International Experts' Meeting on Decommissioning and Remediation after a Nuclear Accident

Organized in connection with the implementation of the IAEA Action Plan on Nuclear Safety IAEA, Vienna International Center, Vienna, Austria, January 28th - February 1st, 2013

The International Safety Regime for Decommissioning and Remediation after a Nuclear Accident: Lessons and Challenges from Fukushima

Abel J. González

Argentine Nuclear Regulatory Authority Av. del Libertador 8250, (1429)Buenos Aires, Argentina; **2**+54 1163231306; **G** agonzalez@arn.gob.ar

Framing this Presentation Understanding 1

The main purpose of this meeting is to deal with the relevant radiation protection and safety framework for tackling the huge challenges presented by the decommissioning of facilities and remediation of habitats after an accident...

Framing this Presentation Understanding 2

The meeting is framed under an IAEA safety 'action plan', namely under the relevant statutory safety responsibilities of the IAEA –which are:

- Establishing standards for the protection of health, (including those for labour conditions).
- Providing for their application
- Facilitating compliance with legally binding obligations

Framing this Presentation Understanding 3

The meeting was not convened for dealing with the serious problems of decommissioning and remediation linked to nuclear weapons. This important issue will not be covered in the presentation but we would like to suggest that the IAEA may consider to convene an *ad hoc* meeting on this subject.

Content

- 1. The international safety regime
- 2. Decommissioning and remediation:
 - **Relevant issues**
- 3. Lessons from Fukushima

4. Epilogue

1. The international safety regime

The international system



UNSCEAR is responsible for the epistemology (i.e., for the scientific basis and its limitations)



Report of the United Nations Scientific Committee on the Effects of Atomic Radiation 2010

Fifty-seventh session, includes Scientific Report: summary of low-dose radiation effects on health

Papport du Cornité scientifique des Nations Unies pour l'étude des effets des rayonnements ionisants 2010 Cinquante-septième session, y compris le rapport scientifique sur les effets des rayonnements à tables doses sur la santé

Informe del Comité Científico de las Naciones Unidas para el Estudio de los Efectos de las Radiaciones Atómicas 2010 57º período de sesiones, incluido el informe científico sobre los efectos de las radiaciones de dosis bajas en la salud

Доклад Научного комитета Организации Объединенных Наций по действию атомной радиации, 2010 год

Патодесят седемая сессия; содержит научной доклад: кратко-е изложение пробле мовоздействия радиации в малох доавх на состояние здоровая

联合国原子辐射影响问题科学委员会 2010 年报告 第五十七届会议,包括科学报告,任利量辐射对健康的影响规述

تقرير لجنة الأمم المتحدة العلمية المنية بآثار الإشعاع الذرّي ٢٠١٠ الدورة السابعة والخمسون، وهو يتضمّن التقرير العلمي: ملحّمن آثار الإشعاع للتخفض الجرعات على المسعة UNSCEAR 2010 Report

The International Commission on Radiological Protection is responsible for the paradigm



Velume 37 Nosi 2-4-2007

159N 01/0 0451

Annals of the ICRP

ICRP Publication 103

The 2007 Recommendations of the International Commission on Radiological Protection

User's Edition

Volume 39 No. 1 2009

ISSN 0146-6453 ISBN 978-070-204-0986

Annals of the ICRP

ICRP Publication 109

Application of the Commission's Recommendations for the Protection of People in Emergency Exposure Situations Volume 28 No. 2 2000

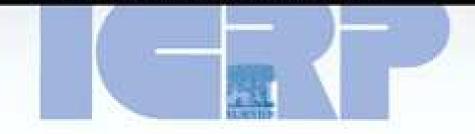
TERM STAR AND

Annals of the ICRP

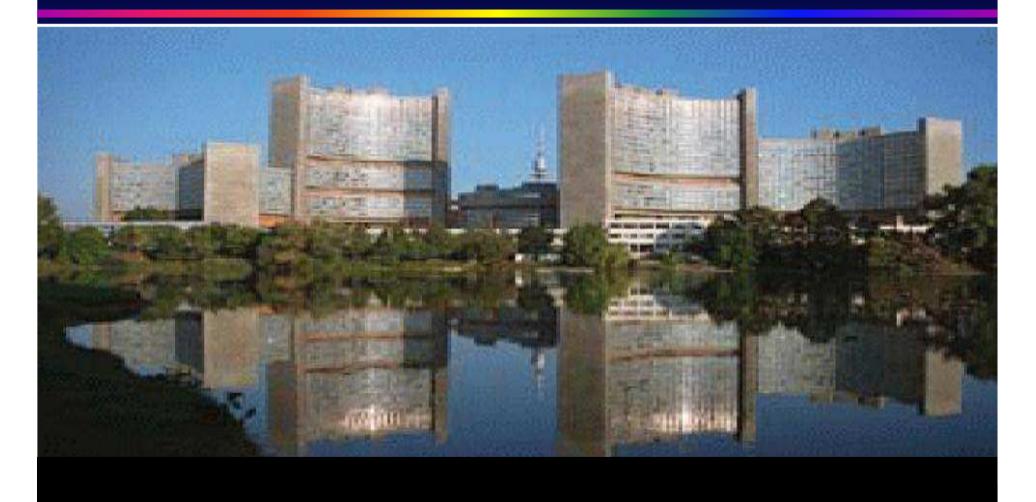
ICRP Publication 111

Application of the Commission's Recommendations to the Protection of People Living in Long-term Contaminated Areas after a Nuclear Accident or a Radiation Emergency

This special free release of ICRP Publication 111 is dedicated to those in Japan who have lost so very much

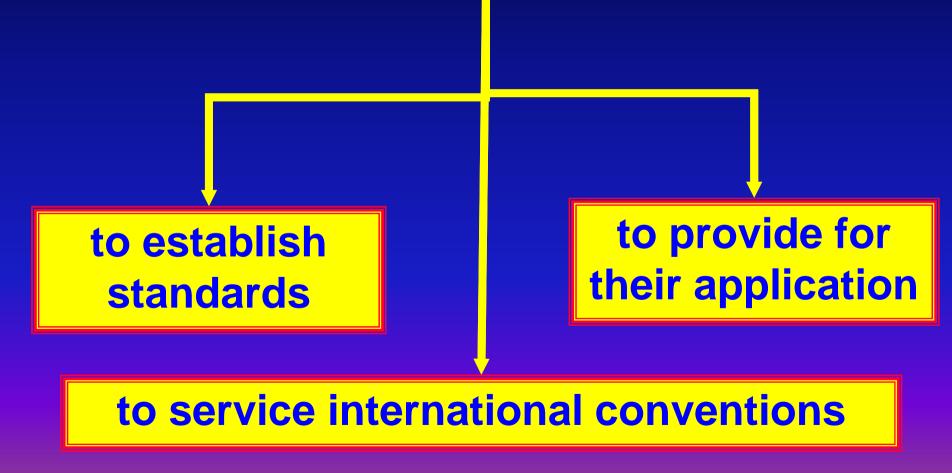


The IAEA is responsible for the global regime of intergovernmental obligations and standards



