MINUTES OF THE MEETING OF THE SENATE COMMITTEE ON HUMAN RESOURCES AND FACILITIES

SIXTY-FIRST SESSION NEVADA STATE LEGISLATURE March 4, 1981

The Senate Committee on Human Resources and Facilities was called to order by Chairman Joe Neal at 9:20 a.m., Wednesday, March 4, 1981, in Room 323 of the Legislative Building, Carson City, Nevada. Exhibit A is the Meeting Agenda. Exhibit B is the Attendance Roster.

COMMITTEE MEMBERS PRESENT:

Senator Joe Neal, Chairman Senator James N. Kosinski, Vice Chairman Senator Richard E. Blakemore Senator Wilbur Faiss Senator Virgil M. Getto Senator James H. Bilbray

STAFF MEMBERS PRESENT:

Samuel F. Hohmann, Senior Research Analyst, Science and Technology Connie S. Richards, Committee Secretary

SENATE BILL NUMBER 87 (EXHIBIT C)

Mr. Al Edmundson, Bureau Chief, Consumer Health Protection Services submitted a list of proposed amendments to the committee (See Exhibit $\underline{\textbf{D}}$).

Mr. Robert Warren, Executive Secretary, Nevada Mining Association told the committee there has been extensive exploration in Nevada for uranium mineralization, and several major ore bodies have been identified. He expressed a concern over the phrase "and significant" on page 1, Section 2, line 4. He said that this phrase could allow anti-nuclear groups to discourage future uranium development and mining in Nevada. He asked the committee to consider removing this phrase from the bill. Mr. Warren pointed out that a citizen's group in Oregon has been attempting to stop all uranium processing and mining operations in that state through an initiative petition. He said if the group is successful in Oregon, they will probably try the same thing in Nevada and felt that the removal of that phrase could stop this from occurring without hurting

SENATE COMMITTEE ON HUMAN RESOURCES AND FACILITIES MARCH 4, 1981

the bill in any way.

Mr. Warren asked the committee to consider inserting the words "but not more stringent than" after the words "as stringent as" on page 2, Section 4, Subsection 1 to prevent excesses in regulations that are not appropriate.

Senator Getto moved to amend <u>Senate Bill No 87</u> by deleting the words "and significant" on page 1, Section 2, line 4.

Senator Bilbray seconded the motion.

The motion carried unanimously.

Senator Kosinski moved to change the word "byproducts" to the words "byproduct material" wherever it appears throughout the bill.

Senator Getto seconded the motion.

Mr. Hohmann said the health division should be consulted to determine whether the reference is to byproducts of processes or specific byproduct material, particularly in Sections 1 through 8.

Mr. John Vaden, Supervisor, Division of Health said the original bill had no mention of byproducts at all, but the words "byproduct materials" were used. He asked the committee to return the bill to its original state.

Senator Kosinski amended the above motion subject to division of health and research's findings.

The motion carried unanimously.

Senator Getto moved to insert the words "but not more stringent than" after the words "as stringent as" on page 2, Section 4, Subsection 1.

Senator Blakemore seconded the motion.

SENATE COMMITTEE ON HUMAN RESOURCES AND FACILITIES MARCH 4, 1981

Senator Kosinski said the State of Nevada should make regulations to protect the health of its citizens, not the federal government. He said in some cases, these regulations should be more stringent, and the executive agency should have the power to to establish them as it sees fit.

The motion did not carry. (Senators Kosinski, Neal and Bilbray voted "No".)

Senator Kosinski moved to "Do Pass as Amended" <u>Senate</u> <u>Bill No. 87</u>.

Senator Bilbray seconded the motion.

The motion carried unanimously.

The Chairman asked that <u>Senate Bill No. 86</u> be held until Senator Hernstadt's <u>Senate Bill No. 201</u> can be heard.

There being no further business, the meeting adjourned at 10:06 a.m.

