staff would then need to review the report, which the staff estimates would take approximately 2 to 4 hours per report. Also, if one assumes that 50 licensees would need to submit revised reports, the impact on the NRC staff would range from 100 to 200 staff hours.

Also, with respect to license transfers, the NRC is proposing financial assurance conditions it deems necessary in orders approving the transfers. The savings to licensees engaged in license transfers would result from standardized trust agreement language that could be included prior to submission of license transfer applications. The NRC would also benefit from being able to perform reviews of trust agreements based on common regulations and guidance. Reviews of the license transfer trust agreements take a minimum of 40 NRC staff hours and are more likely in the 80- to 100-hour range. For both the trust agreement portion and the license transfer component of the proposed rule, it appears that there will not be a significant increase in burdens on either licensees or the NRC.

In general, it appears that the greatest benefits that would result from this proposed rule are the increased assurance that an adequate amount of decommissioning funds will be available for their intended purpose and the corresponding regulatory efficiency this proposed rule promotes.

4. Presentation of Results

As we noted above, the impact on a licensee to review and revise its trust agreement to make it consistent with the proposed rule and guidance is assumed to be between 40 to 80 hours. Using a base of 110 reactors results in an industry total impact of between 4400 to 8800 hours for all licensees to prepare an initial review of and revision to their trust agreements to ensure the trust agreements' consistency with the objectives and criteria of the rule and to fully consider the related guidance in revised Regulatory Guide 1.159. (In some cases, a report will cover more than one power reactor owned by the same licensee. In other cases, co-owners will submit separate responses for their proportionate shares of the same reactor.) At an average hourly rate of \$130, the total industry implementation cost is estimated to range between \$572,000 to \$1,144,000. The rate for an individual licensee is estimated to be between \$5200 to \$10,400.

Similarly, the initial impact of this proposed action on the NRC is for the NRC to review any new reports that licensees would need to submit based on the revised trust agreement guidance. As noted above, we assumed about half of the licensees (i.e., 50) would need to submit revised reports and the impact on the NRC staff (at 2 to 4 hours per report) would range from 100 to 200 hours or from \$7500 to \$150,000 assuming an hourly rate of \$75.

With respect to license transfers, licensees would save staff time by having explicit NRC requirements and guidance that should assist the licensees in the proper submittal of any transfers and eliminate the need to resubmit revised transfer applications. However, it is unclear as to the number of transfers that will be submitted to the NRC. The impact of improved license transfer guidance on the NRC is a decrease in the amount of staff time needed to approve license transfers. This is estimated to be about a 20 staff-hour reduction or a \$1500 savings to the NRC per transfer (assuming a \$75 hourly rate for NRC staff time). However, it is uncertain as to how many additional license transfers might be received by the NRC for review and approval.

There would be several additional benefits of this proposed rule. The greatest would be the increased assurance that there would not be any diminution of efficacy of the trust agreements and that the decommissioning funds would be available for their intended purpose. Further, by addressing this issue generically, through rulemaking, rather than continuing the current case-by-case approach, it is expected that the burden on the NRC staff would be reduced by several hours for each license transfer the NRC needs to approve. A last beneficial attribute of this proposed action is “regulatory efficiency” resulting from the expeditious handling of future license transfers by providing regulatory predictability and stability for the transfers.

5. Decision Rationale for Selection of the Proposed Action

As discussed above, the additional burdens on a licensee and the NRC are expected to be modest. However, the revised requirements are necessary to ensure that nuclear power reactor licensees provide for adequate protection of the public health and safety in face of a changing competitive and regulatory environment not envisioned when the reactor decommissioning funding regulations were promulgated and that the changes to the regulations are in accord with the common defense and security.

6. Implementation

The NRC staff proposes that any Federal rulemaking take effect 75 days after publication of the final rule in the Federal Register.



U.S. NUCLEAR REGULATORY COMMISSION
OFFICE OF NUCLEAR REGULATORY RESEARCH

February 2001
Division 1
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DRAFT REGULATORY GUIDE

Contact: B.J. Richter (301)415-1978

PREPUBLICATION

02/14/01

DRAFT REGULATORY GUIDE DG-1106
(Proposed Revision 1 of Regulatory Guide 1.159)

ASSURING THE AVAILABILITY OF FUNDS FOR DECOMMISSIONING NUCLEAR REACTORS

This regulatory guide is being issued in draft form to involve the public in the early stages of the development of a regulatory position in this area. It has not received complete staff review or approval and does not represent an official NRC staff position.

Public comments are being solicited on this draft guide (including any implementation schedule) and its associated regulatory analysis or value/impact statement. Comments should be accompanied by appropriate supporting data. Written comments may be submitted to the Rules and Directives Branch, Office of Administration, U.S. Nuclear Regulatory Commission, Washington, DC 20555-0001. Comments may be submitted electronically or downloaded through the NRC's interactive web site at WWW.NRC.GOV through Rulemaking. Copies of comments received may be examined at the NRC Public Document Room, 11555 Rockville Pike, Rockville, MD. Comments will be most helpful if received by

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A. INTRODUCTION

The general requirements for applications for license termination and decommissioning nuclear power, research, and test reactors are contained in 10 CFR Part 50, "Domestic Licensing of Production and Utilization Facilities." On June 27, 1988, the Commission published amendments to 10 CFR Part 50 (53 FR 24018) concerning specific criteria for decommissioning nuclear facilities. Subsequent amendments to these requirements have been promulgated, most recently on September 22, 1998 (63 FR 50465).

Amended 10 CFR 50.33(k), 50.75, and 50.82(b) require operating license applicants and existing licensees to submit information on how reasonable assurance will be provided that funds are available to decommission the facility. Amended 10 CFR 50.75 establishes requirements for indicating how this assurance will be provided, namely the amount of funds that must be provided, including updates, and the methods to be used for assuring funds.

This regulatory guide was developed in conjunction with the rule amendments and was originally published for public comment in May 1989 and in initial effective form in August 1990. Its purpose is to provide guidance to applicants and licensees of nuclear power, research, and test reactors concerning methods acceptable to the NRC staff for complying with requirements in the amended rule regarding the amount of funds for decommissioning. It also provides guidance on the content and form of the financial assurance mechanisms indicated in the rule amendments.

As a guidance document, this regulatory guide and its provisions are not designed to be restrictive or to represent binding requirements. The guide presents methods acceptable to the NRC staff for complying with the decommissioning regulations. The NRC staff recognizes that in certain circumstances (e.g., to meet requirements established by Federal or State economic regulatory agencies or to comply with other applicable laws) other approaches may be necessary.

The information collections contained in this draft regulatory guide are covered by the requirements of 10 CFR Part 50, which were approved by the Office of Management and Budget, approval number 3150-0011. If a means used to impose an information collection does not display a currently valid OMB control number, the NRC may not conduct or sponsor, and a person is not required to respond to, the information collection.

B. DISCUSSION

Decommissioning means to safely remove a facility or site from service and to reduce residual radioactivity to a level that permits release of the property for unrestricted use and termination of the license, or release of the property under restricted conditions and termination of the license. As used in this context, "facility" refers to the contaminated components (or non-contaminated components required to be dismantled to obtain access to contaminated components) of the site, buildings and contents, and equipment associated with all NRC-licensed activities within the scope of 10 CFR 50.75.

There are three primary methods of decommissioning nuclear reactors.

DECON is the method in which the equipment, structures, and portions of a facility and site containing radioactive contaminants are removed or decontaminated to a level that permits the property to be released for use in accordance with the NRC's definition of decommissioning, shortly after cessation of operations.

SAFSTOR is the method in which the nuclear facility is placed and maintained in a condition that allows the nuclear facility to be safely stored and subsequently decontaminated (deferred decontamination) to levels that permit release for use in accordance with the NRC's definition of decommissioning.

ENTOMB is the method in which radioactive contaminants are encased in a structurally long-lived material, such as concrete. The entombed structure is appropriately maintained, and continued surveillance is carried out until the radioactivity decays to a level permitting release of the property in accordance with the NRC's definition of decommissioning.

So that a lack of funds does not result in delays in or improper conduct of decommissioning that may adversely affect public health and safety, the rule amendments on decommissioning require that applicants and licensees provide reasonable assurance that adequate funds for performing decommissioning will be available at the end of operation. To provide this assurance, the rule requires that two factors be considered, namely, the amount of funds needed for decommissioning and the method used to provide financial assurance.

AMOUNT OF FUNDS FOR DECOMMISSIONING

Estimating the correct amount of funds needed for decommissioning is important to prevent funding shortfalls that could adversely affect public health and safety. Requirements for establishing funding amounts for decommissioning are set out in 10 CFR 50.33(k), 50.75, 50.82(a)(4), 50.82(a)(8), and 50.82(a)(9). These include:

- a. An initial certification amount (or, for non-power reactors, a site-specific estimate) established at the operating license stage (for existing licensees, by July 26, 1990) (10 CFR 50.75(b) and 50.75(c)(1)).
- b. Adjustments to the certification amount (or site-specific estimate) over the operating life and storage period, if any, of the facility. Specifically, 10 CFR 50.75(b) requires each licensee to annually adjust the initial certification amount by use of the equation in 10 CFR 50.75(c)(2), which provides for escalation factors for labor, energy, and waste burial; in addition, 10 CFR 50.75(f) requires each licensee to submit, about 5 years prior to the projected end of operation, a preliminary decommissioning cost estimate that includes an up-to-date assessment of the major factors that could affect the cost to decommission.

- c. A post-shutdown decommissioning activities report (PSDAR) to be submitted by the licensee to the NRC, and a copy to the affected States. This must be done prior to or within 2 years following permanent cessation of operations. The PSDAR must include a description of the planned decommissioning activities along with a schedule for their accomplishment, an estimate of expected costs, and a discussion that provides the reasons for concluding that the environmental impacts associated with site-specific decommissioning activities will be bounded by appropriate previously issued environmental impact statements. (10 CFR 50.82(a)(4)).
- d. A site-specific decommissioning cost estimate must be submitted to the NRC prior to the licensee using any funds in excess of amounts described in 10 CFR 50.82(a)(8)(ii). Also, such a cost estimate is required to be submitted within 2 years following permanent cessation of operations, if not already submitted. (10 CFR 50.82(a)(8)).
- e. A licensee is required by 10 CFR 50.82(a)(9)(ii)(F) to provide “[a]n updated site-specific estimate of remaining decommissioning costs . . .” as part of a license termination plan (LTP). In addition, 10 CFR 50.82(a)(9)(i) requires that a licensee must submit its LTP at least 2 years before the date of termination of the license.

As indicated in 10 CFR 50.75(b), each power reactor applicant and licensee is to provide certification of financial assurance. The specific information noted in b through e above must also be provided at the appropriate time. The certification amounts in 10 CFR 50.75(c)(1) act as threshold review levels. While not necessarily representing the actual cost of decommissioning for specific reactors, these certification amounts provide assurance that licensees are able to demonstrate adequate financial responsibility in that the bulk of the funds necessary for a safe decommissioning are being considered and planned for early in facility life, thus providing adequate assurance that the facility would not become a risk to public health and safety when it is decommissioned. To estimate increases in the cost of decommissioning over the operating life of the facility, 10 CFR 50.75(c)(2) contains a formula to account for inflation that has occurred in the labor, energy, and waste burial components of decommissioning costs.

As indicated in 10 CFR 50.75(d), each non-power reactor applicant and licensee is to submit a cost estimate for decommissioning its facility. For the purposes of this guidance, non-power reactor applicants and licensees are license applicants for or licensees of test and research reactors whose primary purpose is not to produce electricity. This initial cost estimate is not an exact accounting of the actual cost of decommissioning but is intended to provide an approximation of what decommissioning the reactor will cost at the proposed time of decommissioning. This estimate may be based on information from the literature (e.g., generic studies, licensee models, experience). Pacific Northwest National Laboratory has made a detailed cost estimate of the conceptual decommissioning for research and test reactors (Ref. 1) that can be used as a basis, for regulatory purposes, for developing estimates of the costs of decommissioning.

Use of the certification approach is a first step in providing reasonable assurance of decommissioning funds. The second step is that, five years prior to the expected end of operations, licensees are required to submit (or for non-power reactors, to update) a preliminary decommissioning cost estimate that includes an up-to-date assessment of the major factors that could affect the cost to decommission and the plans for adjusting levels of funds. In accordance with 10 CFR 50.82(c), for licensees that shut down their reactors prematurely, the collection period for any shortfall of funds will be determined on a case-by-case basis upon application by the licensee, taking into account the specific financial situation of each licensee. As required by 10 CFR 50.75(f), this estimated amount of decommissioning funds is to be based on a then-current assessment of major factors that could affect decommissioning cost and is to include relevant, up-to-date information. The third step is a licensee evaluation of specific decommissioning provisions close to the commencement of decommissioning. (Pursuant to 10 CFR 50.82(a), licensees must also submit a license termination plan at least 2 years before the expected date of termination of the license.) Together, these steps provide reasonable assurance that the NRC's objective will be met--namely, at the time of permanent end of operations, sufficient funds are available to decommission the reactor in a manner that protects public health and safety.

METHODS OF FINANCIAL ASSURANCE

NRC rules in 10 CFR 50.75 specify the general requirements for methods that are considered acceptable for providing reasonable assurance of the availability of funds for decommissioning nuclear reactors. These methods and how they are evaluated are discussed in detail in the supplementary information to the NRC rulemaking action that established the requirements ("General Requirements for Decommissioning Nuclear Facilities" (53 FR 24018, June 27, 1988; 61 FR 39301, July 29, 1996; and 62 FR 39091, July 21, 1997); and the action that recently amended the requirements ("Financial Assurance Requirements for Decommissioning Nuclear Power Reactors: Final Rule" (63 FR 50465, September 22, 1998)), in an NRC staff report (Ref. 2), and in the Generic Environmental Impact Statement on Decommissioning Nuclear Facilities (Ref. 3). These documents present a rationale for the acceptability of methods for providing financial assurance. The Supplementary Information accompanying the final decommissioning rule indicates that, although some methods for providing funding assurance now may not be available, they are allowed in the event that they become available. This guide addresses the more feasible alternatives in greater detail. Licensees are, of course, free to use any acceptable method as it becomes available.