IAEA statutory functions

related to decommissioning and remediation



Legally Binding Conventions

Convention on Early Notification of a Nuclear Accident

Convention on Assistance in the Case of a Nuclear

Accident or Radiological Emergency

Convention on Nuclear Safety

Joint Convention on the Safety of Spent Fuel Management

and on the Safety of Radioactive Waste Management

ILO Radiation Protection Convention No. 115 (1960)



ILO Radiation Protection Convention No. 115 (1960) Date of entry into force: 17.6.1962 Ratifications:

- Argentina 15.6.1978
- Azerbaijan 19.5.1992
- Barbados 8.5.1967
- Belarus 26.2.1968
- Belgium2.7.1965
- Beliz 15.12.1983
- Brazil 5.9.1966
- Chile 14.10.1994
- Czech Rep. 1.1.1993
- Denmark 7.2.1974
- Djibouti 3.8.1978
- Ecuador 9.3.1970
- Egypt 18.3.1964
- Finland 16.10.1978
- France 18.11.1971
- Germany 26.9.1973

- Ghana 7.11.1961
- Greece 4.6.1982
- Guinea 12.12.1966
- Guyana 8.6.1966
- Hungary 8.6.1968
- India 17.11.1975
- Iraq 26.10.1962
- Italy 5.5.1971
- Japan 31.7.1973
- Kyrgyzstan 31.3.1992
- Latvia 8.3.1993
- Lebanon 6.12.1977
- Luxembourg 8.4.2008
- Mexico 19.10.1983
- Netherlands 29.11.1966
- Nicaragua 1.10.1981

- Norway 17.6.1961
- Paraguay 10.7.1967
- Poland 23.12.1964
- Portugal 17.3.1994
- Russian Fed. 22.9.1967
- Slovakia 1.1.1993
- Spain 17.7.1962
- Sri Lanka 18.6.1986
- Sweden 12.4.1961
- Switzerland 29.5.1963
- Syrian A. R. 15.1.1964
- Tajikistan 26.11.1993
- Turkey 15.11.1968
 - Ukraine 19.6.1968
- U.K. 9.3.1962
- Uruguay 22.9.1992

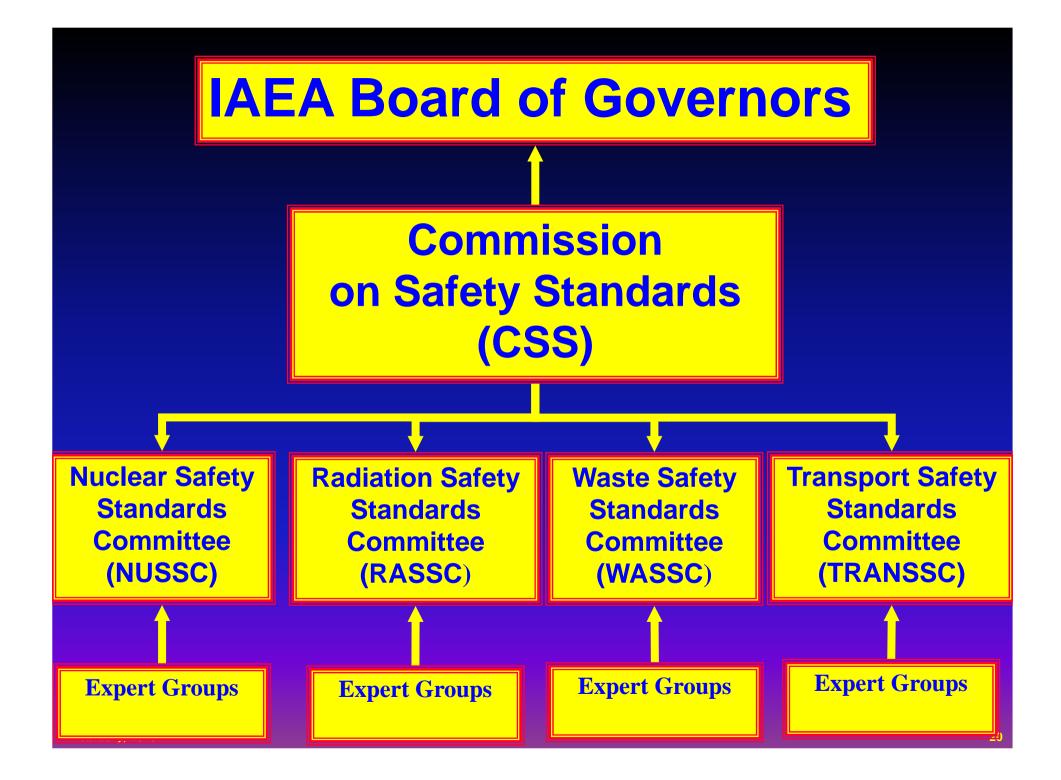
International

Radiation Safety

Standards



1 February, 2013



Provisions for the application of the standards: **IAEA** mechanisms



1 February, 2013

Long experience1962: firstinternationalstandards.

Basic Safety Standards for Radiation Protection

No.S

SERIES

SAFETY

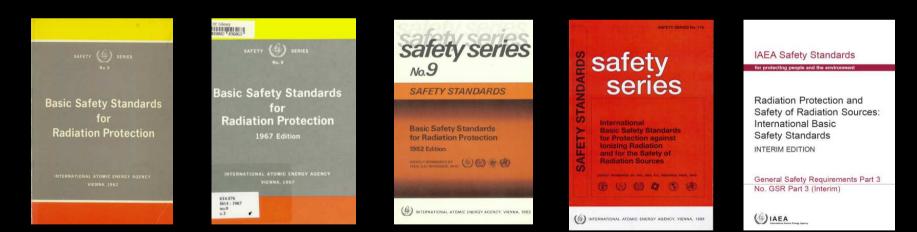
INTERNATIONAL ATOMIC ENERGY AGENCY VIENNA, 1962

ICRP recommendations

1958 ("Publication 1")
1966 (Publication 9)
1977 (Publication 26)
1990 (Publication 60)
2007 (Publication 103)

IAEA Basic Safety Standards

- <mark>-</mark>1962
- <mark>-</mark>1967
- <mark>-</mark>1982
- <mark>-</mark>1996
- •2011 Interim edition