Respectfully submitted:

Connie Richards, Committee Secretary

APPROVED BY:

Senator Joe Neal, Chairman

DATE 5- 12- 8/

SENATE AGENDA

COMMITTEE MEETINGS

| | | | COMMITTEE | MEE. | TINGS | | EXHIB1 | TA | | |
|-----------|------|--------|-----------|------|-----------|----|--------|------|------|---|
| Committee | on | Human | Resources | and | Facilitie | s, | Room | 323 | | · |
| Day _ | Wedi | nesday | , Dat | te _ | March 4 | , | Time | 9:00 | a.m. | |

- S. B. No. 86--Provides for regulation of transport and disposal of radioactive, chemical and other hazardous materials.
- S. B. No. 87--Regulates processing and disposal of certain nuclear byproducts.

SENATE COMMITTEE ON Human Resources and Facilities

DATE: <u>March 4, 1981</u>

EXHIBIT B

| | | EXHIBI | IT B | | |
|-----------------------|------------------------|-----------|-----------------|--|--|
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SENATE BILL NO. 86—SENATORS JACOBSEN, GETTO AND NEAL

JANUARY 27, 1981

Referred to Committee on Human Resources and Facilities

SUMMARY—Provides for regulation of transport and disposal of radioactive, chemical and other hazardous materials. (BDR 40-6)

FISCAL NOTE: Effect on Local Government: No.

Effect on the State or on Industrial Insurance: Yes.



EXPLANATION-Matter in trailes is new; matter in brackets [] is material to be omitted.

AN ACT relating to radioactive, chemical and other hazardous materials; providing for the regulation of their transport and disposal; clarifying the respective power to adopt regulations respecting nuclear affairs of the state board of health and the health division of the department of human resources; providing penalties; and providing other matters properly relating thereto.

The People of the State of Nevada, represented in Senate and Assembly, do enact as follows:

SECTION 1. Chapter 459 of NRS is hereby amended by adding thereto the provisions set forth as sections 2 to 4, inclusive, of this act.

SEC. 2. 1. A shipper or producer of radioactive waste, or a broker who receives such waste from another person for the purpose of disposal, shall not dispose of the waste in this state until he obtains a license from the health division to use the disposal area. The health division shall order a shipment of such waste from an unlicensed shipper or broker to be returned to him, except for a package which has leaked or spilled its contents, unless the package has been securely repackaged for return.

2. The health division shall issue a license to use a disposal area to a shipper or broker who demonstrates to the satisfaction of the division that he will package and label the waste he transports or causes to be transported to the disposal area in conformity with the regulations of the state board of health;

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3. A shipper or broker violates this section if he transports or causes to be transported to a disposal area any such waste:

(a) Which is not packaged or labeled in conformity with regulations of the state board of health;

(b) Which is not accompanied by a bill of lading or other shipping document prescribed by that board; or

(c) Which leaks or spills from its package, unless, by way of affirmative

defense, the shipper or broker proves that the carrier of the waste was responsible for the leak or spill,

and if licensed by the board, he may be assessed an administrative penalty by the health division of not more than \$500, or if not licensed, he is

guilty of a misdemeanor.

 4. Each container of such waste which is not properly packaged or labeled, or leaks or spills its contents, constitutes a separate violation, but the total amount of the penalty or fine for any one shipment must not exceed \$10,000. In imposing a penalty or fine, the health division or the court shall consider the substantiality of the violation and the injury or risk of injury to persons or property in this state.

5. The health division, or the board pursuant to NRS 459.100, may suspend or revoke a license to use a disposal area if it finds that the licensee has violated any provision of this chapter. If a license has been revoked, it may be reinstated only if the licensee demonstrates to the health division that he will comply with the provisions of this chapter in

all future shipments of waste.

SEC. 3. 1. A person who is employed at an area used for the disposal of radioactive waste and removes from the disposal area any of that waste, or removes from the disposal area for his own personal use any machinery or equipment belonging to the operator of the area, shall be punished by imprisonment in the county jail for not more than 1 year, or by a fine of not more than \$10,000, or by both fine and imprisonment.