Section 50.75 indicates that the following methods are acceptable for reactors (a glossary of these terms is provided in Appendix A).

- ! **Prepayment** - The deposit preceding the start of operation into an account segregated from the licensee's assets and outside the licensee's administrative control of cash or liquid assets such that the amount of funds would be sufficient to pay decommissioning costs. Prepayment can be in the form of a trust, escrow account, or government-held fund using certificates of deposit, deposits of government securities, or other liquid investments.

- ! **External Sinking Fund** - A fund established and maintained in an account segregated from the licensee's assets and outside the licensee's administrative control. The fund may be in the form of accounts or investments acceptable to the NRC, similar to those described above for prepayment but which are collected over the remaining operating life of the reactor or, in the case of a permanently shut down power reactor, over a period to be determined by the licensee and subject to NRC approval.
- ! **Guarantee Method** - can be in the form of surety bonds, letters of credit, or insurance; for non-electric-utility applicants and licensees, parent company guarantees may be used when a financial test specified in Appendix A to 10 CFR Part 30 is used.
- ! **Statement of Intent** by a government agency, if applicable, indicates that funds for decommissioning will be obtained when necessary.

To simplify the preparation, submittal, and review of information on funding methods acceptable for its non-reactor licensees, the NRC has prepared Regulatory Guide 3.66, "Standard Format and Content of Financial Assurance Mechanisms Required for Decommissioning Under 10 CFR Parts 30, 40, 70, and 72" (Ref. 4). This document contains recommended wording for financial assurance instruments. The instruments in Regulatory Guide 3.66 are included in modified form in this regulatory guide in Appendix B and are referenced in Regulatory Position 2. Because of the more extensive economic regulation faced by power reactor licensees as opposed to materials licensees, the sample wording is provided for illustration and is not necessarily recommended for use by any individual licensee.

C. REGULATORY POSITION

This section describes methods of implementing the general requirements for financial assurance for decommissioning for reactor licensees and applicants who must comply with 10 CFR Part 50.

Regulatory Position 1 provides guidance to applicants and licensees on establishing the amount of funds necessary for decommissioning as required by the regulations. Regulatory Position 2 provides guidance on methods acceptable to the NRC for assuring funds.

1. AMOUNT OF FUNDS FOR DECOMMISSIONING

1.1 Funding Requirements for the Decommissioning Report/Initial Amounts

1.1.1 Power Reactor Applicants and Licensees

For power reactor applicants and licensees, the initial certification amount of funds for decommissioning is based on the equations in 10 CFR 50.75(c)(1) and represents the minimum funding level that applicant and licensees must meet.

At its discretion, a power reactor licensee may submit a certification based either on the formulas provided in 10 CFR.75(c)(1) and (2) or, when a higher funding level is desired, on a facility-specific cost estimate that is equal to or greater than that calculated in the formula in 10 CFR 50.75(c)(1) or (2). A facility-specific cost estimate may include non-NRC-required costs, but such costs should be identified. If such a combined submittal is used, licensees should ensure that the NRC-required cost estimate for decommissioning costs as defined in 10 CFR 50.2 is equal to or greater than the amount stated in the formulas in 10 CFR 50.75(c)(1) and (2) as the basis for justifying a higher than minimum funding level. For certification amounts below the amount stated in the formulas in 10 CFR 50.75(c)(1) and (2), licensees must submit an exemption request containing details as outlined in Regulatory Position 1.4.

The purpose of the decommissioning report required under 10 CFR 50.33(k) and described in 10 CFR 50.75(b) and (c) is to provide reasonable assurance that licensees have a viable plan to accumulate funds in the certification amount, adjusted for inflation, by the projected time of permanent cessation of operations. Each licensee should submit a statement indicating the certification amount and inflation adjustment appropriate for its reactor or reactors together with a photocopy or conformed copy of the instrument being used to provide assurance of decommissioning funding. If an external sinking fund is being used, the proposed amount of annual (or more frequent) payments should be provided.

1.1.2 Non-Power Reactor Applicants and Licensees

For non-power-reactor applicants and licensees, the amount of funds is to be based on a cost estimate for decommissioning the facility and submitted to the NRC in a report required by 10 CFR 50.33(k). The cost estimate for decommissioning need not be an exact accounting of the actual cost of decommissioning, but rather an estimate of the costs for decommissioning the reactor. The PNL studies (Ref. 1) may be used by applicants or licensees for initial cost estimates with suitable adjustments to account for the facility-specific differences as discussed in Regulatory Position 1.4.2. The level of detail necessary to support the cost estimate is discussed in Regulatory Position 1.4.

1.2 Adjustments to Certification Amounts and Licensees

For electric utility applicants and licensees, certification amounts described in Regulatory Position 1.1 are to be adjusted annually based on 10 CFR 50.75(b) and (c)(2) and should be available for NRC inspection, as requested. The adjustment factor in 10 CFR 50.75(c)(2) is $0.65L + 0.13E + 0.22B$, where L, E, and B are escalation factors for labor, energy, and waste burial costs respectively. Although these adjustments are to be made annually, they need not be submitted to the NRC. Reasonably recent editions of the documents cited below should be used.

The adjustment factor¹ for labor, L, can be obtained from "Monthly Labor Review," published by the U.S. Department of Labor, Bureau of Labor Statistics (BLS). Specifically, the appropriate regional data from the table (currently Table 24) entitled "Employment Cost Index, Private Nonfarm Workers, by Bargaining Status, Region, and Area Size," subtitled "Compensation," should be used. (Reference 5 contains

¹ The derivation of the adjustment factors is explained in greater detail in Sections 3.1-3.5 of "Report on Waste Burial Charges," NUREG-1307, Revision 9, September 2000 (Reference 5).

information on obtaining the labor adjustment factors that are available on the World Wide Web.) L should be adjusted from a base value in Table 24 corresponding to the amounts in the decommissioning rule amendments that are in January 1986 dollars. The base values of L from the BLS data corresponding to January 1986 are 130.5, 127.7, 125.0, and 130.1 for the Northeast, South, Midwest, and West regions, respectively. However, the 1999 BLS index values are based on an index value of 100 in June 1989. The June 1989 base values are 144.3, 143.0, 146.3, and 144.7 for the same respective regions. The respective scaling factors are 1.555, 1.441, 1.409, and 1.449. A value of L may be calculated for each region by multiplying the 1989 value by the scaling factor and then dividing by the reference 1981 value. For example, the value of L in the Northeast region is $144.3 \times 1.555 \div 130.5 = 1.719$. This value of L could then be used in the equation in paragraph 50.75(c)(2) of the rule amendments for decommissioning a nuclear power plant located in the Northeast region of the U.S.

The adjustment factor for energy, E, can be obtained from the "Producer Price Indexes," published by the U.S. Department of Labor, Bureau of Labor Statistics (BLS). Specifically, data from the table (currently Table 6) entitled "Producer Price Indexes and Percent Changes for Commodity Groupings and Individual Items" (PPI) should be used. The energy term, E, is made up of two components, namely electric power, P, and fuel oil, F. Hence, E should be obtained from the BLS data by using the following equations: for the reference PWR, $[0.58P + 0.42F]$, and for the reference BWR, $[0.54P + 0.46F]$.² P should be taken from appropriate regional data for industrial power (Commodity code 0543 in Table 6) and F should be taken from data for light fuel oils (Commodity code 0573 in Table 6). These energy adjustment factors can also be obtained from BLS databases made available on the World Wide Web (See Reference 5, Appendix C for further information). As discussed for L in the preceding paragraph, P and F should be adjusted from a base value in the BLS table corresponding to the amounts, as specified in 10 CFR 50.75(c)(1), that are in January 1986 dollars. The base values of P and F from the BLS data corresponding to January 1986 are 114.2 and 82.0 respectively. No regional BLS data for these PPI commodity codes are currently available. All PPI values are based on a value of 100 for the year 1982 (Base 1982 = 100). Thus, the value of P and F for December 1999 are $126.5 \div 114.2 = 1.108$ and the value of F is $72.9 \div 82.0 = 0.889$; therefore the value of E in this case for the equation in 10 CFR 50.75(c) for the reference PWR is $[0.58 \times 1.108 + 0.42 \times 0.889] = 1.016$.

The escalation factor for waste burial, B, can be taken directly from data on the appropriate waste burial location in Table 2.1 of NUREG-1307, "Report on Waste Burial Charges" (Ref. 5). The base value of B for January 1986 is 1.0. This corresponds to the value used in the calculation of the waste burial cost for decommissioning in 10 CFR 50.75(c) and reflects the base cost for waste burial at the Washington site. For example, the value of B in January 2000 for the Washington burial site for a PWR is $2.223 \div 1.0 = 2.223$. Similarly, for South Carolina the values for a PWR in January 2000 (Atlantic Compact) is $17.922 \div 1.0$. These values for B could then be used in the equation in 10 CFR 50.75(c)(2).

Because this formula does not provide for estimates of future inflation but only of inflation that has already occurred, licensees should recalculate the certification amount

² These equations are derived from Table 6.3 of NUREG/CR-0130, Addendum 4 (Reference 6), and Table 5.3 of NUREG/CR-0672, Addendum 3 (Reference 7), respectively.

each year using the previous year's data as described in 10 CFR 50.75(c)(2). This recalculation is for certification purposes only and does not affect estimated future inflation that a licensee may calculate to establish amortization or collection schedules for rate-making purposes.

For non-electric-utility applicants and licensees who have prepared a decommissioning cost estimate, adjustments to the cost estimate should also be prepared annually but need not be submitted to the NRC staff (see Regulatory Position 1.5). However, updated calculations based on the formulas in 10 CFR 50.75(c) or on site-specific estimates are to be submitted every 2 years as part of the biennial report required in 10 CFR 50.75(f)(1).

1.3 Decommissioning Cost Estimates

Five decommissioning cost estimates are required to be developed and submitted for NRC review:

- An initial estimate is required that may be calculated according to 10 CFR 50.75(c) or the estimate may be site-specific and at least equal to the decommissioning cost from 10 CFR 50.75(c).
- Preliminary decommissioning cost estimate at or about 5 years before the projected end of operations in accordance with 10 CFR 50.75(f)(2).
- Estimate of expected costs contained in the Post-Shutdown Decommissioning Activities Report (PSDAR) in accordance with 10 CFR 50.82(a)(4)(i).
- Site-specific decommissioning cost estimate within 2 years following permanent cessation of operations in accordance with 10 CFR 50.82(a)(8)(iii).
- Updated site-specific estimate of remaining decommissioning costs contained in the License Termination Plan (LTP) in accordance with 10 CFR 50.82(a)(9)(ii)(F).

Guidance that is acceptable to the NRC staff is being developed to provide details on content and format for the reporting of these cost estimates. Draft Regulatory Guide DG-1085, "Standard Format and Content of Decommissioning Cost Estimates for Nuclear Power Reactors," is expected to be issued shortly.

In general, decommissioning cost estimates are provided by major activity and major decommissioning phase or time period. The cost estimate must account for the entire decommissioning work scope, but not for items that are outside the scope of the decommissioning process, such as the maintenance and storage of spent fuel in the spent fuel pool, the design or construction of spent fuel dry storage facilities, or other activities not directly related to the long-term storage, radiological decontamination and dismantlement (D&D) of the facility, or radiological decontamination of the site. If non-decommissioning cost items are included, these items should be identified separately.

Cost estimates should provide costs for each of the following (or similar) major activities and phases with a level of detail appropriate to the type of cost estimate.

- Major radioactive component removal — Reactor vessel and internals, steam generators, pressurizers, large bore reactor coolant system piping, and other large components that are radioactive to a comparable degree.
- Radiological D&D — Removal of remaining radioactive plant systems, including radiological decontamination.
- Management and support (undistributed costs) — Labor costs of utility support staff and decommissioning contractor staff, energy costs, regulatory costs, small tools, insurance, etc.
- Waste packaging/shipping — Placing waste in packages and shipping to waste vendors or burial site.
- Waste burial or waste vendor — Waste burial charges, including waste vendors' processing fees.
- Contingency — Allowance for unexpected costs.

Cost estimates should also include the assumptions, references, and bases for unit costs used in developing the estimates, as well as a description of how inflation is accounted for in the cost estimate. The cost estimate should be provided in current-year dollars. Escalation of the waste disposition costs are considered separately from the general inflation rate applicable to labor, material, and energy costs. Escalation factors are discussed in Regulatory Position 1.2.

1.4 Adjustments to Cost Estimates

In order to maintain adequate funds until completion of decommissioning, funding provisions should contain procedures for periodic review and adjustment of the initial estimate and subsequent amounts set aside, during both operation and any storage periods, based on the following.

1.4.1 Inflation

The effect of inflation on the estimated cost should be determined. For those licensees subject to the certification requirements of 10 CFR 50.75(b), the certification amount should be adjusted annually using the formula in 10 CFR 50.75(c)(2) (see Regulatory Position 1.2). For licensees using site-specific cost estimates (i.e., research and test reactor licensees, power reactor licensees not covered by 10 CFR 50.75(c), or licensees submitting preliminary or proposed decommissioning plans pursuant to 10 CFR 50.75(f) and 50.82(a)), new cost estimate studies should be conducted periodically to determine whether the estimate reflects cost changes from inflation or other factors. As an alternative to performing new site-specific cost estimates, licensees may use standard measures of price indexing such as the annual Consumer Price Index published by the U.S. Department of Labor, Bureau of Labor Statistics, or the inflation factor derived from the Implicit Price Deflator for the Gross National Product as published in the "Survey of Current Business" by the U.S. Department of Commerce or in "Economic Indicators" by the Council of Economic Advisors. The licensee may also use the factors indicated in Regulatory Position 1.2 for escalating the principal components of the cost estimate. Estimates of future inflation should bear a reasonable relationship to

recent (i.e., within 10 years) economic performance or other relevant economic conditions and factors. The licensee should document the bases for all estimates of past and future inflation.