Safety Standards Hierarchy

Safety Fundamentals

Safety Requirements

Safety Guides

I February, 2013

for protecting people and the environment

Fundamental Safety Principles

Jointly sponsored by Euratom FAO IAEA ILO IMO OECD/NEA PAHO UNEP WHO

Safety Fundamentals

No. SF-1



SAFETY

Safety Standards

Basic Safety Standards for Protection against **Ionizing Radiation** and for the Safety of **Radiation Sources**

JOINTLY SPONSORED BY FAO, IAEA, ILO, OECD/NEA, PAHO, WHO



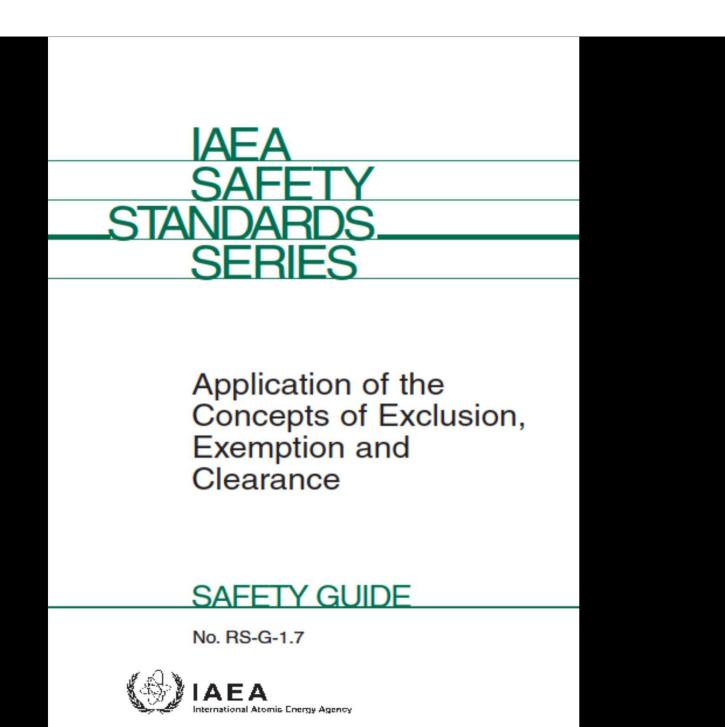
INTERNATIONAL ATOMIC ENERGY AGENCY, VIENNA, 1996

for protecting people and the environment

Radiation Protection and Safety of Radiation Sources: International Basic Safety Standards

General Safety Requirements Part 3 No. GSR Part 3 (Interim)





for protecting people and the environment

Decommissioning of Facilities Using Radioactive Material

Safety Requirements No. WS-R-5





Decommissioning of Nuclear Power Plants and Research Reactors

SAFETY GUIDE

No. WS-G-2.1



INTERNATIONAL ATOMIC ENERGY AGENCY VIENNA

for protecting people and the environment

Safety Assessment for the Decommissioning of Facilities Using Radioactive Material

Safety Guide No. WS-G-5.2





Occupational Radiation Protection

JOINTLY SPONSORED BY THE INTERNATIONAL ATOMIC ENERGY AGENCY AND THE INTERNATIONAL LABOUR OFFICE



SAFETY GUIDE

No. RS-G-1.1



INTERNATIONAL ATOMIC ENERGY AGENCY VIENNA

for protecting people and the environment

Release of Sites from Regulatory Control on Termination of Practices

Safety Guide No. WS-G-5.1





Remediation of Areas Contaminated by Past Activities and Accidents

SAFETY REQUIREMENTS

No. WS-R-3



for protecting people and the environment

Remediation Process for Areas Affected by Past Activities and Accidents

Safety Guide No. WS-G-3.1



for protecting people and the environment

Environmental and Source Monitoring for Purposes of Radiation Protection

Safety Guide No. RS-G-1.8



SAFE DECOMMISSIONING FOR NUCLEAR ACTIVITIES

Proceedings of an International Conference Berlin, 14–18 October 2002



PROCEEDINGS SERIES

LESSONS LEARNED FROM THE DECOMMISSIONING OF NUCLEAR FACILITIES AND THE SAFE TERMINATION OF NUCLEAR ACTIVITIES

PROCEEDINGS OF AN INTERNATIONAL CONFERENCE ON LESSONS LEARNED FROM THE DECOMMISSIONING OF NUCLEAR FACILITIES AND THE SAFE TERMINATION OF NUCLEAR ACTIVITIES ORGANIZED BY THE INTERNATIONAL ATOMIC ENERGY AGENCY, CO-SPONSORED BY THE EUROPEAN COMMISSION, IN COOPERATION WITH THE OECD NUCLEAR ENERGY AGENCY AND THE WORLD NUCLEAR ASSOCIATION, HOSTED BY THE GOVERNMENT OF GREECE THROUGH THE MINISTRY OF FOREIGN AFFAIRS OF THE HELLENIC REPUBLIC AND THE GREEK ATOMIC ENERGY COMMISSION AND HELD IN ATHENS, 11–15 DECEMBER 2006

> INTERNATIONAL ATOMIC ENERGY AGENCY VIENNA, 2007

International Conference on Remediation of Land Contaminated by Radioactive Material Residues

18–22 May 2009 Astana, Kazakhstan

Organized by the International Atomic Energy Agency (IAEA)

Hosted by the Government of Kazakhstan



http://www-pub.iaea.org/MTCD/Announcement.asp?ConfID=35422
CN-172

Does this comprehensive international regime provide solutions to the concrete practical issues of decommissioning and remediation?



Decommissioning

The main safety issues in decommissioning are

Providing occupational protection

Managing the radioactive waste

Dealing with the 'contaminated' rubble

Remediating the 'contaminated' site

Occupational Protection

Legally binding instruments already exist.

• States shall comply with their obligations.

ILO Radiation Protection Convention No. 115 (1960)



Management of Radioactive Waste

• Legally binding instruments already exist.

• States shall comply with their obligations.



International Atomic Energy Agency INFORMATION CIRCULAR INF

INFCIRC/546 24 December 1997

GENERAL Distr.

Original: ARABIC, CHINESE ENGLISH, FRENCH, RUSSIAN and SPANISH

JOINT CONVENTION ON THE SAFETY OF SPENT FUEL MANAGEMENT AND ON THE SAFETY OF RADIOACTIVE WASTE MANAGEMENT

Unsolved issues

Dealing with the 'contaminated' rubble

Remediating the 'contaminated' site

Remediation

Terminology

Remediation

providing a remedy? (pharmaceutical product, cure or treatment) • 'cleanup' (making a place 'clean')?; removing 'contamination' from land?, or • reducing radiation exposure?... • how much?



The aim of international policies on remediation should be to resolve <u>unambiguously</u> elementary questions being asked by the public



Can we play on the outdoor area?



Is it safe for me and my family to eat this food?

These kakis (persimmons) contain 90 Bq/kg, but when dried they contain 110; are they edible?