2. If a person who violates this section is employed by the operator of the disposal area, the operator muy be fined not more than \$10,000,

in addition to any other penalty provided by law.

SEC. 4. 1. Inspectors and peace officers of the motor carrier division of the department of motor vehicles, the public service commission of Nevada and the Nevada highway patrol shall enforce those provisions of sections 2 and 11 of this act which govern the transport and handling of radioactive waste as they affect the safety of drivers or vehicles, the leakage or spill of radioactive waste from its package or the emission of ionizing radiation in an unsafe amount as established by the regulations of the state board of health.

2. The inspector or peace officer may:

(a) Impound a vehicle with unsafe equipment; or

(b) Detain a vehicle, if any such waste has leaked or spilled from its package or if he has detected the emission of ionizing radiation in an unsafe amount, and order the driver of the vehicle to park it in a safe place, as determined by an officer designated by the state board of health, pending remedial action by that board.

3. After a vehicle has been so detained, an officer designated by the

state board of health may order:

(a) The vehicle to be impounded;

(b) The leaked or spilled waste to be cleaned up;

(c) The contents of any unsafe or leaking package to be repackaged; or

47 (d) Any other appropriate precaution or remedy,

at the expense of the shipper or broker, carrier or other person who is responsible as determined by the health division of the department of human resources.

SEC. 5. NRS 459.030 is hereby amended to read as follows:

459.030 For the protection of public health and safety, the health division shall:

1. Develop and conduct programs for the evaluation of hazards asso-

ciated with the use of sources of ionizing radiation.

2. Develop programs and formulate, [adopt and promulgate rules and regulations,] with due regard for compatibility with federal programs, [for:] regulations for adoption by the state board of health regarding:

(a) Licensing and regulation of byproduct materials, source materials, special nuclear materials and other radioactive materials [.], including

radioactive waste.

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(b) Control of other sources of ionizing radiation.

3. [Formulate, adopt and promulgate] Adopt such [additional rules and] regulations as may be necessary to administer the provisions of NRS 459.010 to 459.160, inclusive.

4. Collect and disseminate information relating to control of sources

of ionizing radiation, including:

- (a) Maintenance of a file of all license applications, issuances, denials, amendments, transfers, renewals, modifications, suspensions and revocations.
- (b) Maintenance of a file of registrants possessing sources of ionizing radiation which require registration under the provisions of NRS 459.010 to 459.160, inclusive, such file to include a record of any administrative or judicial action pertaining to such registrants.

(c) Maintenance of a file of all [rules and] regulations, pending or promulgated, relating to the regulation of sources of ionizing radiation, and any proceedings pertaining to [such rules and] the regulations.

SEC. 6. NRS 459.040 is hereby amended to read as follows:

459.040 1. The state board of health shall [provide by rule or regulation], with due regard for compatibility with federal programs, adopt

regulations for:

- (a) General or specific licensing of persons to receive, possess or transfer radioactive materials, or devices or equipment utilizing such materials. Every such [rule or] regulation shall provide for amendment, suspension or revocation of licenses.
- (b) Licensing and regulation of byproduct materials, source materials, special nuclear materials and other radioactive materials [.], including radioactive waste.

(c) Control of other sources of ionizing radiation.

- 2. The health division of the department of human resources may require:
- (a) Registration and inspection of sources of ionizing radiation which do not require specific licensing.

(b) Compliance with specific standards to be promulgated by the state

45 board of health.

3. The state board of health may exempt certain sources of ionizing radiation, or kinds of uses or users of such sources, from the licensing or registration requirements set forth in this section if the board makes a finding that the exemption of such sources of ionizing radiation, or kinds

of uses or users of such sources, will not constitute a significant risk to

the health and safety of the public.