1.4.2 Technological and Status Changes

For plant-specific decommissioning cost estimates, the effect of technological changes or changes in plant status (e.g., whether the plant has been shut down for an extended period) on the cost estimate should be determined. This could include reasonably determined recent developments in decontamination, waste processing and disposal, or cutting-equipment and other technology, updated information about the facility conditions such as larger levels of contamination than anticipated, updated waste disposal conditions, updated residual radioactivity limits, and experience gained from actually decommissioning similar facilities.

1.4.3 Frequency of Adjustment

Adjustment to the certification amount and site-specific cost estimates should be made at least once a year for the effects described in Regulatory Position 1.5.1. Adjustment to site-specific cost estimates for the effects described in Regulatory Position 1.5.2 should be made according to the amount of change experienced, as appropriate, but at least once every 5 years. Adjustments to funding levels to account for adjustments to the certification amount or site-specific cost estimates are addressed in Regulatory Position 2.2.5.

2. METHODS OF FINANCIAL ASSURANCE

Methods that are considered acceptable for reactors for assuring the availability of funds for decommissioning are in 10 CFR 50.75. The following sections provide specific guidance to licensees for complying with the various types of methods specified in 10 CFR 50.75.

2.1 Guidance Applicable to All Methods of Financial Assurance

2.1.1 If more than one licensee owns a facility, the method should provide clear indication of the funding provisions made by each licensee or agent acting for a licensee. Multiple licensees may, at their discretion, pool decommissioning funds for a jointly-owned facility or facilities as long as the contribution of each licensee and each facility are separately identifiable within the methods being used. Decommissioning funding plans may be submitted either jointly or separately by co-licensees. However, each licensee should ensure the accuracy of its pro rata share of the total NRC-required amount being certified plus periodic adjustments.

2.1.2 The applicant or licensee should indicate that the method used provides, or will provide at the projected cessation of operations, an amount at least equal to the estimated or certified decommissioning cost for the facility. If a licensee uses a combination of different methods for assuring decommissioning funds, the combined total of the methods being used should equal the certification amount, plus adjustments projected to be needed. At its discretion, a licensee may use an assurance method to provide funds for the adjusted certification amount plus non-NRC-required decommissioning costs.

2.1.3 The applicant or licensee should provide evidence that the parties signing the financial instrument (for the applicant or licensee) are authorized to represent the organization in the transaction.

2.1.4 The applicant or licensee should provide evidence that the financial instrument is either a conformed copy or photocopy of the original instrument.

2.1.5 Each of the methods of financial assurance should be capable of being adjusted to take into account variations in earnings and adjustments in the amount of funds being set aside for decommissioning both during operation and during storage periods, if any (see Regulatory Position 1.5). Adjustments to the annual amount of funds being set aside may be made to coincide with rate cases considered by a licensee's public utility commission (PUC) or by the Federal Energy Regulatory Commission (FERC). Adjustments also may be made to reflect the schedule of "ruling amounts" established by the Internal Revenue Service under Section 468A of the Internal Revenue Code for a qualified Nuclear Decommissioning Reserve Fund. However, the sum of the adjusted ruling amount in a qualified account plus the target amount in a non-qualified account should at least equal the amount indicated in 10 CFR 50.75(c). In every case, adjustments to the amount of funds set aside should be made at least once every year for licensees that are no longer rate-regulated or do not have access to a non-bypassable charge, and at least once every 5 years for licensees that are rate-regulated (see Regulatory Position 1.5).

2.1.6 The licensee should maintain continuity in the funding method as follows:

2.1.6.1. If the licensee decides to change the funding method during the life of the facility or during the storage period, the licensee should notify the Director, Office of Nuclear Reactor Regulation, or the Director, Office of Nuclear Material Safety and Safeguards, as applicable, of this change at least 30 working days in advance of its effective date. Significant modifications to a funding method should also be submitted to the Director, Office of Nuclear Reactor Regulation, or the Director, Office of Nuclear Materials Safety and Safeguards, as appropriate, at least 30 working days prior to the proposed effective date of the amendment, providing the text of the amendment and a statement of the reason for the proposed amendment.

2.1.6.2. If ownership or operating responsibility of a facility is transferred, the existing financial assurance method is to be maintained until such transfer is approved by the NRC pursuant to 10 CFR 50.80 and the transfer has been effected. (Sale-leaseback agreements do not require new or amended financial assurance mechanisms unless so provided by such agreements.)

2.1.6.3. An acceptable assurance method is to be maintained until the Part 50 license is terminated.

2.2 Prepayment and External Sinking Fund

These funding methods should have the following characteristics.

2.2.1. An applicant or licensee using a trust agreement, escrow account, or certificate of deposit to satisfy 10 CFR 50.75(c) may use the sample wording for those

methods contained in Appendices B.1, B.2, and B.3 of this guide. These sample forms have been provided for general guidance. Specific provisions may not be applicable to particular licensees and may be modified as a licensee's specific situation warrants. NRC expects that all prepayment or external sinking fund mechanisms will, at a minimum, satisfy the following conditions: (a) The instrument will meet the requirements of State law for that instrument, (b) it will provide for the segregation of decommissioning funds from the licensee's other assets, (c) it will ensure that the funds are outside the administrative control of the licensee, (d) it will ensure that special care is taken to safeguard the funds from investment risks, (e) it will ensure that adequate information concerning the funds is provided to NRC, and (f) it will provide safeguards against improper payments from the funds.

The condition stipulated in 10 CFR 50.75(e)(1)(ii) that an external sinking fund be "segregated from licensee assets" is intended to ensure that the integrity of decommissioning funds will be maintained, especially with respect to protection from creditors in a bankruptcy situation and to ensure continuity of funding during license transfers. A case-by-case "reasonableness" standard will be applied to licensee compliance with this provision. Key indicia of segregation include separation of the funds from the other assets of the licensee through a transfer to an independent custodian or manager and separate accounting. The phrase "segregation from licensee assets" does not require that the fund be placed in an entity, such as a grantor trust, that is established as a separate tax-paying entity. Licensees should be aware, however, that such a trust will provide greater protection in bankruptcy than the escrow or certificate of deposit.

2.2.2 The following key provisions should be included in the trust instrument (or, when relevant, to the escrow or government fund agreement) to ensure that it is acceptable to NRC:

2.2.2.1. The trust agreement should state the purpose of the trust and the nuclear facility must be identified by license or NRC docket number. An acceptable statement of purpose is the statement required for a trust agreement to qualify as a Nuclear Decommissioning Reserve Fund under Section 468A of the Internal Revenue Code. To qualify under Section 468A, the trust agreement should state that the trust is established for the exclusive purpose of providing funds for the decommissioning of one or more nuclear plants.

2.2.2.2. The trust agreement should specify that the trust fund is established for the benefit of the licensee of the facility and/or the NRC. More than one licensee may be identified. Under Section 468A a single trust agreement may establish two or more Nuclear Decommissioning Funds when a nuclear power plant is owned by two or more licensees. Similarly, a trust agreement may contain both qualified and non-qualified decommissioning funds.

2.2.2.3. The trust agreement should specify the obligations of the trustee with respect to investments, as described below under Regulatory Position 2.2.3.

2.2.2.4. The trust agreement should specify the circumstances under which payments will be made from the trust. It must provide that no disbursements or payments may be made from the trust by the trustee until the trustee has first given the

NRC 30 working days written notice, and that no disbursements or payments from the trust may be made if the trustee receives prior written notice of objection from the Director, Office of Nuclear Reactor Regulation, or the Director, Office of Nuclear Material Safety and Safeguards, as appropriate. (Reasonable administrative expenses and taxes on trust fund earnings may be paid from the trust without prior notification to the NRC.) After decommissioning has begun and withdrawals from the decommissioning fund are being made pursuant to 10 CFR 50.82(a)(8)(i), no further notification need be made to the NRC.

If the trust is a qualified Nuclear Decommissioning Fund under Section 468A, it must provide that the assets in the fund will be used only as authorized by Section 468A and regulations thereunder.

2.2.2.5. The trust agreement must specify that amendments to the trust must be executed in writing, and that the agreement cannot be amended in any material respect without 30 working days prior written notification to the Director, Office of Nuclear Reactor Regulation, or the Director, Office of Nuclear Material Safety and Safeguards, as appropriate. An amendment is material if it revises any key provision of the trust, particularly including the investment provisions, terms relating to the provision of information to NRC, terms relating to payments from the trust, and terms relating to amendments to the trust. Licensees should interpret the phrase “amended in any material respect” broadly.

2.2.3 The trust agreement should specify that the trustee’s obligations with respect to investments include (1) day-to-day investment management of the fund, guided by general investment instructions that the trustee may receive from the licensee or a licensee’s designated investment manager, (2) the obligation of the trustee to select investments and perform trust management under the “prudent investor” rule, and (3) the obligation of the trustee to avoid specifically prohibited investments, as described below.

2.2.3.1. The requirement that the trust should not be under the “administrative control of the licensee” will be met if day-to-day investment decisions are made by the trustee or investment manager and not by the licensee. Licensees may exercise general management oversight of trust fund investments to the extent allowed under State trust law. The NRC staff recognizes that licensees have legitimate interests and responsibilities in ensuring appropriate investment strategies for these funds and monitoring the progress of investments. However, licensees should avoid active day-to-day management of these funds. In this regard, if a trustee is unable to act as an investment manager, use of a professional investment manager will be necessary.

2.2.3.2. The trust agreement must prohibit investments in securities or other obligations of the licensee or any other owner or operator of the facility as well as their affiliates, subsidiaries, successors or assignees. An affiliate is any company that controls, is controlled by, or is under common control with the licensee or any other owner or operator of the facility. A subsidiary is any company that is owned or controlled directly or indirectly by the licensee or any other owner or operator of the facility. A successor or assignee is a company that has acquired possessory rights to the licensee, the facility, or any other owner or operator of the facility.

2.2.3.3. The trust agreement must prohibit investments in securities of other power reactor licensees or any entity owning or operating one or more nuclear power plants, except for investments tied to market indices or investments in non-nuclear mutual funds.

2.2.3.4. Investments selected with the approval of or guidance from the State PUC with jurisdiction over the licensee or from FERC would be acceptable to the NRC staff.

2.2.3.5. Licensees that are not subject to PUC or FERC jurisdiction should limit investments to “investment-grade” securities, such as investment-grade bonds and preferred stocks, which are those rated at least “BBB” or equivalent by a national rating service. Speculative issues of common stocks (e.g., “bulletin board” stocks on the NASDAQ exchange, “pink sheet” stocks, and stocks not traded on major exchanges) and high yield (“junk”) bonds should be avoided.

2.2.4 The escrow account, certificate of deposit, or trust agreement must comply with applicable state law for such instruments.

2.2.5 The financial assurance instrument, signed by individuals authorized to act for the appropriate parties, should be maintained in the licensee's records and be available for inspection until termination of the Part 50 license. If feasible, records or duplicates should be maintained onsite.

2.2.6 The trustee of a fund should be an entity that has the authority to act as a trustee and whose trust operations are regulated or examined by a State or Federal agency or, if a government fund is being used, the appropriate State or Federal government agency. The word “national” in the title of a financial institution signals that the institution is federally regulated, as do the initials “N.A.,” or the words “National Association,” or “a national banking association.” The “examinations” department of the appropriate district office of the Office of the Comptroller of the Currency can provide information about whether the institution has trust powers. The word “State” in the title of a financial institution signals that the institution is State regulated. The examinations department of the applicable State banking authority can provide information about whether the institution has trust powers. Domestic branches of foreign banks may be either Federally regulated or State regulated. Eligibility of an institution can be checked through the “Trust Institutions Search” database, at <http://www2.fdic.gov/structur/trust/index.html> .

2.2.7. A trust agreement should include a clause in which the trustee accepts the responsibility of trusteeship.

2.2.8. Annual deposits in an external sinking fund, including projected earnings, should attempt to approximate the total amount remaining to be accumulated, divided by the remaining years of the license, as determined by the initial and updated certification amount specified in 10 CFR 50.75(c)(1) and (2).

Arithmetic precision is not required for fund accumulation rates. If, during the course of collecting funds, a licensee has accumulated significantly greater decommissioning funds than anticipated, it may reduce its remaining contributions commensurately. Likewise, if a licensee is significantly behind in collections, increased

contributions should be used to make up the deficit. A reasonable time may be used to make up any deficit, consistent with good-faith efforts to obtain appropriate rate relief. However, licensees should avoid undue reliance upon contributions weighted in constant dollars toward the end of projected facility operating life. Additionally, the NRC staff considers reliance on an estimated tax deduction for decommissioning expenses at the time such expenses are incurred to be a form of internal reserve and thus not allowed under 10 CFR 50.75(e). If sufficient rate relief by a State PUC or FERC is ultimately not obtained, licensee's stockholders will be expected to cover decommissioning costs through reduced return on equity. Projected rates of earnings on an external sinking fund during plant operation should reasonably approximate the historical real rate of earnings (i.e., after inflation) obtained by a given type of investment.

Licensees and license applicants who use either prepayment or an external sinking fund as a method for providing decommissioning funding assurance are allowed to take a 2 percent real rate of return credit (i.e., nominal rate of return less inflation) for future earnings on the decommissioning trust fund. (See 10 CFR 50.75(e)(1)(i) and (ii).) During plant operation, this credit should be taken for the remaining years left on the operating license, such that the amount of funds would be sufficient to pay decommissioning costs at the time termination of operation is expected. That is, during plant operation, the 2 percent credit may not be taken for any period, such as extended safe storage, that goes beyond expected termination of operation as specified in the operating license. If license renewal for a plant has been approved by the NRC, the licensee may use the extended license period as the basis for calculating the remaining amount to be collected. As the cost estimate for decommissioning is adjusted annually pursuant to 10 CFR 50.75(b)(2), the adjusted estimate, less amounts already accumulated and taking into account the 2 percent credit, should form the basis of future collections, funds already accumulated, plus projected future trust fund contributions, plus future projected earnings at the allowed 2 percent real rate, should be sufficient to pay decommissioning costs at the time termination of operation is expected. However, pursuant to 10 CFR 50.75(f)(2), when a licensee is within 5 years of the projected end of operations and submits its preliminary decommissioning cost estimate, the licensee may take the 2 percent earnings credit over a storage period, as long as the storage period and its cost implications for total decommissioning cost are specifically addressed in the preliminary decommissioning cost estimate.