Is it safe? The Minister does not drink water from the Fukushima Prefecture every day!

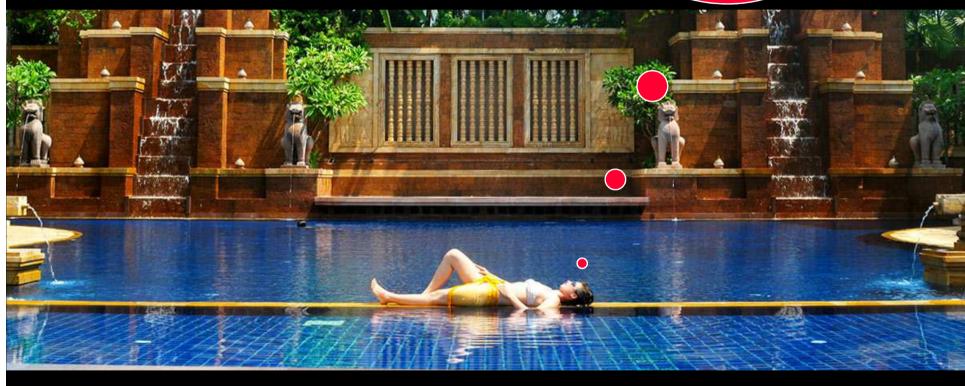
This water is safe; I drunk it!

Deputy Minister Yasuhiro Sonoda



If water is not safe, why is orange juice safe?

Why I am permitted to drink this water but not to swim in it?





This patient shows some contamination, should I send her to Chiba?

We were told this water is contaminated; shall we use it?



Does the current international regime of

have an unambiguous answer to these questions?

It seems that it doesn't

I seems that even climbing this mountain will not solve the problem of 'contamination'

?



• Well, if the system cannot answer unambiguously these

straightforward questions, then something is wrong!

Limiting the solution of this serious problem to the

involvement of 'stakeholders', and then giving the question

back to them, is unfair and, somehow,

ethically incorrect.

'Contamination'

• from Latin contaminare, 'make impure'.

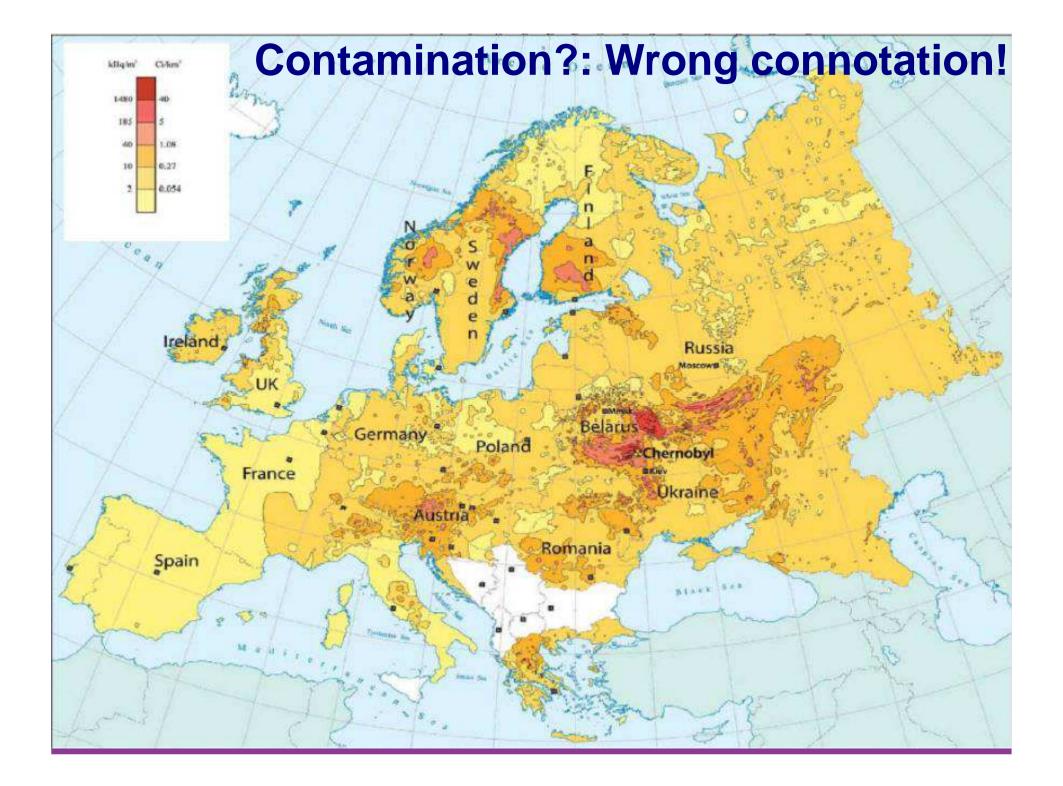
• Religious understanding (e.g., no-kosher food)

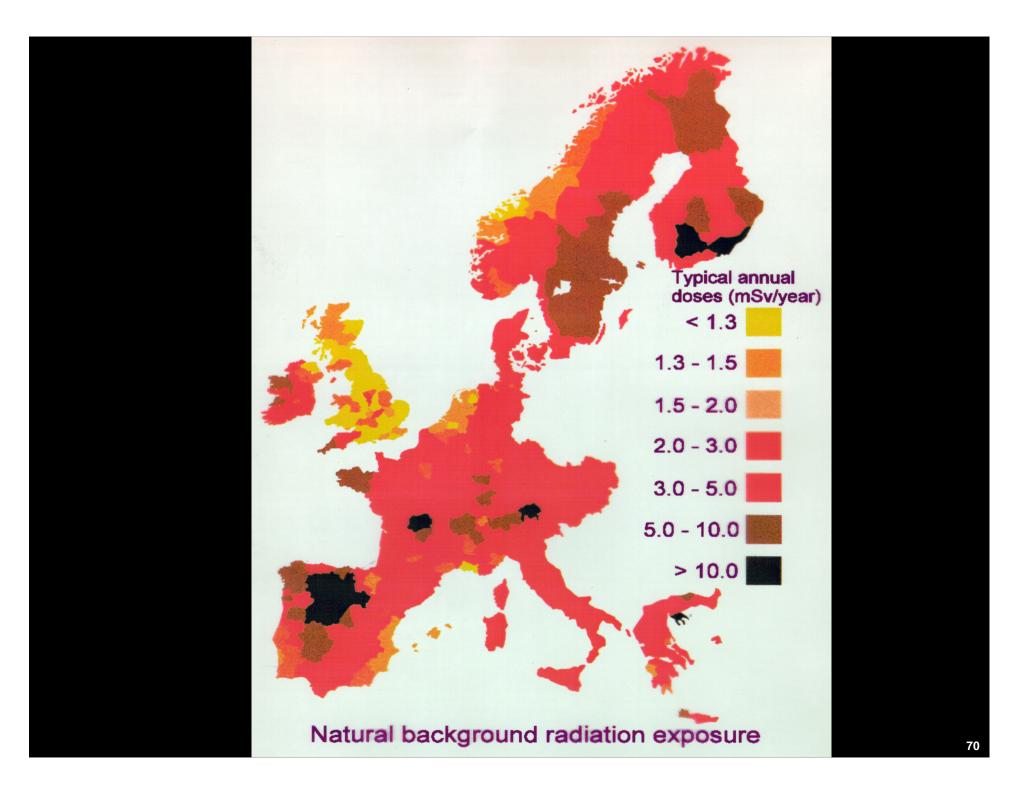
Experts' denotation: presence of radioactivity