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4. [Rules and regulations] Regulations promulgated pursuant to NRS 459.010 to 459.160, inclusive, may provide for recognition of such other state or federal licenses as the state board of health may consider desirable, subject to such registration requirements as the state board of health may prescribe.

SEC. 7. NRS 459.045 is hereby amended to read as follows:

459.045 The state board of health [may] shall establish by regulation:

1. License fees and any other fees for the [use] operation of state-owned [disposal] areas in an amount sufficient to defray all costs of monitoring, securing or otherwise regulating the storage or disposal of radioactive materials and chemical wastes. The person who contracts with the state for the [use] operation of such an area is responsible for the payment of these fees.

2. Procedures for the collection of interest on delinquent fees and

other accounts for the [use] operation of disposal areas.

3. Penalties of no more than \$3,000 per day for each separate failure to comply with a license or agreement or \$25,000 for any 30-day period for all such failures. an agreement, license, regulation or statute govern-

ing the operation of a disposal area.

License fees and other fees for the use of such an area to store or dispose of radioactive materials, which are chargeable against shippers or brokers in amounts sufficient to defray the costs to the state of inspecting, monitoring, securing or otherwise regulating their use of the area. In addition, the board may establish by regulation a fee chargeable against shippers and brokers for revenue for the State of Nevada. Before establishing a fee for revenue, the board must consider the amounts of the fees for licensing and disposal which are chargeable against the users of such areas in other states, in order that a shipper or broker be neither encouraged nor discouraged from disposing of such waste in this state, and that he base his decision about where to dispose of the waste primarily on the cost of transportation to the areas which are available for disposal. The regulations adopted pursuant to this subsection may include a method for the collection of fees from the users of an area, and each of the fees may be a percentage of the fee paid by a user to the operator of the area. The board shall report to the legislature at the end of January of oddnumbered years the amounts of revenue paid to the state for the use of such areas in the preceding biennium.

SEC. 8. NRS 408.125 is hereby amended to read as follows:

408.125 The board may:

1. Adopt such rules, bylaws, motions and resolutions, not inconsistent with this chapter, as may be necessary to govern the administration,

activities and proceedings of the department.

2. On behalf of the State of Nevada, enter into agreements with any adjoining state, or any proper agency of such state, for the construction, reconstruction, improvement, operation and maintenance by any party to such agreement, in such manner and by such means as may be provided in the agreement, of bridges over interstate waters, and may enter into like

agreements with respect to construction, reconstruction, improvement, operation and maintenance of highways within the State of Nevada or such adjoining state, when such highways are at or near the common beautiful to the state.

4 boundary of the states.

 3. Authorize the department to join associations of highway officials of other states and other organizations which have been heretofore or may hereafter be established, having as their purpose the interchange of information, establishment of standards and policies relating to highway construction, reconstruction, improvement, maintenance and administration.

4. Designate by regulation alternative routes for the transport of radioactive, chemical or other hazardous materials over the highways or county roads of this state, in lieu of the preferred highways for such transport designated by the United States Department of Transportation, or approve alternative routes set forth in a proposed county or city ordinance if the regulation or ordinance does not conflict with the standards for alternative routes established by the United States Department of Transportation.

SEC. 9. NRS 484.773 is hereby amended to read as follows:

484.773 The department of motor vehicles shall adopt reasonable

regulations providing for:

1. Minimum binder requirements to secure loads on vehicles against dangerous displacement and governing the loading and securement of loads for transportation over public highways by vehicles [.], except loads containing radioactive waste.

2. Safety chains and cables for combinations of vehicles.

SEC. 10. NRS 484.779 is hereby amended to read as follows:

484.779 1. Except as provided in subsection 3, a local authority may adopt, by ordinance, regulations with respect to highways under its jurisdition within the reasonable exercise of the police power.

(a) Regulating or prohibiting processions or assemblages on the high-

ways.

(b) Designating particular highways as one-way highways and requir-

ing that all vehicles thereon be moved in one specific direction.