2.3 Guarantee Methods

Guarantee methods include surety bonds, letters of credit, lines of credit, and insurance. Acceptable guarantee methods should have the following characteristics.

2.3.1 An applicant or licensee using a surety bond, letter of credit, or parent guarantee may use the sample wording for these methods contained in Appendices B.4, B.5, and B.6, respectively. These sample forms have been provided for illustrative purposes. Specific provisions may not be applicable to particular licensees and may be modified as a licensee's specific situation warrants. However, each licensee should be sure that the instrument being used conforms to applicable State law.

2.3.2 The following documents should be maintained in the licensee's records and be available for inspection by the NRC:

- ! For surety bonds: An originally signed duplicate or conformed copy of the surety bond signed by individuals authorized to act for the licensee and the surety company.
- ! For letters of credit, an originally signed duplicate or conformed copy of the letter of credit signed by individuals authorized to act for the licensee and the financial institution.
- ! For insurance, individuals authorized to act for the licensee and the insurer or a conformed copy of such.
- ! A standby trust fund to receive funds if the surety, letter of credit, or insurance is drawn upon.

2.3.3 The following should be considered for financial institutions used as guarantors:

- ! For surety bonds: The surety company must be listed by the U.S. Department of the Treasury in the most recent edition of Circular 570 and have a coverage limit sufficient to cover the cost estimates for which assurance is sought. Circular 570 is published annually about July 1 and is updated in the *Federal Register*.
- ! For letters of credit: The issuing institution must be an entity that has the authority to issue a letter of credit and whose letter of credit operations are regulated and examined by a Federal or State agency.
- ! For insurance: The insurance company must be licensed by State regulatory authorities to transact business as an insurer in one or more States.

2.3.4 If lines of credit are used, the applicant or licensee should obtain from the lender a written commitment to provide funds for all decommissioning expenditures required by the rule.

2.4 Standby Trust

2.4.1 Under the decommissioning regulations, a licensee or applicant using a surety bond, letter of credit, line of credit, or insurance must establish a "standby" trust fund to receive funds from the other financial instruments, if necessary. Under this arrangement, if a licensee defaults on decommissioning requirements, the issuer or provider of the instrument (or beneficiary, if appropriate) will draw on the funds held in the instruments listed and deposit them directly into the standby trust for use as required for decommissioning. In addition to the instruments listed, applicants or licensees using parent company guarantees, certificates of deposit, or government securities should establish a standby trust.

2.4.2 An applicant or licensee establishing a standby trust is directed to the sample wording for the instrument contained in Appendix B.3.2.

2.4.3 Appropriate documentation regarding the standby trust should be maintained in the licensee's records as indicated in Regulatory Position 2.2.2.

2.5 Governmental Statement of Intent

A government licensee or license applicant as designated in 10 CFR 50.75(e) can submit a statement of intent that contains a cost estimate for decommissioning and indicates that funds for decommissioning will be obtained when necessary. Federal licensees of power reactors are the only government licensees allowed to use a statement of intent. As defined in 10 CFR 50.2, a "federal licensee means any NRC licensee, the obligations of which are guaranteed by and supported by the full faith and credit of the United States Government." Non-power reactor licensees using a statement of intent may be Federal, State, or local government entities. The statement of intent should contain the following:

- ! Identification of the facility or facilities for which it provides the financial assurance and the corresponding decommissioning costs.
- ! An indication that funds for decommissioning will be requested and obtained sufficiently in advance of decommissioning to prevent delay of required activities.
- ! Evidence of the authority of the official of the government entity to sign the statement of intent.

A signed copy of the statement of intent that funds will be obtained when necessary should be maintained in the licensee's records and be available for inspection.

2.6 Biennial Reports

2.6.1 As provided in 10 CFR 50.75(f)(1), each power reactor licensee is required to report to the NRC on a calendar year basis, beginning on March 31, 1999, and every 2 years thereafter, on the status of its decommissioning funding for each reactor or share of a reactor that it owns. The information in this report must include, at a minimum, the amount of decommissioning funds estimated to be required, pursuant to 10 CFR 50.75(b) and (c), or a site-specific estimate, if greater than the amount in 10 CFR 50.75(c), as appropriate; the amount accumulated to the end of the calendar year preceding the date of the report; a schedule of the annual amounts remaining to be collected; the assumptions used regarding rates of escalation in decommissioning costs, rates of earnings on decommissioning funds, and rates of other factors used in funding projections; any contracts upon which the licensee is relying pursuant to 10 CFR 50.75(e)(1)(ii)(C); and any modifications to a licensee's current method of providing financial assurance occurring since the last submitted report, including material modifications to decommissioning trust agreements. Any licensee whose plant is within 5 years of the projected end of operation, or when conditions have changed such that it will close within 5 years or has already closed, is required to submit the report annually. Licensees of plants involved in mergers or acquisitions are also required to submit this report annually until the NRC has approved the merger or acquisition pursuant to 10

CFR 50.80. For such licensees, this report may be submitted as part of the licensee's license transfer application, provided that it contains the information described above.

2.6.2 As long as the information described above is included in the report, no specific reporting format is required. As part of the report, licensees do not need to submit a complete listing of all investments, although they should indicate broad categories of investments as a percent of the total trust portfolio (e.g., equities equal 20 percent of the total value of the trust, Federal Government bonds and notes equal 50 percent of the total value of the trust). Additionally, each licensee should indicate the assurance mechanism being used as a source of revenues for the external sinking fund (e.g., traditional "cost-of-service" ratemaking, a non-bypassable charge, long-term contracts that the NRC has found to be acceptable pursuant to 10 CFR 50.75(e)(1)(v)).³ If the assumed real earnings rate on an external sinking fund exceeds 2 percent, each licensee should indicate the specific rate ruling or decision by its rate regulator that documents the earnings rate being used, as provided in 10 CFR 50.75(e)(1)(i) or (ii). If a licensee is using an assurance mechanism other than an external sinking fund, it should include adjustments to the assurance mechanisms (e.g., a surety bond or letter of credit) as part of the report to account for any escalation since the previous report.

2.7 License Termination Plans

In 10 CFR 50.82(a)(9), submittal of a license termination plan is required at the time a licensee applies for termination of a license. The plan is to include provisions for funding. The following should be included:

- ! A site characterization;
- ! Identification of remaining dismantlement activities;
- ! Plans for site remediation;
- ! Detailed plans for the final radiation survey;
- ! A description of the end use of the site, if restricted;
- ! An updated site-specific estimate of remaining decommissioning costs; and
- ! A supplement to the environmental report, pursuant to 10 CFR 51.53, describing any new information or significant environmental change associated with the licensee's proposed termination activities.

2.8 Procedures for Prematurely or Previously Shutdown Reactors

The funding requirements of 10 CFR 50.75 and 50.82 apply to all reactors, including those that were shut down prior to the effective date of the final rule (July 27,

³ To the extent that power reactor licensees have received rate regulator approval to use market-based rates for a significant portion of their nuclear-related revenues (i.e., greater than 20 percent), the NRC will not consider them to be subject to traditional cost-of-service rate regulation for that portion of their rates.

1988), because these reactors possess a Part 50 license, albeit modified. As indicated in the Supplementary Information to the final rule, details concerning financial assurance, primarily the time period for accumulating funds not set aside during operation, would be decided on a case-by-case basis. In a final rule published July 9, 1992 (57 FR 30383), this case-by-case approach was extended to licensees of all power reactors that shut down prematurely. Each licensee should provide:

2.8.1 Information on how reasonable assurance will be provided that funds will be available to decommission the facility.

2.8.2 Information on the amount of funds for decommissioning as required by 10 CFR 50.75(f). That is, a cost estimate that includes provisions for adjusting the estimate should be submitted based on Regulatory Position 1.

2.8.3 Information on the method of financial assurance to be used as required by 10 CFR 50.75(e). That is, funds needed to complete decommissioning are to be placed in an account segregated from licensee assets and outside the licensee's administrative control, or a surety method or fund statement of intent should be maintained based on Regulatory Position 2.

D. IMPLEMENTATION

The purpose of this section is to provide information to applicants and licensees regarding the NRC staff's plans for using this regulatory guide.

This proposed revision has been released to provide information to applicants regarding the NRC staff's plans for using this regulatory guide. Except in those cases in which an applicant or licensee proposes an acceptable alternative method for complying with the specified portions of the NRC's regulations, the method to be described in the active guide reflecting public comments will be used to evaluate compliance with the requirements of 10 CFR 50.33(k), 50.75, and 50.82 applicable to the following nuclear reactors:

- (1) All plants having an operating license in effect on July 27, 1990, or later.
- (2) All plants for which an application for an operating license is submitted or under NRC review after the July 27, 1988, effective date of the final decommissioning rule (53 FR 24018, June 27, 1988).

REFERENCES

1. G.J. Konzek, "Technology, Safety, and Costs of Decommissioning Reference Nuclear Research and Test Reactors" (prepared by Pacific Northwest Laboratory for the U.S. Nuclear Regulatory Commission), NUREG/CR-1756, March 1982, and Addendum 1, July 1983.¹
2. Robert S. Wood, "Assuring the Availability of Funds for Decommissioning Nuclear Facilities," U.S. Nuclear Regulatory Commission, Draft Report, NUREG-0584, Rev. 3, March 1983.²
3. U.S. Nuclear Regulatory Commission, "Final Generic Environmental Impact Statement on Decommissioning of Nuclear Facilities," NUREG-0586, August 1988.¹
4. U.S. Nuclear Regulatory Commission, "Standard Format and Content of Financial Assurance Mechanisms Required for Decommissioning Under 10 CFR Parts 30, 40, 70, and 72," Regulatory Guide 3.66, June 1990.²
5. U.S. Nuclear Regulatory Commission, "Report on Waste Burial Charges," NUREG-1307, Revision 9, September 2000.¹
6. R. I. Smith, G. J. Konzek, and W. E. Kennedy, Jr., "Technology, Safety, and Costs of Decommissioning a Reference Pressurized Water Reactor Power Station" (prepared by Pacific Northwest Laboratory for the U.S. Nuclear Regulatory Commission), NUREG/CR-0130, June 1978; and Addendum 1, July 1979, Addendum 2, July 1983; Addendum 3, September 1984; and Addendum 4, July 1988.¹
7. H. D. Oak et al., "Technology, Safety, and Costs of Decommissioning a Reference Boiling Water Reactor Power Station" (prepared by Pacific Northwest Laboratory for the U.S. Nuclear Regulatory Commission), NUREG/CR-0672, June 1980; Addendum 1, July 1983; Addendum 2, September 1984; and Addendum 3, July 1988.¹

¹ Copies are available at current rates from the U.S. Government Printing Office, P.O. Box 37082, Washington, DC 20402-9328 (telephone (202)512-1800); or from the National Technical Information Service by writing NTIS at 5285 Port Royal Road, Springfield, VA 22161; <<http://www.ntis.gov/ordernow>>; telephone (703)487-4650; . Copies are available for inspection or copying for a fee from the NRC Public Document Room at 11555 Rockville Pike, Rockville, MD; the PDR's mailing address is USNRC PDR, Washington, DC 20555; telephone (301)415-4737 or (800)397-4209; fax (301)415-3548; email is PDR@NRC.GOV.

² Single copies of regulatory guides, both active and draft, and draft NUREG documents may be obtained free of charge by writing the Reproduction and Distribution Services Section, OCIO, USNRC, Washington, DC 20555-0001, or by fax to (301)415-2289, or by email to <DISTRIBUTION@NRC.GOV>. Active guides may also be purchased from the National Technical Information Service on a standing order basis. Details on this service may be obtained by writing NTIS, 5285 Port Royal Road, Springfield, VA 22161; telephone (703)487-4650; online <<http://www.ntis.gov/ordernow>>. Copies of active and draft guides are available for inspection or copying for a fee from the NRC Public Document Room at 2120 L Street NW., Washington, DC; the PDR's mailing address is Mail Stop LL-6, Washington, DC 20555; telephone (202)634-3273 or (800)397-4209; fax (202)634-3343; email <PDR@NRC.GOV>.

APPENDIX A GLOSSARY OF FINANCIAL TERMS

Certificate of Deposit (CD) - A bank's or other financial institution's written acknowledgment of the receipt and deposit of a sum of money by the licensee or applicant and its promise of repayment. When using a CD to demonstrate financial assurance for decommissioning, the licensee deposits with a bank or other financial institution funds sufficient to cover the certification amount or site-specific cost of decommissioning the licensed facility and receives a CD.

Escrow Account - An account containing funds deposited by the licensee or applicant and held by a bank or other financial institution. An escrow account differs from similar accounts in that the licensee or applicant provides funds that are held by the escrow until the happening of a contingency or the performance of a condition such as commencement of decommissioning, and then the funds are released to the grantor or the grantor's designee or, if appropriate, placed in the standby trust.

External Sinking Fund - A fund established and maintained by periodically setting funds aside in an account segregated from licensee assets and outside the licensee's administrative control. The total external sinking fund should be sufficient to pay decommissioning costs at the expected time of termination of operation. An external sinking fund may be in the form of a trust, escrow account, government fund, certificate of deposit, or deposits of government or corporate securities.

Financial Test - An accounting ratio requirement, net worth requirement, bond rating requirement, or similar requirement or combination of requirements that measures the financial strength of a firm providing financial assurance. The financial test is used by a firm that provides a guarantee to a licensee to show its own financial strength and its ability to support the guarantee. This mechanism is unavailable to electric utility (power reactor) licensees. (See Appendix A to 10 CFR Part 30.)

Insurance - Insurance in this case would be similar to surety bonding as discussed below in that it would guarantee that decommissioning costs will be paid to a trustee should the licensee default.

Letter of Credit - A binding agreement by which the issuing party, such as a bank or other financial institution, agrees on behalf of the applicant or licensee (the account party) to pay a governmental or government-approved authority (the beneficiary) in the event of any default by the licensee in the performance of decommissioning.

Line of Credit - An arrangement of the licensee with a lender (a bank or other financial institution) in which the lender agrees to provide funds required for decommissioning of the licensee's facility. The maximum amount of credit stated in the contract between the applicant or licensee and the lender must be at least sufficient to equal the certified or estimated cost of decommissioning.