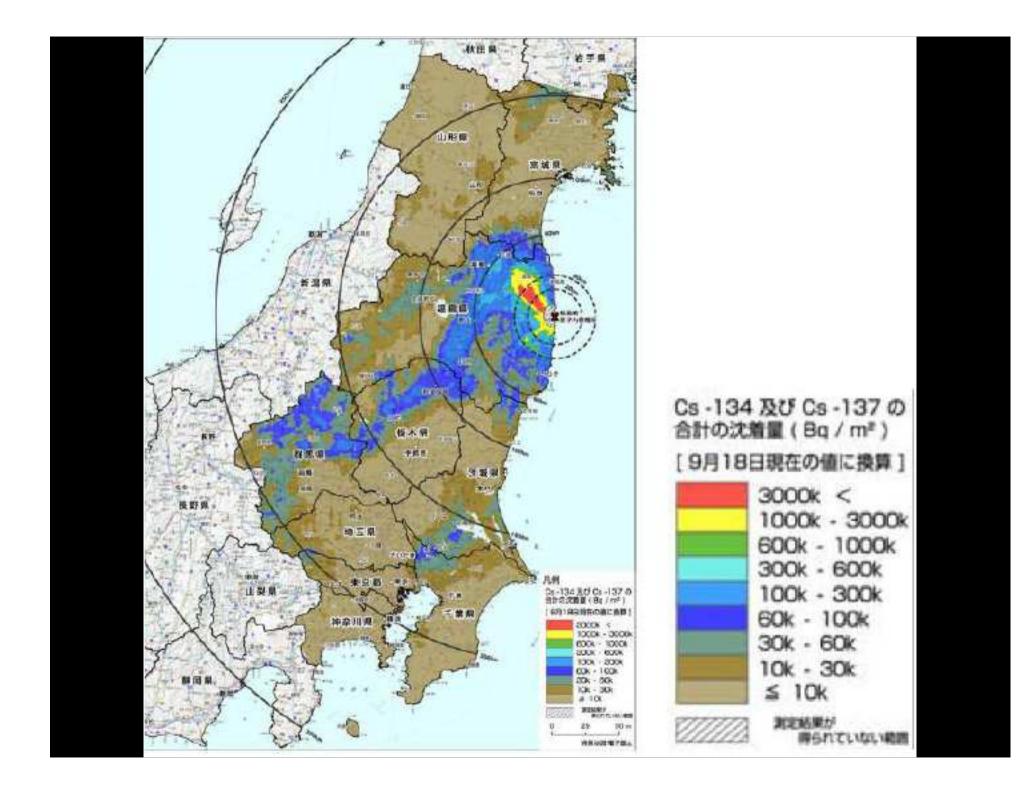
Public's connotation: danger of radiation

The food is 'contaminated', but do not worry the 'contamination' is low?

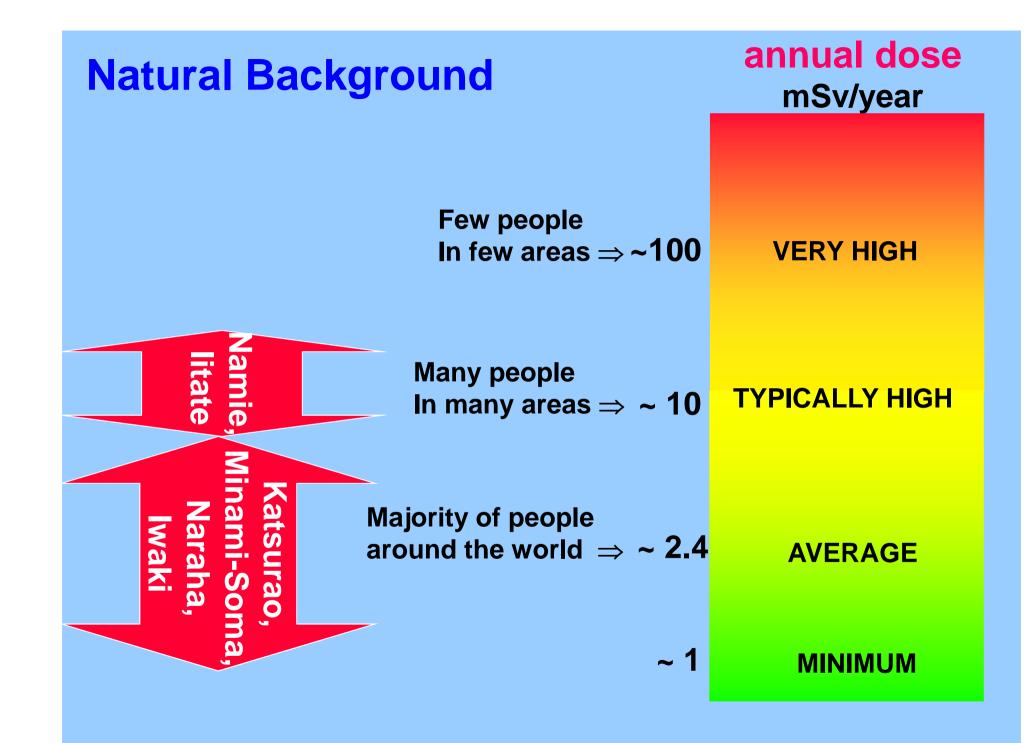
'Contaminated' Territories







What is the meaning of 'contaminated' land?