(c) Designating any highway as a through highway, requiring that all vehicles stop before entering or crossing the highway, or designating any intersection as a stop or a yield intersection and requiring all vehicles to stop or yield at one or more entrances to the intersection.

(d) Designating truck routes.

(e) Regulating the operation of bicycles and requiring the registration and licensing thereof.

(f) Adopting such other traffic regulations as are specifically author-

43 ized by this chapter.

2. An ordinance relating to traffic control enacted under this section is not effective until official traffic-control devices giving notice of such local traffic regulations are posted upon or at the entrances to the highway or part thereof affected as may be most appropriate.

3. An ordinance enacted under this section is not effective with

respect to [highways]:

(a) Highways constructed and maintained by the department of trans-

portation under the authority granted by chapter 408 of NRS; or

(b) Alternative routes for the transport of radioactive, chemical or other hazardous materials which are governed by regulations of the United States Department of Transportation,

until the ordinance has been approved by the board of directors of the

department of transportation.

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SEC. 11. Chapter 706 of NRS is hereby amended by adding thereto

a new section which shall read as follows:

1. No common, contract or private motor carrier of property may transport radioactive waste upon the highways of this state unless he obtains from the commission a permit specifically allowing him to transport radioactive waste. An interstate common or contract carrier must register with the commission the certificate issued to him by the Interstate Commerce Commission when he applies for such a permit.

2. The commission shall issue a permit to a carrier allowing him to

transport radioactive waste if the carrier:

(a) Registers his certificate issued by the Interstate Commerce Commission and complies with the regulations of the public service commission respecting the registration of interstate carriers; or

(b) Demonstrates to the satisfaction of the public service commission that he complies and will continue to comply with all laws and regulations of this state and the Federal Government respecting the handling and transport of radioactive waste and the safety of drivers and vehicles.

3. A carrier of radioactive waste shall reject any package containing such waste which is tendered to him for transport in this state if the package is leaking or spilling its contents, does not bear a shipping label prescribed by the state board of health or is not accompanied by a bill of lading or other shipping document in a form prescribed by that board. A carrier who accepts such waste for transport in this state is liable for any package in his custody which leaks or spills its contents, does not bear the required shipping label or is not accompanied by the required shipping documents, unless, in the case of a leak or spill of such waste and by way of affirmative defense, the carrier proves that he did not and could not know of the leak when he accepted the package for transport.

4. A carrier of radioactive waste shall notify the commission not less than 4 nor more than 48 hours before he begins to transport the waste in

this state.

5. A carrier is exempt from obtaining the permit required by this section if he transports only radioactive waste the possession of which is

exempt from licensing by the state board of health.

6. The commission may revoke a certificate issued pursuant to this chapter, and shall revoke a permit to transport radioactive waste issued pursuant to this section, or in the case of a carrier whose certificate is issued by the Interstate Commerce Commission it may file a complaint with that commission, if it finds that, while transporting radioactive waste, the carrier has failed to comply with any laws or regulations of this state or the Federal Government respecting the handling or transport of radioactive waste and the safety of drivers or vehicles.



505 EAST KING STREET CARSON CITY, NEVADA 69710 TELEPHONEI (702) 685-4750

STATE OF NEVADA DEPARTMENT OF HUMAN RESOURCES DIVISION OF HEALTH

BUREAU OF CONSUMER HEALTH PROTECTION SERVICES

620 BELROSE STREET LAS VEGAS, NEVADA 89158 TELEPHONE: (702) 385-0241

PROPOSED AMENDMENTS TO S.B. 87

EXHIBIT D

The Legislative Council Bureau has substituted the word "byproducts" for the words "byproduct material." The United States Regulatory Commission does not accept this substitution. Attached is a letter to NRC and their reply explaining their reasons.

The following changes will be necessary in order to be compatable with NRC:

Page 2, line 2 - ...which results in [byproducts] byproduct material of uranium or thorium must contain...