Parent Company Guarantee - A promise by one party (the guarantor) to pay specified debts or perform specified obligations of another party (the principal) in the event that the principal fails to satisfy the debts or obligations. Specifically, to satisfy the decommissioning regulations, an applicant's or licensee's parent corporation guarantees providing specified dollar amounts to fund performance of decommissioning in the event of the licensee's default. A parent company guarantee can only be used if the parent company passes a financial test. (See Appendix A to 10 CFR Part 30.)

Prepayment - The deposit prior to the start of operation (or, for existing facilities, by a specified time provided in the regulations) into an account, segregated from licensee assets and outside the licensee's administrative control, of cash or liquid assets such that the amount of funds should be sufficient to pay decommissioning costs. Types of accounts can be similar to those described above for an external sinking fund.

Standby Trust Fund - A trust fund (see below) set up to receive funds from a surety, letter of credit, insurance, or guarantee when payment is made from them to ensure that the funds remain available for decommissioning.

Surety Bond - A guarantee that decommissioning costs will be paid should the licensee default. The surety bond is a contract that the licensee or applicant (the principal) enters into with a qualified surety company (the surety) to assure the Commission or State regulatory agency that the licensee will fulfill its decommissioning obligations. In the event of the licensee's default, the surety guarantees that decommissioning costs will be paid.

Trust Fund - A three-party agreement whereby the licensee or applicant, called the grantor or trustor, transfers assets to a trustee, such as a bank, other financial institution, or governmental authority, to hold on behalf of the beneficiary (e.g., the Commission or a State agency). The assets may be at least equal to the cost of decommissioning (prepayment) or may build up over time such that the amount of funds should be sufficient to pay decommissioning costs (external sinking fund).

APPENDIX B

EXAMPLES OF FINANCIAL ASSURANCE INSTRUMENTS

The following formats for financial assurance instruments provide samples of language and provisions for compliance with financial assurance requirements for decommissioning. Although the sample language is not required by decommissioning regulations, except for certain provisions in the parent guarantee, applicants and licensees will find that its use will simplify the submittal process. Licensees may add, delete, or modify sample provisions as their circumstances warrant. However, licensees should ensure that the financial assurance instruments being used are valid under applicable State law and comply with NRC's decommissioning regulations in 10 CFR 50.33, 50.75, and 50.82.

APPENDIX B-1
SAMPLE ESCROW AGREEMENT

ESCROW NUMBER _____

Paragraph 1. Establishment of Escrow Account

It is agreed between the parties that [insert name of licensee], licensee, has elected to establish an escrow account with [insert name, address, and position of escrow agent] to provide financial assurance for decommissioning of the facility(ies) in the amounts shown below:

[For each facility for which financial assurance is provided by the escrow agreement, list facility name, address, and license and/or docket number, corresponding estimated or certified decommissioning costs, and indicate amount of financial assurance provided by the escrow account.]

Paragraph 2. Description of Property in Escrow Account

It is hereby acknowledged by the parties that [list the assets that have been delivered to the escrow agent and indicate the value of each item] has (have) been delivered to escrow and will remain in the escrow account created by this agreement until one of the two conditions stated in Paragraph 3 of this agreement has been satisfied.

[Insert name of licensee] warrants to and agrees with [insert name of escrow agent] that, unless otherwise expressly set forth in this Agreement: there is no security interest in the property in the escrow account or any part thereof; no financing statement under the Uniform Commercial Code is on file in any jurisdiction claiming a security interest in or describing (whether specifically or generally) the escrow account or any part thereof; and the escrow agent shall have no responsibility at any time to ascertain whether or not any security interest exists or to file any financing statement under the Uniform Commercial Code with respect to the escrow account or any part thereof.

Paragraph 3. Conditions of Escrow Agreement

The property described in Paragraph 2, above, will remain in the escrow account created by this agreement until one of the two following conditions has been satisfied: (1) the decommissioning activities required by 10 CFR Part 50 have been authorized pursuant to paragraph 4 or completed, the license has been terminated, the facility site is available for use for public or private purpose, pursuant to NRC regulations, or the escrow account has been terminated by notice, in writing, from [insert name of licensee] or (2) the escrow agent, [insert name of the escrow agent] has been notified by the [insert NRC or name of the State regulatory agency] in writing, that the licensee, [name of licensee] has defaulted on the agreed obligation to carry out the decommissioning for the above listed facility(ies).

Paragraph 4. Disbursement of Property in Escrow Account

The [insert name of escrow agent] shall make payments from the escrow account upon the presentation of a certificate duly executed by the Secretary or appropriate Officer of

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the [insert name of licensee] attesting to the occurrence of the events, and in the form set forth in the attached Specimen Certificate, and upon presentation of a certification attesting to the following conditions:

- (1) that decommissioning is proceeding pursuant to an NRC-noticed or -approved plan, and
- (2) that the funds withdrawn will be expended for activities undertaken pursuant to that plan.

Or upon [insert name of escrow agent] receiving written notification of licensee default from the [insert NRC or State regulatory agency], [insert name of escrow agent] shall make payments from the escrow account as the [insert NRC or name of State regulatory agency] shall direct, in writing, to provide for the payment of the costs of the required decommissioning activities covered by this agreement. The escrow agent shall reimburse the licensee or other persons as specified by the [insert NRC or State regulatory agency] from the escrow account for expenses for required activities in such amounts as the [insert NRC or name of the State regulatory agency] shall direct in writing. In addition, the escrow agent shall refund to [insert name of licensee] such amounts as the [insert NRC or the name of the State regulatory agency] specifies, in writing. Upon refund, such funds shall no longer constitute part of the escrow account as described in paragraph 2, above.

Paragraph 5. Irrevocability

It is also agreed between the parties that this escrow is revocable upon delivery to [insert name of escrow agent], the escrow agent, only on the occurrence of one of the conditions described in Paragraph 3 above or by transfer of the funds held in escrow to another financial assurance mechanism permitted under 10 CFR 50.75(e).

Paragraph 6. Powers of the Escrow Agent

The only powers and duties of the escrow agent shall be to hold the escrow property and to invest and dispose of it in accordance with the terms of this agreement.

Escrow Account Management

The escrow agent shall invest and reinvest the principal and income of the escrow account and keep the escrow account invested as a single fund, without distinction between principal and income, in accordance with general investment policies and guidelines which the (insert name of licensee) may communicate in writing to the escrow agent from time to time, subject, however, to the provisions of the escrow account; the escrow agent shall discharge its duties with respect to the escrow account solely in the interest of (insert name of licensee's) decommissioning obligation and with the care, skill, prudence, and diligence, under the circumstances then prevailing, that persons of prudence, acting in like capacity and familiar with such matters, would use in the conduct of an enterprise of like character and with like aims; except that:

- (a) Securities or other obligations of the licensee, or any other owner or operator of the licensed facility(ies), or any of their affiliates as defined in the Investment
- (b) Company Act of 1940, as amended (15 U.S.C. 80A.2(a)), shall not be acquired or held, unless they are securities or other obligations of the Federal government;
- (c) The escrow agent is authorized to hold cash, awaiting investment or distribution uninvested, for ___ days and without liability for the payment of interest thereon.

Appendix B-1

Express Power of the Escrow Agent

Without in any way limiting the powers and discretion conferred upon the escrow agent by other provisions of this agreement or by law, the escrow agent is expressly authorized and empowered:

- (a) To register any securities held in the escrow account in its own name and to hold any security in bearer form or in book entry, or to deposit or arrange for the deposit of any securities issued by the U.S. Government, or any agency or instrumentality thereof, with a Federal Reserve bank, but the books and records of the escrow agent shall at all times show that all such securities are part of the escrow account;
- (b) To deposit any cash in the escrow account in interest-bearing accounts or savings certificates;
- (c) To pay taxes, from the account, of any kind that may be assessed or levied against the escrow account and all brokerage commissions incurred by the escrow account.

Paragraph 7. Annual Valuation

After delivery has been made into this escrow account, the escrow agent shall [monthly, quarterly, annually] furnish to the licensee a statement confirming the value of the escrow account. Any securities in the account shall be valued at market value within a reasonable time before issuance of such statement. The failure of the licensee to object in writing to the escrow agent within 90 days after the statement has been furnished to the licensee shall constitute a conclusively binding assent by the licensee, barring the licensee from asserting any claim or liability against the escrow agent with respect to the matters disclosed in the statement.

Paragraph 8. Successor Escrow Agent

Upon 90 days prior notice to the licensee, [insert name of licensee], the escrow agent may resign; upon 90 days notice to the escrow agent, the licensee, [insert name of licensee], may replace the escrow agent provided that such resignation or replacement is not effective until the escrow agent has appointed a successor escrow agent and this successor accepts the appointment or another financial assurance instrument has been secured pursuant to paragraph 5. The successor escrow agent shall have the same

powers and duties as those conferred upon the escrow agent under this agreement. Upon the successor's acceptance of the appointment, the escrow agent shall assign 1 transfer, and pay over to the successor the funds and properties then constituting the escrow account. If for any reason the licensee cannot or does not act in the event of the Appendix B-1

resignation of the escrow agent, the escrow agent may apply to a court of competent jurisdiction for the appointment of a successor, or for instructions. The successor escrow agent shall specify the date on which it assumes administration of the escrow account in a writing sent to the licensee and the current escrow agent by certified mail 10 days before the change becomes effective. Any expense incurred by the escrow agent as a result of any of the acts contemplated by this paragraph shall be paid as provided in Paragraph 10 of this agreement.

Paragraph 9. Instructions to the Escrow Agent

All orders, requests, and instructions from the licensee to the escrow agent shall be in writing, signed by such persons as are signatories to this agreement, or such other designees as the licensee may designate in writing. All orders, requests, and instructions from the [insert the NRC or the name of the State regulatory agency] shall be in writing, signed by the designees of the [insert NRC or the name of the State regulatory agency]. The escrow agent shall be fully protected in acting in accordance with such orders, requests, and instructions. The escrow agent shall have the right to assume, in the absence of written notice to the contrary, that no event constituting a change or a termination of the authority of any person to act on behalf of the licensee or [insert the NRC or the name of the State regulatory agency] under this agreement has occurred. The escrow agent shall have no duty to act in the absence of such orders, requests, and instructions from the licensee and/or [insert the NRC or the name of the State regulatory agency], except as provided in this agreement.

Paragraph 10. Compensation and Expenses of the Escrow Agent

The fee of the escrow agent for its services in establishing the escrow account shall be \$_____, payable at the time of the execution of this agreement, to be borne by [insert the name of the licensee], licensee.

Expenses of the escrow agent for the administration of the escrow account, the compensation of the escrow agent for services subsequent to the establishing of the escrow account to the extent not paid directly by the licensee, and all other proper charges and disbursements shall be paid from the escrow account.

Paragraph 11. Amendment To This Agreement

This agreement may be amended by an instrument in writing executed by the licensee and the escrow agent.

Paragraph 12. Termination

This agreement can be terminated by written notice of termination to the escrow agent signed by [insert the name of licensee], licensee, and by the [insert NRC or the name of the State regulatory agency] alone, if the licensee has ceased to exist.

Paragraph 13. Interpretation

This escrow agreement constitutes the entire agreement between [insert the name of licensee] and [insert the name of the escrow agent]. The escrow agent shall not be bound by any other agreement or contract entered into by [insert name of licensee] and the only document that may be referenced in case of ambiguity in this escrow agreement is the licensing agreement between [insert name of licensee] and the United States Nuclear Regulatory Commission, or its successor.

Paragraph 14. Acceptance of Appointment by Escrow Agent

[Insert name, address, and position of escrow agent] does hereby acknowledge its appointment by [insert name of licensee], the licensee to serve as escrow agent for the escrow account created under this agreement and agrees to carry out its obligations and duties as stated in this escrow agreement.

Paragraph 15. Severability

If any part of this agreement is invalid, it shall not affect the remaining provisions, which remain valid and enforceable.

Paragraph 16. Effectiveness

This agreement shall not become effective (and the escrow agent shall have no responsibility hereunder except to return the escrow property to the [insert name of licensee]) until the escrow agent shall have received the following and shall have advised [insert name of licensee] in writing that the same are in form and substance satisfactory to the escrow agent:

Certified resolution of its Board of Directors authorizing the making and performance of this Agreement;

Certificate as to the names and specimen signatures of its officers or representative authorized to sign this Agreement and notices, instructions and other communications hereunder.

[Signatures and positions of the designees of the licensee and the escrow agent.]

[Insert name of escrow agent]
By _____
Name _____
Title _____

[Insert name of licensee]
By _____
Name _____
Title _____

Date.

Witness by Notary Public.

APPENDIX B-1.1
SPECIMEN CERTIFICATE OF EVENTS

[Insert name and address of escrow agent]

Attention: Escrow Division

Gentlemen:

In accordance with the terms of the Agreement with you dated _____, I, _____, [Authorized Officer] of [insert name of licensee], hereby certify that the following events have occurred:

1. [Insert name of licensee] is required to commence the decommissioning of its facilities located at [insert location of facility] (hereinafter called the decommissioning).
2. Ninety days after the plans and procedures for the commencement and conduct of the decommissioning have been either noticed in the *Federal Register* by the United States Nuclear Regulatory Commission, or its successor (copy of notice attached), or in the case of a license termination plan, approved by the NRC, or its successor (copy of approval attached).
3. The Board of Directors of [insert name of licensee] has adopted the attached resolution authorizing the commencing of the decommissioning.

[Authorized Officer] of [insert name of licensee]

Date

APPENDIX B-1.2
SPECIMEN CERTIFICATE OF RESOLUTION

I, _____, do hereby certify that I am [Authorized Officer] of [insert name of licensee], a [insert state of incorporation] corporation, and that the resolution listed below was duly adopted at a meeting of this Corporation's Board of Directors on _____, 20 __.

IN WITNESS WHEREOF, I have hereunto signed my name and affixed the seal of this Corporation this _____ day of _____, 20 __.