Preliminary dose estimation

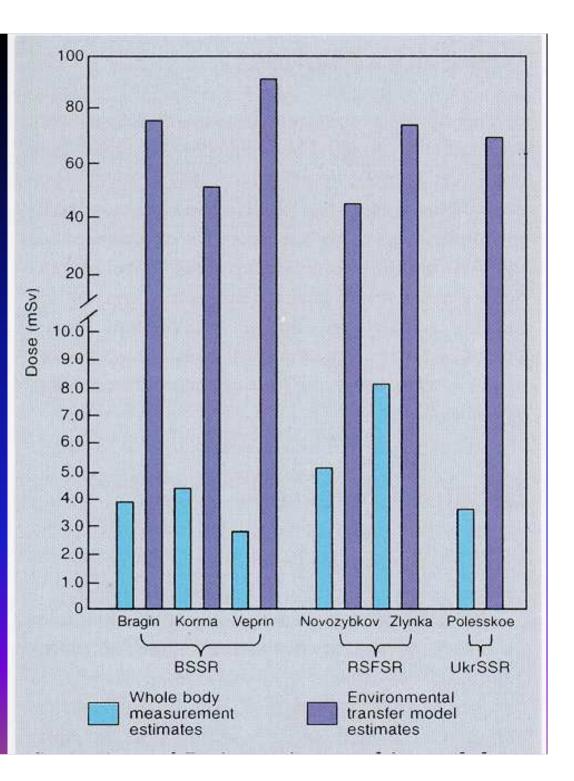
from the nuclear accident after the 2011 Great East Japan Earthquake and Tsunami





In Chernobyl, radiation doses measured in vivo were much lower than those estimated

theoretically.



How to 'remediate' 'contaminated' land

• Exempting?

Controlling minute radioactivity?

• Mixing the soil?

• Scraping?