Page 2, line 12 - ...and the [byproducts] <u>typroduct material</u> which resulted...

Page 2, line 16 - ...and to the [byproducts] byproduct material which resulted from the...

Page 2, line 30 - ...the [byproducts] byproduct material and land in...

Page 2, line 33 - ...land and [byproducts] byproduct material so placed...

Page 2, line 37 - ...the [byproducts] byproduct material and land...

Page 2, line 42 - ... to examine [byproducts] byproduct material of uranium...

Page 2, line 46 - ...management of [byproducts] byproduct material must...

In order to be compatable with NRC the following changes should not be made:

Page 3, line 3

Page 3, line 13

Page 4, line 1

Page 4, line 12

Page 4, line 38



UNITED STATES NUCLEAR REGULATORY COMMISSION WASHINGTON, D. C. 20555

JAN 3 0 1981



FEB 04 1961

Mr. John Vaden, Supervisor Radiological Health Division of Health 505 East King Street Carson City, Nevada 89710

Consumer Health Protection Services

Dear Mr. Vaden:

EXHIBIT D

We are pleased to reply to your letter of December 30, 1980, concerning the use of the term "Byproduct Material."

The term, "Byproduct Material" has its origins in the Atomic Energy Act of 1954, Section 11(e). (Enclosure 1) Congress, by that statute, gave the term a precise meaning. The model enabling act adopted by and suggested by the Council of State Governments also incorporates the term (Enclosure 2). In 1978, Congress in passing the Uranium Mill Tailings Radiation Control Act, extended the meaning of the term to also include tailings resulting from the processing of ore primarily for their source material (uranium and thorium) content. (Enclosure 3) Thus, the term "Byproduct Material" has a clear and precise meaning given to it by Federal statute. In the 26 years since its original definition by Congress, it has become incorporated into numerous State statutes and State and Federal regulations.

The proposed use of the alternate term, "Byproducts" will, at a minimum, cause much confusion. The term "byproducts" has a far broader meaning, is not used in the Atomic Energy Act, as amended, and does not possess the narrow and precise meaning as the term "Byproduct Material." We expect the Agreement States, as a matter of compatibility, to follow exactly, the basic terminology of the Atomic Energy Act as amended. More to the point, the use of "Byproducts" in lieu of "Byproduct Materials" is not acceptable to NRC.

Sincerely,

G. Wayne Kerr, Director
Office of State Programs

Enclosures: As Stated



DIVISION OF HEALTH

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BUREAU OF CONSUMER HEALTH PROTECTION SERVICES

505 EAST KING STREET CARSON CITY, NEVADA 89710 TELEPHONE: (702) 885-4780

620 BELROSE STREET LAS VEGAS, NEVADA 89:58 TELEPHONE: (702) 385-024:

December 30, 1980

EXHIBIT D

G. Wayne Kerr
Director for State Agreements Program
Office of State Programs
United States Nuclear Regulatory Commission
Washington, D.C. 20555

Dear Wayne:

We are introducing legislation in the January, 1981 session to implement the model State act for UMTRCA. The head of the State Legislative Counsel Bureau who reviews proposed legislation and regulations for form has objected to the term "Byproduct Material", as not being proper english. He plans to substitute the term "Byproducts" for "Byproduct Material" and is introducing legislation to amend the Nevada Revised Statutes, Chapter 459, to substitute "Byproducts" in each instance where "Byproduct Materials" is mentioned.

I would appreciate your referring this matter to NRC counsel for a determination as to whether:

- 1. The change in NRS will in any way interfere with acceptance of Nevada's program to retain regulatory authority over uranium mills.
- 2. The existing Agreement between Nevada and the Commission will need to be changed as regulatory authority over byproduct material was transferred.
- 3. There are many definitions of the term "byproducts" already in Federal law and particularly in laws associated with NRC, that are not the same as the definition for byproduct material.

Sincerely,

John Vaden

Supervisor

Radiological Health

JV/dld