[Authorized Officer] of
[insert name of licensee]

RESOLVED, that this Board of Directors hereby authorizes the President or such other employee of the Company as he may designate [insert name, as appropriate, "to enter into an escrow agreement," or "to commence decommissioning activities at (name of facility)] with the [insert name of escrow agent] in accordance with the terms and conditions described to this Board of Directors at this meeting and with such other terms and conditions as the President shall have approved with and upon the advice of Counsel.

**APPENDIX B-2
SAMPLE CERTIFICATES OF DEPOSIT**

**APPENDIX B-2.1
SAMPLE NEGOTIABLE CERTIFICATE OF DEPOSIT
PAYABLE AT THE EXPIRATION OF
A SPECIFIED TIME**

CERTIFICATE OF DEPOSIT

(Financial Institution)

Place _____

No.

(Date)

[Insert name of licensee or applicant] has deposited not subject to check _____ Dollars (\$) payable to the order of the holder in current funds not less than 30 days days after date, upon surrender of this certificate properly endorsed, with interest at the rate of ____ percent per annum from date to maturity only. The rate of interest payable hereunder is subject to change by the bank to such extent as may be necessary to comply with requirements of the Federal Reserve Board made from time to time pursuant to the Federal Reserve Act.

These funds are deposited for the purpose of providing financial assurance for the cost of decommissioning activities as required under Title 10 of the Code of Federal Regulations, Part 50. Accordingly, this certificate will be renewed automatically unless written notice of (1) the default of the [insert name of licensee or applicant] on these obligations; (2) the termination of the facility license; or (3) the substitution of another financial assurance mechanism is received from [the name of licensee or applicant]

Cashier or Officer

Note:

The negotiable Certificate of Deposit should be in the possession of the trustee of the concurrently created standby trust or the escrow agent of an escrow account.

The certificate should be for a limited time period, such as 1 to 5 years, so that the face value can be adjusted.

APPENDIX B-2.2

**SAMPLE NONNEGOTIABLE CERTIFICATE OF DEPOSIT
PAYABLE ON A CERTAIN DATE**

CERTIFICATE OF DEPOSIT

(Financial Institution)

Certificate of Deposit _____, 20__

[Insert name of licensee or applicant] has deposited in the financial institution the sum of _____ Dollars (\$ _____) payable to [State regulatory agency (if the agency can hold special funds under applicable state law), trustee of standby trust, or escrow agent] _____ months after date, with interest thereon at the rate of _____ percent per annum from date, upon presentation of this certificate properly endorsed. These funds are deposited for the purpose of providing financial assurance for the cost of decommissioning activities as required under Title 10 of the Code of Federal Regulations Part 50. Accordingly, this certificate will be renewed automatically unless written notice of (1) the default of the [insert name of licensee or applicant] on these obligations; (2) the termination of the facility license; or (3) the substitution of another financial assurance mechanism is received from [the name of the licensee or applicant].

Cashier or Officer

Note: The certificate should be for a limited time period, such as 1 to 5 years, so that the face value can be adjusted.

APPENDIX B-3
SAMPLE TRUST FUND AND STANDBY TRUST AGREEMENTS

APPENDIX B-3.1
SAMPLE TRUST FUND AGREEMENT

TRUST AGREEMENT, the Agreement is entered into as of [date] by and between [name of NRC licensee], a [name of State] [insert "corporation," "partnership," "association," or "proprietorship"], herein referred to as the "Grantor," and [name and address of an appropriate State or Federal government agency or an entity that has the authority to act as trustee and whose trust operations are regulated or examined by a State or Federal agency], the "Trustee."

WHEREAS, the U.S. Nuclear Regulatory Commission (NRC), an agency of the U.S. Government, pursuant to the Atomic Energy Act of 1954, as amended, and the Energy Reorganization Act of 1974, has promulgated regulations in Title 10, Chapter I of the Code of Federal Regulations, Part 50. These regulations, applicable to the Grantor, require that a holder of, or an applicant for a license issued pursuant to 10 CFR Part 50 provide assurance that funds will be available when needed for required decommissioning activities.

WHEREAS, the Grantor has elected to use a trust fund to provide [insert "all" or "part"] of such financial assurance for the facilities identified herein and also provide such additional decommissioning funds not required by the NRC as the Grantor may elect;

WHEREAS, the Grantor, acting through its duly authorized officers, has selected the Trustee to be the trustee under this Agreement, and the Trustee is willing to act as trustee,

NOW, THEREFORE, the Grantor and the Trustee agree as follows:

Section 1. Definitions. As used in this Agreement:

- (a) The term "Grantor" means the NRC licensee who enters into this Agreement and any successors or assigns of the Grantor.
- (b) The term "Trustee" means the trustee who enters into this Agreement and any successor Trustee.

Section 2. Costs of Decommissioning. This Agreement pertains to the costs of decommissioning the facility identified in License Number [insert license number] issued pursuant to 10 CFR Part 50.

Section 3. Establishment of Fund. The Grantor and Trustee hereby establish a Trust Fund (the Fund) for the benefit of [insert the Grantor or other appropriate beneficiary such as a State agency or the NRC]. The Grantor and the Trustee intend that no third party shall have access to the Fund except as provided herein. [Modification of this provision to cover sale-leaseback agreements should be made contingent upon continued dedication of the trust to provide funds for decommissioning.]

Section 4. Payments Constituting the Fund. Payments made to the Trustee for the Fund shall consist of cash, securities, or other liquid assets acceptable to the Trustee. The Fund is established initially as consisting of property acceptable to the Trustee. Such property and any other property subsequently transferred to the Trustee are referred to as the "Fund," together with all earnings and profits thereon, less any payments or distributions made by the Trustee pursuant to this Agreement. The Fund shall be held by the Trustee, IN TRUST, as hereinafter provided.

Section 5. Payment for Required Activities Specified in the Plan. The Trustee shall make payments from the Fund to the Grantor or to a decommissioning contractor of the Grantor as the Grantor may designate upon presentation to the Trustee of the following:

- a. A certificate duly executed by the [Authorized Officer] of the Grantor attesting to the occurrence of the events, and in the form set forth in the attached Specimen Certificate (see certificate following standby trust), and
- b. A certificate attesting to the following conditions;
 - (1) that decommissioning is proceeding pursuant to an NRC-noticed plan, and
 - (2) that the funds withdrawn will be expended for activities undertaken pursuant to that Plan.

In the event of the Grantor's default or inability to direct decommissioning activities, the Trustee shall: (1) make payments from the Fund as the NRC or State agency shall direct, in writing, to provide for the payment of the costs of required activities covered by this Agreement; (2) make disbursements to the Grantor or other persons as specified by the NRC, or State agency, from the Fund for expenditures for required activities in such amounts as the NRC, or State agency, shall direct in writing; and (3) refund to the Grantor such amounts remaining after the license has been terminated or as the NRC or State Agency specifies in writing. Upon refund, such funds shall no longer constitute part of the Fund as defined herein.

Section 6. Trust Management. The Trustee shall invest and reinvest the principal and income of the Fund and keep the Fund invested as a single fund, without distinction between principal and income, in accordance with general investment policies and guidelines which the Grantor may communicate in writing to the Trustee from time to time, subject, however, to the provisions of this section. In investing, reinvesting, exchanging, selling, and managing the Fund, the Trustee shall discharge its duties with respect to the Fund in the best interest of the beneficiary and with the care, skill, prudence, and diligence under the circumstances then prevailing which persons of prudence, acting in a like capacity and familiar with such matters, would use in the conduct of an enterprise of a like character and with like aims; except that:

- (a) Securities or other obligations of the Grantor, or any other owner or operator of the facilities, or any of their affiliates as defined in the Investment Company Act of

Appendix B-3.1

1940, as amended (15 U.S.C. 80A-2(a)), shall not be acquired or held, unless they are securities or other obligations of the Federal or a State government; and

- (b) For a reasonable time, not to exceed ___ days, the Trustee is authorized to hold uninvested cash, awaiting investment or distribution, without liability for the payment of interest thereon.
- (c) Investing the funds in securities or other obligations of the licensee or any other owner or operator of the power reactor or their affiliates, subsidiaries, successors or assignees, or in securities of any other entity owning one or more nuclear power plants, except for investments tied to market indices or non-nuclear sector mutual funds is prohibited.

Section 7. Commingling and Investment. The Trustee is expressly authorized in its discretion:

- (a) To transfer from time to time any or all of the assets of the fund to any common, commingled, or collective trust fund created by the Trustee in which the Fund is eligible to participate, subject to all of the provisions thereof, to be commingled with the assets of other trusts participating therein; and
- (b) To purchase shares in any investment company registered under the Investment Company Act of 1940 (15 U.S.C. 80A-1 et seq.), including one that may be created, managed, underwritten, or to which investment advice is rendered, or the shares of which are sold by the Trustee. The Trustee may vote such shares in its discretion.

Section 8. Express Powers of Trustee. Without in any way limiting the powers and discretion conferred upon the Trustee by the other provisions of this Agreement or by law, the Trustee is expressly authorized and empowered:

- (a) To sell, exchange, convey, transfer, or otherwise dispose of any property held by it, by public or private sale, as necessary, for prudent management of the Fund;
- (b) To make, execute, acknowledge, and deliver any and all documents of transfer and conveyance and any and all other instruments that may be necessary or appropriate to carry out the powers herein granted;
- (c) To register any securities held in the Fund in its own name, or in the name of a nominee, and to hold any security in bearer form or in book entry, or to combine certificates representing such securities with certificates of the same issue held by the Trustee in other fiduciary capacities, to reinvest interest and dividends payments and funds from matured and redeemed instruments, to file proper forms concerning securities held in the Fund in a timely fashion with appropriate government agencies, or to deposit or arrange for the deposit of such securities in a qualified

central depository even though, when so deposited, such securities may be merged and held in bulk in the name of the nominee or such depository with other securities deposited therein by another person, or to deposit or arrange for the deposit of any securities issued by the U.S. Government, or any agency or instrumentality thereof, with a Federal Reserve bank, but the books and records of the Trustee shall at all times show that all such securities are part of the Fund;

- (a) To deposit any cash in the Fund in interest-bearing accounts maintained or savings certificates issued by the Trustee, in its separate corporate capacity, or in any other banking institution affiliated with the Trustee; and
- (b) To compromise or otherwise adjust all claims in favor of or against the Fund.

Section 9. Taxes and Expenses. All taxes of any kind that may be assessed or levied against or in respect of the Fund and all brokerage commissions incurred by the Fund may be paid from the Fund. All other expenses incurred by the Trustee in connection with the administration of this Trust, including fees for legal services rendered to the Trustee, the compensation of the Trustee to the extent not paid directly by the Grantor, and all other proper charges and disbursements of the Trustee may be paid from the Fund.

Section 10. Annual Valuation. After payment has been made into this Trust Fund, the Trustee shall [monthly, quarterly, annually] furnish to the Grantor a statement confirming the value of the Trust. Any securities in the Fund shall be valued at market value within a reasonable time of such statement. The failure of the Grantor to object in writing to the Trustee within ___ days after the statement has been furnished to the Grantor shall constitute a conclusively binding assent by the Grantor, barring the grantor from asserting any claim or liability against the Trustee with respect to the matters disclosed in the statement.

Section 11. Advice of Counsel. The Trustee may from time to time consult with counsel, who may be counsel to the grantor, with respect to any question arising as to the construction of this Agreement or any action to be taken hereunder. The Trustee shall be fully protected, to the extent permitted by law, in acting on the advice of counsel.

Section 12. Trustee Compensation. The Trustee shall be entitled to reasonable compensation for its services as agreed upon in writing from time to time with the Grantor.

Section 13. Successor Trustee. Upon ___ days notice to the Grantor, the Trustee may resign; upon ___ days notice to the Trustee, the Grantor may replace the Trustee; but such resignation or replacement shall not be effective until the Grantor has either appointed a successor Trustee and this successor accepts the appointment or implements another financial assurance mechanism specified in Title 10, Chapter I, Code of Federal Regulations, Section 50.75(e). The successor Trustee shall have the same powers and duties as those conferred upon the Trustee hereunder. Upon the

successor Trustee's acceptance of the appointment, the Trustee shall assign, transfer, and pay over to the
Appendix B-3.1

successor Trustee the funds and properties then constituting the Fund. If for any reason the Grantor cannot or does not act in the event of the resignation of the Trustee, the Trustee may apply to a court of competent jurisdiction for the appointment of a successor Trustee or for instructions. The successor Trustee shall specify the date on which it assumes administration of the trust in a writing sent to the Grantor and the present Trustee by certified mail ___ days before such change becomes effective. Any expenses incurred by the Trustee as a result of any of the acts contemplated by this section shall be paid as provided in Section 9.

Section 14. Instructions to the Trustee. All orders, requests, and instructions by the Grantor to the Trustee shall be in writing, signed by such persons as are signatories to this agreement or such other designees as the Grantor may designate in writing. The Trustee shall be fully protected in acting without inquiry in accordance with the Grantor's orders, requests, and instructions. If the NRC or State agency issues orders, requests, or instructions to the Trustee in the event of Grantor default, these shall be in writing, signed by the NRC, State agency, or their designees, and the Trustee shall act and shall be fully protected in acting, in accordance with such orders requests, and instructions. The Trustee shall have the right to assume, in the absence of written notice to the contrary, that no event constituting a change or a termination of the authority of any person to act on behalf of the Grantor, the NRC, or State agency, hereunder has occurred. The Trustee shall have no duty to act in the absence of such orders, requests, and instructions from the Grantor and/or the NRC, or State agency, except as provided for herein.

Section 15. Amendment of Agreement. This Agreement may be amended by an instrument in writing executed by the Grantor, the Trustee and, if applicable, the NRC or State agency, or by the Trustee and the NRC or State agency if the Grantor ceases to exist.

Section 16. Termination. This trust agreement shall continue until terminated at the written agreement of the Grantor, the Trustee and, if applicable, the NRC or State agency, or by the Trustee and the NRC or State agency if the grantor ceases to exist. Upon termination of the trust, all remaining trust property, less final trust administration expenses, shall be delivered to the Grantor or its successor, or transferred to another financial assurance mechanism specified in 10 CFR 50.75(e), as appropriate.