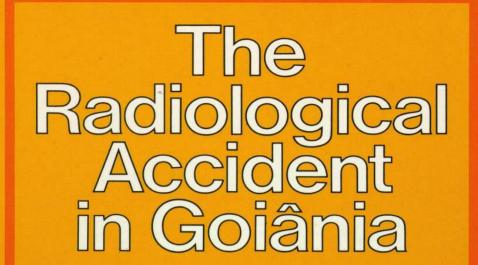






'Contaminated' Rubble

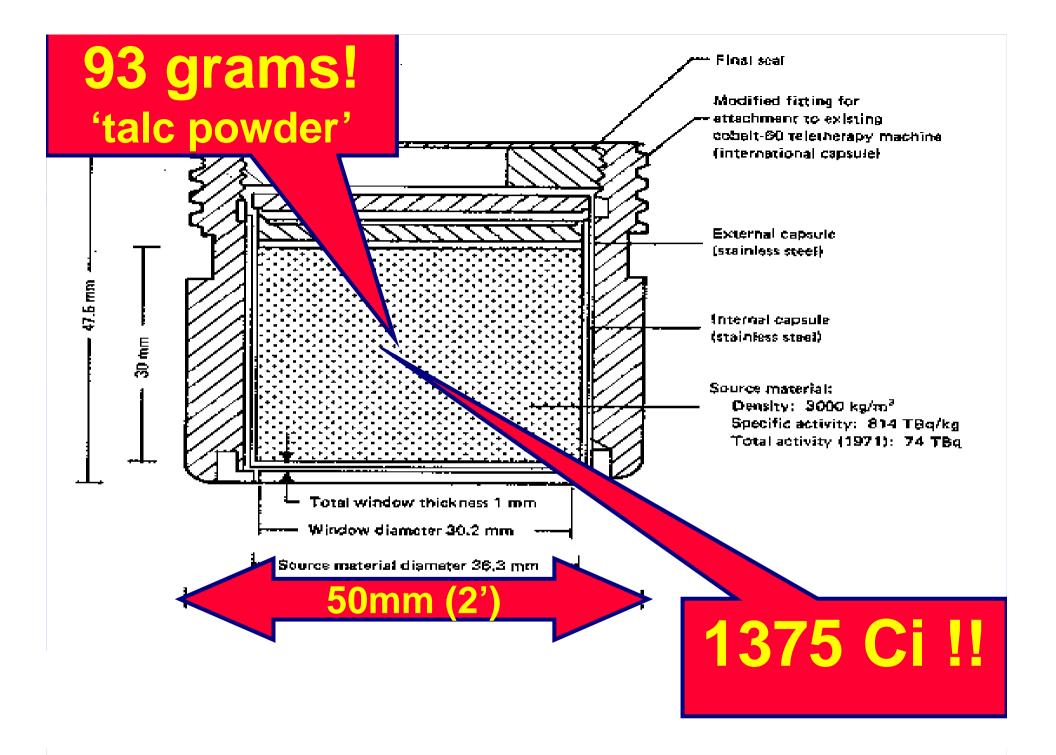
Example

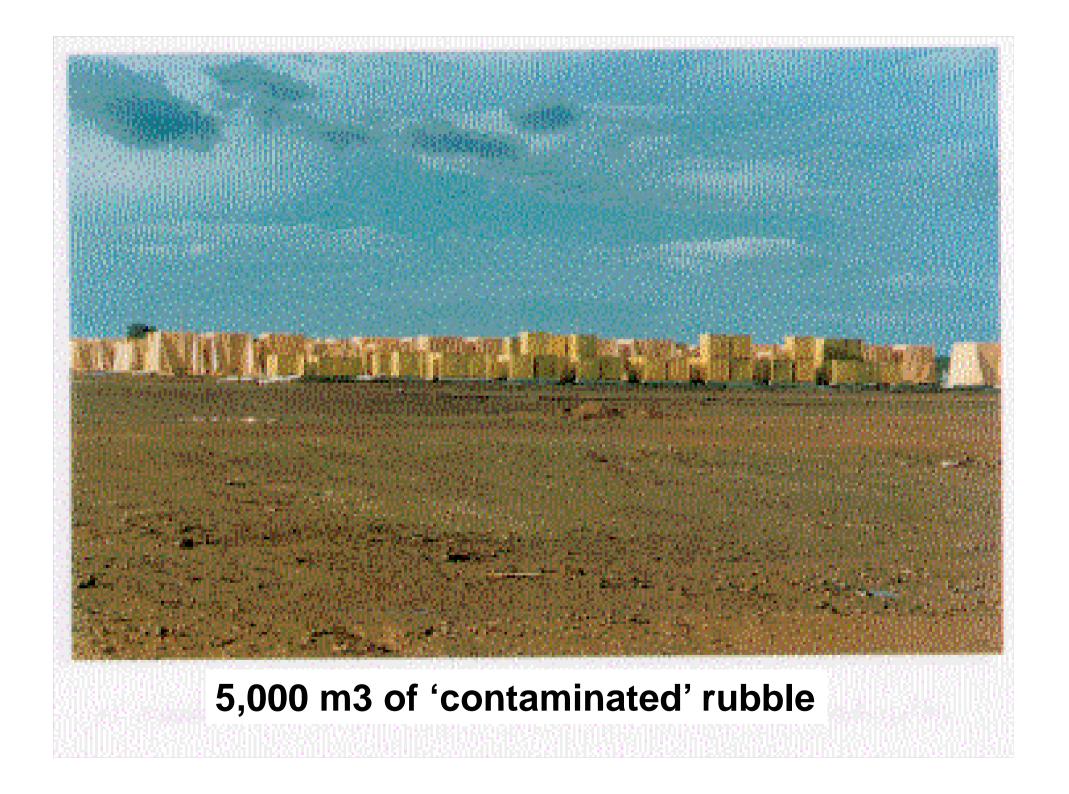






INTERNATIONAL ATOMIC ENERGY AGENCY, VIENNA, 1988





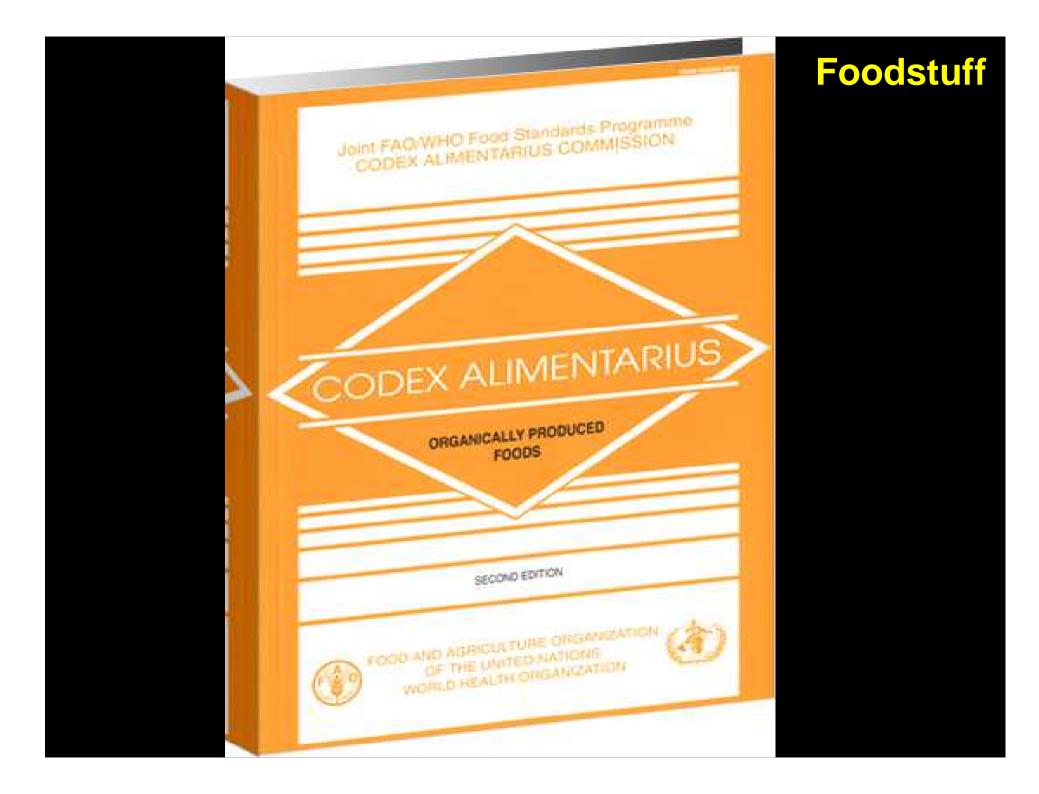


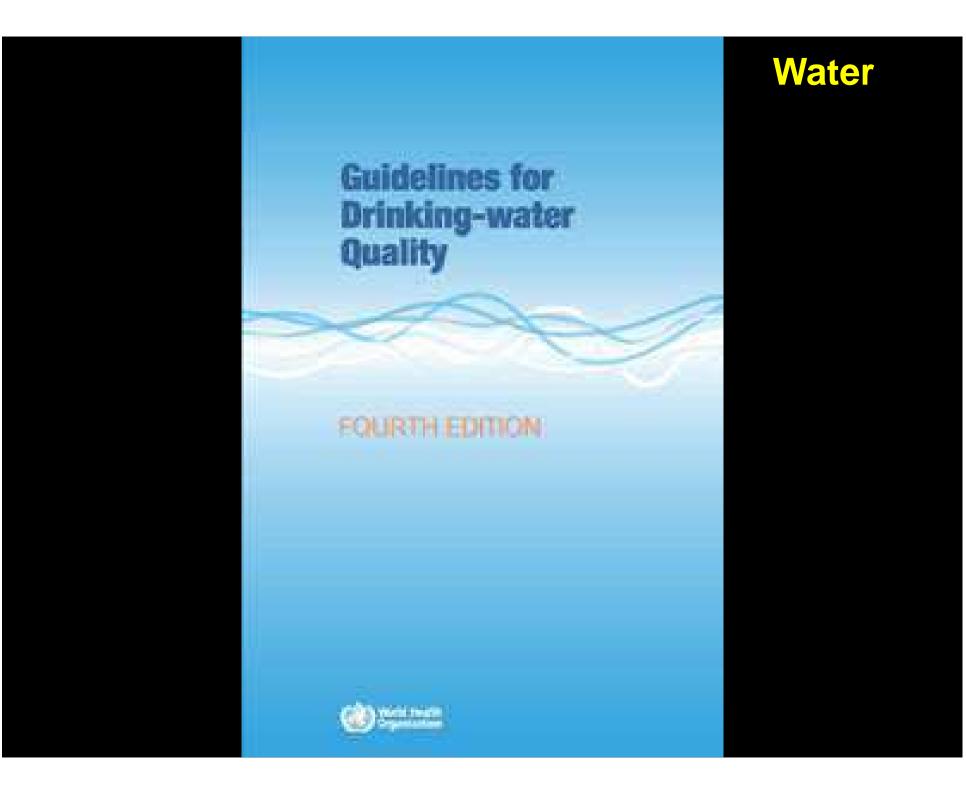
'Contaminated' Consumer Products

- The control of acceptable levels of radioactivity in consumer products is not straightforward
- Some international intergovernmental

agreements exist but they are incoherent and

inconsistent.