Section 17. Immunity and Indemnification. The Trustee shall not incur personal liability of any nature in connection with any act or omission, made in good faith, in the administration of this trust, or in carrying out any directions by the Grantor, the NRC, or State agency, issued in accordance with this Agreement. The Trustee shall be indemnified and saved harmless by the Grantor or from the trust fund, or both, from and against any personal liability to which the Trustee may be subjected by reason of any act or conduct in its official capacity, including all expenses reasonably incurred in its defense in the event the Grantor fails to provide such defense.

Section 18. Choice of Law. This Agreement shall be administered, construed, and enforced according to the laws of the State of [insert name of State].

Section 19. Interpretation and Severability. As used in this Agreement, words in the singular include the plural and words in the plural include the singular. The descriptive headings for each section of this Agreement shall not affect the interpretation or the legal efficacy of this Agreement. If any part of this agreement is invalid, it shall not affect the remaining provisions which will remain valid and enforceable.

IN WITNESS WHEREOF the parties have caused this Agreement to be executed by the respective officers duly authorized and the incorporate seals to be hereunto affixed and attested as of the date first written above.

ATTEST:

[Insert name of licensee (Grantor)]
[Signature of representative of Grantor]
[Title]

[Title]
[Seal]

[Insert name of Trustee]
[Signature of representative of Trustee]
[Title]

ATTEST:

[Title]
[Seal]

APPENDIX B-3.2

SAMPLE STANDBY TRUST AGREEMENT

TRUST AGREEMENT, the Agreement entered into as of [date] by and between [name of NRC licensee], a [name of State] [insert "corporation," "partnership," "association," or "proprietorship"], herein referred to as the "Grantor," and [name and address of an appropriate State or Federal government agency or an entity that has the authority to act as trustee and whose trust operations are regulated or examined by a State or Federal agency], the "Trustee."

WHEREAS, the U.S. Nuclear Regulatory Commission (NRC), an agency of the U.S. Government, pursuant to the Atomic Energy Act of 1954, as amended, and the Energy Reorganization Act of 1974, has promulgated regulations in Title 10, Chapter I of the Code of Federal Regulations, Part 50. These regulations, applicable to the Grantor, require that a holder of, or an applicant for, a Part 50 license provide assurance that funds will be available when needed for required decommissioning activities.

WHEREAS, the Grantor has elected to use a [insert "letter of credit," "line of credit," "surety bond," "insurance policy," "parent guarantee," "certificate of deposit," or "deposit of government securities"] to provide [insert "all" or "part"] of such financial assurance for the facilities identified herein; and

WHEREAS, when payment is made under a [insert "letter of credit," "line of credit," "surety bond," "insurance policy," "certificate(s) of deposit," "deposit of government securities," or "parent guarantee"], this standby trust shall be used for the receipt of such payment; and

WHEREAS, the Grantor, acting through its duly authorized officers, has selected the Trustee to be the trustee under this Agreement, and the Trustee is willing to act as trustee,

NOW, THEREFORE, the Grantor and the Trustee agree as follows:

[The remainder of the recommended wording for the Standby Trust Agreement is as indicated in B.3.1 for the Trust Fund Agreement except that the words "Standby Trust Fund" should be substituted in Section 3 and Section 10 in place of the words "Trust Fund."]

APPENDIX B-3.2.1

SPECIMEN CERTIFICATE OF EVENTS

[Insert name and address of trustee]

Attention: Trust Division

Gentlemen:

In accordance with the terms of the Agreement with you dated _____, I, _____, [Authorized Officer] of [insert name of licensee], hereby certify that the following events have occurred:

1. [Insert name of licensee] is required to commence the decommissioning of its facility located at [insert location of facility] (hereinafter called the decommissioning).
2. The plans and procedures for the commencement and conduct of the decommissioning have been noticed and approved by the United States Nuclear Regulatory Commission, or its successor, on _____ (copy of approval attached).
3. The Board of Directors of [insert name of licensee] has adopted the attached resolution authorizing the commencement of the decommissioning.

[Authorized Officer] of [insert name of licensee]

Date

APPENDIX B.3.2.2

SAMPLE CERTIFICATE OF RESOLUTION

I, _____ do hereby certify that I am [Authorized Officer] of [insert name of licensee], a [insert state of incorporation) corporation, and that the resolution listed below was duly adopted at a meeting of this Corporation's Board of Directors on _____, 20 ____.

IN WITNESS WHEREOF, I have hereunto signed my name and affixed the seal of this Corporation this ____ day of _____, 20 ____.

[Authorized Officer]

RESOLVED, that this Board of Directors hereby authorizes the President, or such other employee of the Company as he may designate, to commence decommissioning activities at [insert name of facility) in accordance with the terms and conditions described to this Board of Directors at this meeting and with such other terms and conditions as the President shall approve with and upon the advice of Counsel.

**APPENDIX B.3.3
SAMPLE OF ACKNOWLEDGMENT**

ACKNOWLEDGMENT

[The following is an example of the acknowledgment that should accompany the trust agreement for a standby trust fund or trust fund.]

STATE OF _____

To Wit _____

CITY OF _____

On this _____ day of _____, before me, a notary public in and for the city and State aforesaid, personally appeared _____, and she/he did depose and say that she/he is the [title], of [financial institution], Trustee, which executed the above instrument, that she/he knows the seal of said association; that the seal affixed to such instrument is such corporate seal; that it was so affixed by order of the association; and that she/he signed her/his name thereto by like order.

[Signature of notary public]

My Commission Expires:

[Date]

**APPENDIX B-4
SAMPLE PAYMENT SURETY BOND**

PAYMENT SURETY BOND

Date bond executed: _____

Effective date: _____

Principal: [legal name and business address of licensee or applicant]

Type of organization: [insert "proprietorship," "joint venture," "partnership" or "corporation"]

State of incorporation: _____ (if applicable)

NRC license number, name and address of facility, and amount(s) for decommissioning activity guaranteed by this bond: _____

Surety(ies) [name(s) and business address(es)]

Type of organization: [insert "proprietorship," "joint venture," "partnership" or "corporation"]

State of incorporation: _____ (if applicable)

Surety's qualification in jurisdiction where licensed facility(ies) is (are located)

Surety's bond number: _____

Total penal sum of bond: \$_____

Know all persons by these presents, That we, the Principal and Surety(ies) hereto, are firmly bound to the [insert U.S. Nuclear Regulatory Commission (hereinafter called NRC) or the name of the State agency] in the above penal sum for the payment of which we bind ourselves, our heirs, executors, administrators, successors, and assigns jointly and severally; provided that, where the Sureties are corporations acting as co-sureties, we, the Sureties, bind ourselves in such sum "jointly and severally" only for the purpose of allowing a joint action or actions against any or all of us, and for all other purposes each Surety binds itself, jointly and severally with the Principal, for the payment of such sum only as is set forth opposite the name of such Surety; but if no limit of liability is indicated, the limit of liability shall be the full amount of the penal sum.

WHEREAS, the U.S. Nuclear Regulatory Commission, an agency of the U.S. Government, pursuant to the Atomic Energy Act of 1954, as amended, and the Energy Reorganization Act of 1974, has promulgated regulations in Title 10, Chapter I of the Code of Federal Regulations, Part 50, applicable to the Principal, which require that a license holder or an applicant for a license provide financial assurance that funds will be available when needed for facility decommissioning;

NOW, THEREFORE, the conditions of the obligation are such that if the Principal shall faithfully, before the beginning of decommissioning of each facility identified above, fund the standby trust fund in the amount(s) identified above for the facility;

Or, if the Principal shall fund the standby trust fund in such amount(s) after an order to begin facility decommissioning is issued by [insert "the NRC" or the name of the State agency] or a U.S. district court or other court of competent jurisdiction;

Or, if the Principal shall provide alternative financial assurance and obtain the written approval of the [insert "NRC" or the name of the State agency] of such assurance, within 30 days after the date a notice of cancellation from the Surety(ies) is received by both the Principal and the [insert "NRC" or the name of the State agency], then this obligation shall be null and void; otherwise it is to remain in full force and effect.

The Surety(ies) shall become liable on this bond obligation only when the Principal has failed to fulfill the conditions described above. Upon notification by the [insert "NRC" or the name of the State agency] that the Principal has failed to perform as guaranteed by this bond, the Surety(ies) shall place funds in the amount guaranteed for the facility(ies) into the standby trust fund.

The liability of the Surety(ies) shall not be discharged by any payment or succession of payments hereunder, unless and until such payment or payments shall amount in the aggregate to the penal sum of the bond, but in no event shall the obligation of the Surety(ies) hereunder exceed the amount of said penal sum.

The Surety(ies) may cancel the bond by sending notice of cancellation by certified mail to the Principal and to the [insert "NRC" or the name of the State agency] provided, however, that cancellation shall not occur during the 90 days beginning on the date of receipt of the notice of cancellation by both the Principal and the [insert "NRC" or the name of the State agency], as evidenced by the return receipts.

The Principal may terminate this bond by sending written notice to the [insert "NRC" or name of State agency] and to Surety(ies) 90 days prior to the proposed date of termination, provided, however, that no such notice shall become effective until the Surety(ies) receive(s) written authorization for termination of the bond from the [insert "NRC" or the name of the State agency].

The Principal and Surety(ies) hereby agree to adjust the penal sum of the bond yearly so that it guarantees a new amount, provided that the penal sum does not increase by more than 20 percent in any one year.

In Witness Whereof, the Principal and Surety(ies) have executed this financial guarantee bond and have affixed their seals on the date set forth above.

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The persons whose signatures appear below hereby certify that they are authorized to execute this surety bond on behalf of the Principal and Surety(ies).

Principal

[Signature(s)]

[Name(s)]

[Title(s)]

[Corporate seal]

Corporate Surety(ies)

[Name and address]

State of incorporation: _____

Liability limit: \$_____

[Signature(s)]

[Name(s) and title(s)]

[Corporate seal]

[For every co-surety, provide signature(s), corporate seal, and other information in the same manner as for Surety(ies) above.]

Bond premium: \$_____

APPENDIX B-5
SAMPLE IRREVOCABLE STANDBY LETTER OF CREDIT

STANDBY LETTER OF CREDIT NO. [INSERT NO.]

This Credit Expires [insert date]

Issued To: [Insert U.S. Nuclear Regulatory Commission; Washington, DC 20555, or
 name and address of appropriate State agency.]

Dear Sir or Madam:

We hereby establish our Standby Letter of Credit No. _____ in your favor, at the request and for the account of [applicant's name and address] up to the aggregate amount of [in words], U. S. dollars \$ _____ available upon presentation of:

- (1) your sight draft, bearing reference to this Letter of Credit No. _____ and
- (2) your signed statement reading as follows: "I certify that the amount of the draft is payable pursuant to regulations issued under authority of _____."

This letter of credit is issued in accordance with regulations issued under the authority of the U.S. Nuclear Regulatory Commission (NRC), an agency of the U.S. Government, pursuant to the Atomic Energy Act of 1954, as amended, and the Energy Reorganization Act of 1974. The NRC has promulgated regulations in Title 10, Chapter I of the Code of Federal Regulations, Part 50, which require that a holder of, or an applicant for, a license issued under 10 CFR Part 50 provide assurance that funds will be available when needed for decommissioning.

This letter of credit is effective as of [date] and shall expire on [date at least 1 year later], but such expiration date shall be automatically extended for a period of [at least 1 year] on [date] and on each successive expiration date, unless, at least 90 days before the current expiration date, we notify both you and [licensee's name], as shown on the signed return receipts. If [licensee's name] is unable to secure alternative financial assurance to replace this letter of credit within 30 days of notification of cancellation, the NRC may draw upon the full value of this letter of credit prior to cancellation. We shall give immediate notice to the applicant and the [insert "NRC" or name of State agency] of any notice received or action filed alleging (1) the insolvency or bankruptcy of the financial institution or (2) any violations of regulatory requirements that could result in suspension or revocation of the bank's charter or license to do business. We also shall give immediate notice if we, for any reason, become unable to fulfill our obligation under the letter of credit.

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Whenever this letter of credit is drawn on, under, and in compliance with the terms of this letter of credit, we shall duly honor such draft upon its presentation to us within 30 days, and we shall deposit the amount of the draft directly into the standby trust fund of [licensee's name] in accordance with your instructions.

Each draft must bear on its face the clause: "Drawn under Letter of Credit No. _____ , dated _____ , and the total of this draft and all other drafts previously drawn under this letter of credit does not exceed [fill in amount]."

[Signature(s) and title(s) of official(s) of issuing institution]

[Date]

This credit is subject to [insert "the most recent edition of the Uniform Customs and Practice for Documentary Credits, published by the International Chamber of Commerce," or "the Uniform Commercial Code"].

**APPENDIX B-6
SAMPLE DOCUMENTS RECOMMENDED TO
SUPPORT CORPORATE GUARANTEE**

**APPENDIX B-6.1
SAMPLE LETTER FROM CHIEF FINANCIAL OFFICER
OF CORPORATE PARENT, INCLUDING COST ESTIMATES AND DATA
FROM AUDITED FINANCIAL STATEMENTS**

[Address to U. S. Nuclear Regulatory Commission or State regulatory agency]

I am the chief financial officer of [name and address of firm], a [insert "proprietorship," "joint venture," "partnership," or "corporation"]. This letter is in support of this firm's use of the financial test to demonstrate financial assurance, as specified in 10 CFR Part 50.

[Complete the following paragraph regarding facility(ies) and associated cost estimates. For each facility, include its license number, name, address, and current cost estimates for the specified activities.]

This firm guarantees, through the parent company guarantee submitted to demonstrate compliance under 10 CFR Part 50, the decommissioning of the following facility(ies) owned or operated by subsidiary(ies) of this firm. The current cost estimates or certified amounts for decommissioning, and the amounts being guaranteed, are shown for each facility:

<u>Name of Facility</u>	<u>Location of Facility</u>	<u>Current Cost Estimates</u>	<u>Amount Being Guaranteed</u>
-----------------------------	---------------------------------	-----------------------------------	------------------------------------

This firm [insert "is required" or "is not required"] to file a Form 10K with the U.S. Securities and Exchange Commission for the latest fiscal year.

This fiscal year of this firm ends on [month, day]. The figures for the following items marked with an asterisk are derived from this firm's independently audited, year-end financial statements and footnotes for the latest completed fiscal year, ended [date].

[Insert completed Alternative I or Alternative II.]

I hereby certify that the content of this letter is true and correct to the best of my knowledge.

[Signature]

[Name]

[Title]

[Date]

**APPENDIX B-6.2
FINANCIAL TEST: ALTERNATIVE I**

- | | | |
|-----|--|----------|
| 1. | Decommissioning cost estimates or guaranteed amount for facility [insert license number] (total of <u>all</u> cost estimates shown in paragraph above) | \$ _____ |
| *2. | Total liabilities (if any portion of the cost estimates for decommissioning is included in total liabilities on your firm's financial statements, you may deduct the amount of that portion from this line and add that amount to lines 3 and 4) | \$ _____ |
| *3. | Tangible net worth** | \$ _____ |
| *4. | Net worth | \$ _____ |
| *5. | Current assets | \$ _____ |
| *6. | Current liabilities | \$ _____ |
| *7. | Net working capital (line 5 minus line 6) | \$ _____ |
| *8. | The sum of net income plus depreciation, depletion, and amortization | \$ _____ |
| *9. | Total assets in United States (required only if less than 90 percent of firm's assets are located in the United States) | \$ _____ |

- | | | <u>Yes</u> | <u>No</u> |
|-----|---|------------|-----------|
| 10. | Is line 3 at least \$10 million? | ___ | ___ |
| 11. | Is line 3 at least 6 times line 1? | ___ | ___ |
| 12. | Is line 7 at least 6 times line 1? | ___ | ___ |
| 13. | Are at least 90 percent of firms's assets located in the United States? If not, complete line 14. | ___ | ___ |
| 14. | Is line 9 at least 6 times line 1? | ___ | ___ |

Guarantor must meet two of the following three ratios:

- | | | | |
|-----|---|-----|-----|
| 15. | Is line 2 divided by line 4 less than 2.0? | ___ | ___ |
| 16. | Is line 8 divided by line 2 greater than 0.1? | ___ | ___ |
| 17. | Is line 5 divided by line 6 greater than 1.5? | ___ | ___ |

* Denotes figures derived from financial statements.

** Tangible net worth is defined as net worth minus goodwill, patents, trademarks, and copyrights.

APPENDIX B-6.3

FINANCIAL TEST: ALTERNATIVE II

1. Decommissioning cost estimates or guaranteed amount for facility [insert license number] (total cost of all cost estimates should be stated in paragraphs above) \$_____

 2. Current bond rating of most recent unsecured issuance of this firm
 Rating _____
 Name of rating service _____

 3. Date of issuance of bond _____

 4. Date of maturity of bond _____

 - *5. Tangible net worth** (if any portion of estimates for decommissioning is included in total liabilities on your firm's financial statements, you may add the amount of that portion to this line) \$_____

 - *6. Total assets in United States (required only if less than 90 percent of firm's assets are located in the United States)
- | | <u>Yes</u> | <u>No</u> |
|---|------------|-----------|
| 7. Is line 5 at least \$10 million? | ___ | ___ |
| 8. Is line 5 at least 6 times line 1? | ___ | ___ |
| 9. Are at least 90 percent of firm's assets located in the United States? If not, complete line 10. | ___ | ___ |
| 10. Is line 6 at least 6 times line 1? | ___ | ___ |
| 11. Is the rating specified on line 2 "BBB" or better (if issued by Standard & Poor's) or "Baa" or better (if issued by Moody's)? | ___ | ___ |

* Denotes figures derived from financial statements.

** Tangible net worth is defined as net worth minus goodwill, patents, trademarks, and copyrights.

APPENDIX B-6.4
SAMPLE OF AUDITOR'S SPECIAL REPORT BY CERTIFIED PUBLIC ACCOUNTANT

CONFIRMATION OF CHIEF FINANCIAL OFFICER'S LETTER

We have examined the financial statements of [company name] for the year ended [date], and have issued our report thereon dated [date]. Our examination was made in accordance with generally accepted auditing standards and, accordingly, included such tests of the accounting records and such other auditing procedures as we considered necessary.

The [company name] has prepared documents to demonstrate its financial responsibility under the NRC's financial assurance regulations, 10 CFR Part 50. This letter is furnished to assist the licensee [insert NRC license number and name] in complying with these regulations and should not be used for other purposes.

The attached schedule reconciles the specified information furnished in the chief financial officer's (CFO's) letter in response to the regulations with the company's financial statements. In connection therewith, we have

1. Confirmed that the amounts in the column "Per Financial Statements" agree with amounts contained in the company's financial statements for the year ended [date];
2. Confirmed that the amount in the column "Per CEO's Letter" agrees with the letter prepared in response to the NRC's request;
3. Confirmed that the amount in the column "Reconciling Items" agrees with analyses prepared by the company setting forth the indicated items; and
4. Recomputed the totals and percentages.

Because the procedures in 1-4 above do not constitute a full examination made in accordance with generally accepted auditing standards, we do not express an opinion on the manner in which the amounts were derived in the items referred to above. In connection with the procedures referred to above, no matters came to our attention that cause us to believe that the chief financial officer's letter and supporting information should be adjusted.

Signature

Date

APPENDIX B-6.4.1

**SAMPLE SCHEDULE RECONCILING AMOUNTS CONTAINED IN
CFO's LETTER WITH AMOUNTS IN FINANCIAL STATEMENTS**

This illustrates the form of schedule that is contemplated. Details and reconciling items will differ in specific situations.

**XYZ COMPANY
YEAR ENDED DECEMBER 31, 20XX**

<u>Line Number in CFO's Letter</u>	<u>Per Financial Statements</u>	<u>Recon- ciling Items</u>	<u>Per CFO's Letter</u>
Total current liabilities	X		
Long-term debt	X		
Deferred income taxes	<u>X</u>		
	XX		
Accrued decommissioning costs included in current liabilities	X		
Total liabilities (less accrued decommissioning costs)	X		
Net worth	XX		
Less: Cost in excess of value of tangible assets acquired	<u>X</u>		
	X		
Accrued decommissioning costs included in current liabilities	X		
Tangible net worth (plus decommissioning costs)	XX		

(Balance of schedule is not illustrated.)

**APPENDIX B-6.5
SAMPLE PARENT COMPANY GUARANTEE**

PARENT COMPANY GUARANTEE

Guarantee made this [date] by [name of guaranteeing entity] a [insert "proprietorship," "joint venture," "partnership," or "corporation"] organized under the laws of the State of [insert name of State], herein referred to as "guarantor," to the U.S. Nuclear Regulatory Commission (NRC), or State agency found acceptable to the NRC, [insert name of State agency], obligee, on behalf of our subsidiary [licensee] of [business address].

Recitals

1. The guarantor has full authority and capacity to enter into this guarantee [if guarantor is a corporation, add the following phrase "under its bylaws, articles of incorporation, and the laws of the State of [insert guarantor's state of incorporation], its State of incorporation"]. [If the guarantor has a Board of Directors, insert the following: "Guarantor has approval from its Board of Directors to enter into this guarantee."]
2. This guarantee is being issued to comply with regulations issued by the NRC, an agency of the U.S. Government, pursuant to the Atomic Energy Act of 1954, as amended, and the Energy Reorganization Act of 1974. NRC has promulgated regulations in Title 10, Chapter I of the Code of Federal Regulations, Part 50, which require that a holder of, or an applicant for, a license issued pursuant to 10 CFR Part 50 provide assurance that funds will be available when needed for required decommissioning activities.
3. The guarantee is issued to provide financial assurance for decommissioning activities for [identify licensed facility(ies)] as required by 10 CFR Part 50. The decommissioning costs and guarantee amount for which are as follows: [insert amount of decommissioning cost guaranteed for each identified facility].
4. The guarantor meets or exceeds the following financial test criteria [insert statement indicating which financial test is being used] and agrees to comply with all notification requirements as specified in 10 CFR Part 50.

The guarantor shall meet one of the following two financial tests:

- (a) (i) A current rating of its most recent bond issuance of AAA, AA, A, or BBB as issued by Standard and Poor's, or Aaa, Aa, A, or Baa as rated by Moody's; and
- (ii) Tangible net worth is at least \$10 million and at least six times the current decommissioning cost estimate or guarantee amount (or prescribed amount if a certification is used); and

- (iii) Assets located in the United States amounting to at least 90 percent of its total assets or at least six times the current decommissioning cost or guarantee amount (or prescribed amount if certification is used). or
 - (b)(i) Net working capital and tangible net worth each at least six times the current decommissioning cost estimates or guarantee amounts (or prescribed amount if certification is used); and
 - (ii) Assets located in the United States amounting to at least 90 percent of its total assets or at least six times the amount of the current decommissioning cost estimates or guarantee amounts (or prescribed amount if certification is used); and
 - (iii) Meets two of the following three ratios: a ratio of total liabilities to net worth less than 2.0; a ratio of the sum of net income plus depreciation, depletion, and amortization to total liabilities that is greater than 0.1; and a ratio of current assets to current liabilities that is greater than 1.5; and
 - (iv) Tangible net worth of at least \$10 million.
4. The guarantor has majority control of the voting stock for the following licensee(s) covered by this guarantee. (List for each licensee: name, address, the facility(ies) owned or operated by each licensee, and the corresponding license number(s).]
 5. Decommissioning activities as used below refers to the activities required by 10 CFR Part 50 for decommissioning of facility(ies) identified above.
 6. For value received from [licensees] (if the guarantor is a corporation, add "and pursuant to the authority conferred upon the guarantor by ("the unanimous resolution of its directors" or "the majority vote of its shareholders"), a certified copy of which is attached"), the guarantor guarantees to the [insert "NRC" or the name of the State agency] that if the licensee fails to perform the required decommissioning activities, as required by License No. [insert license number], the guarantor shall
 - (a) carry out the required activities, or
 - (b) set up a trust fund in favor of the above identified beneficiary in the amount of these current cost estimates or guarantee amount for these activities. [If a State is the named beneficiary, the guarantee documentation should include written verification from the State agreeing to use the trust funds to carry out the required decommissioning activities for the named facility(ies).]
 7. The guarantor agrees to submit revised financial statements, financial test data, and a special auditor's report and reconciling schedule annually within 90 days of the close of the parent guarantor's fiscal year.

Appendix B-6.5

8. The guarantor agrees that if, at the end of any fiscal year before termination of this guarantee, it fails to meet the financial test criteria, the licensee shall send within 90 days of the end of the fiscal year, by certified mail, notice to the [insert "NRC" or the name of the State agency] that the licensee intends to provide alternative financial assurance as specified in 10 CFR Part 50. Within 120 days after the end of the fiscal year, the guarantor shall establish such financial assurance if the [licensee] has not done so.
9. The guarantor also agrees to notify the beneficiary promptly if the ownership of the licensee or the parent firm is transferred and to maintain this guarantee until the new parent firm or the licensee provides alternative financial assurance acceptable to the beneficiary.
10. The guarantor agrees that within 30 days after being notified by the [insert "NRC" or the name of the State agency] of a determination that it no longer meets the financial test criteria or that it is disallowed from continuing as a guarantor for the facility under License No. [insert license number], it shall establish an alternative financial assurance as specified in 10 CFR Part 50 as applicable, in the name of [licensee] unless [licensee] has done so.
11. The guarantor as well as its successors and assigns agree to remain bound jointly and severally under this guarantee notwithstanding any or all of the following: amendment or modification of license or NRC-approved decommissioning funding plan for that facility, the extension or reduction of the time of performance of required activities, or any other modification or alteration of an obligation of the licensee pursuant to 10 CFR Part 50.
12. The guarantor agrees that all bound parties shall be jointly and severally liable for all litigation costs incurred by the beneficiary [insert name] in any successful effort to enforce the agreement against the guarantor.
13. The guarantor agrees to remain bound under this guarantee for as long as [licensee] must comply with the applicable financial assurance requirements of 10 CFR Part 50, for the previously listed facility(ies), except that the guarantor may cancel this guarantee by sending notice by certified mail to the [insert "NRC" or the name of the State agency] and to [licensee], such cancellation to become effective no earlier than 120 days after receipt of such notice by both the [insert "NRC" or the name of the State agency] and [licensee] as evidenced by the return receipts.
14. The guarantor agrees that if [licensee] fails to provide alternative financial assurance as specified in 10 CFR Part 50, as applicable, and obtain written approval of such assurance from the [insert "NRC," or the name of the State agency] within 90 days after a notice of cancellation by the guarantor is received by the [insert "NRC" or the name of the State agency] from the guarantor, the guarantor shall provide such alternative financial assurance in the name of [licensee] or make full payment under the guarantee.

15. The guarantor expressly waives notice of acceptance of this guarantee by the [insert "NRC" or the name of the State agency] or by [licensee]. The guarantor also expressly waives notice of amendments or modification of the decommissioning requirements and of amendments or modifications of the license.
16. If the guarantor files financial reports with the U.S. Securities and Exchange Commission, then it shall promptly submit them to the [insert "NRC," or the name of the State agency] during each year in which this guarantee is in effect.

I hereby certify that this guarantee is true and correct to the best of my knowledge.

Effective date: _____

[Name of guarantor]

[Authorized signature for guarantor]

[Name of person signing]

[Title of person signing]

Signature of witness or notary: _____

VALUE/IMPACT STATEMENT

A draft value/impact statement was published with the previous draft of this guide, DG-1106, when the draft guide was published for public comment in May 1989. No changes were necessary when the guide was published in its final form in August 1990, so a separate value/impact statement for the final guide had not been prepared. However, a draft regulatory impact analysis has been published for public comment on the corresponding proposed rule on Decommissioning Trust Provisions, which includes the impacts of this revised guide as well. The analysis examines the costs and benefits of the alternatives considered by the Commission. The draft analysis is available for inspection in the NRC Public Document Room, 11555 Rockville Pike, Rockville, MD. Single copies of the analysis may be obtained from Brian J. Richter, Office of Nuclear Reactor Regulation, U.S. Nuclear Regulatory Commission, Washington, DC 20555-0001, telephone (301) 415-1978, e-mail bjr@nrc.gov.