Application of the Concepts of Exclusion, Exemption and Clearance

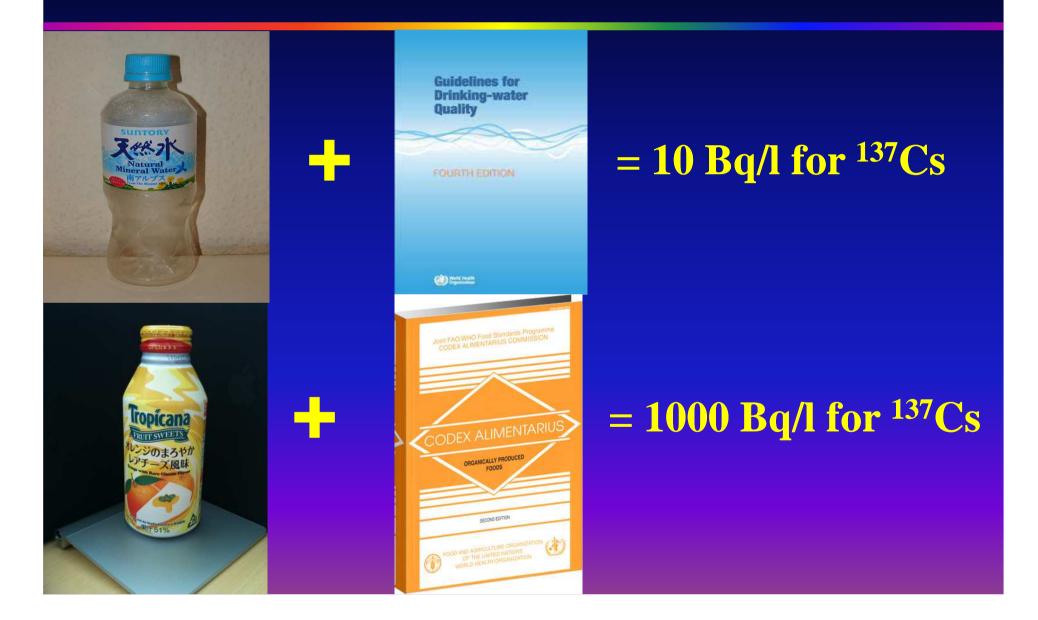
SAFETY GUIDE

No. RS-G-1.7

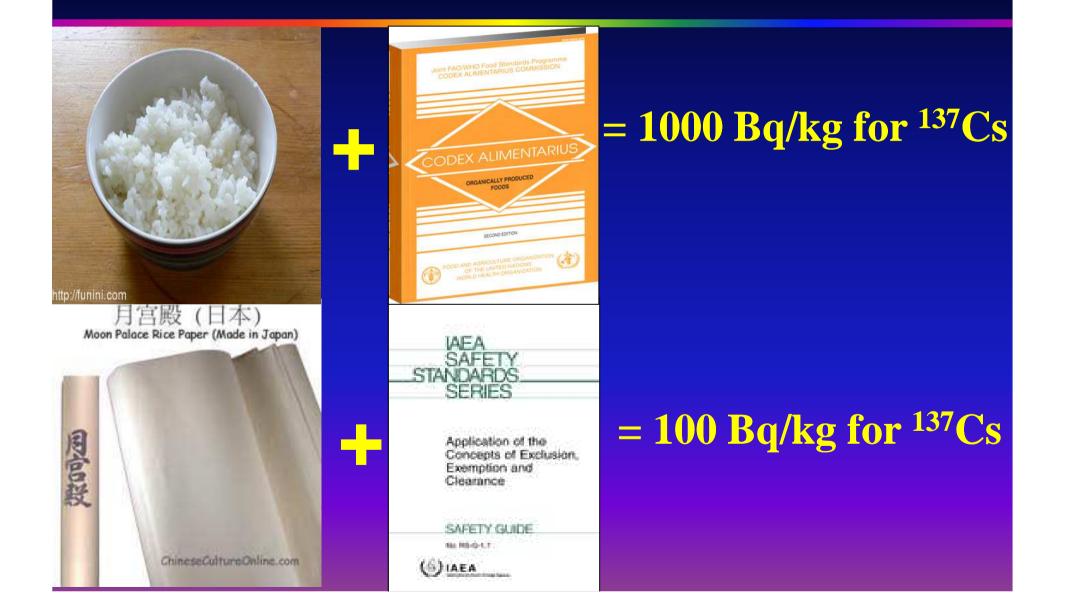


Non edible

Incoherence in drinking liquids



Incoherence in non-edible vs. edible

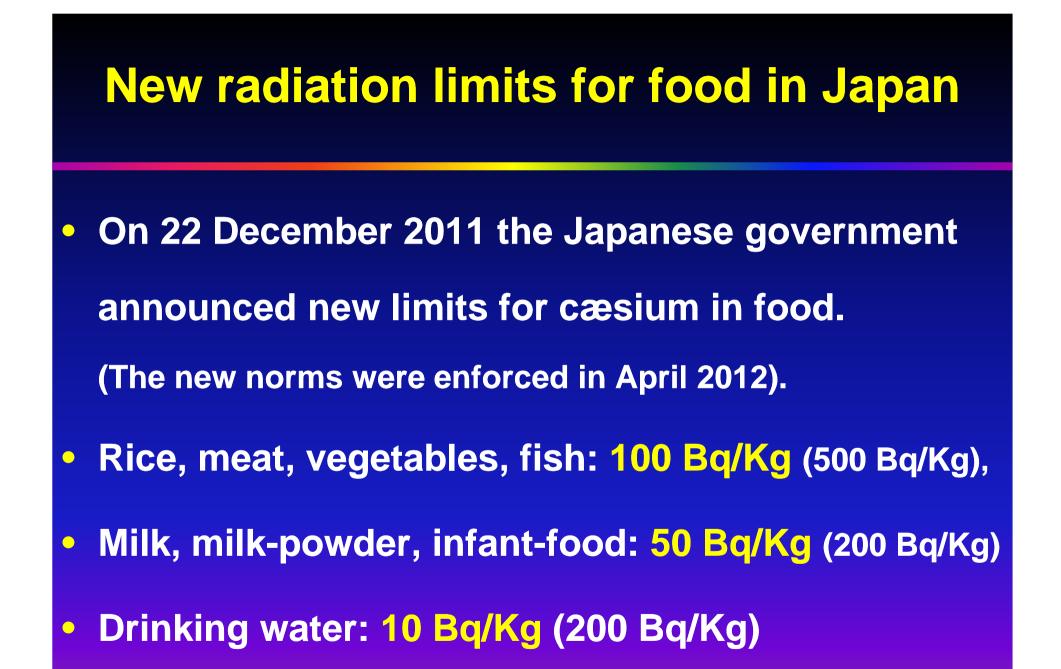


Guidance values in Japan

Guideline values for food and drink intake restrictions

(Nuclear Safety Commission)

| | Radioactive Iodine(¹³¹ I) | Radioactive Cesium | Uranium | Total of ²³⁸ Pu, ²³⁹ Pu, ²⁴⁰ Pu, ²⁴² Pu , ²⁴¹ Am, ²⁴² Cm, ²⁴³ Cm, ²⁴⁴ Cm |
|--------------------------|--|---------------------------|--------------|---|
| Drinking water | > 3x10²Bq/kg | > 2x10 ² Bq/kg | > 20Bq/kg | > 1Bq/kg |
| Milk, dairy products | | | | |
| Vegetables and fruits | > 2x10 ³ Bq/kg (excluding root vegetables and potatos) | | > 1x10²Bq/kg | > 10 Bq/kg |
| | | > 5x10 ² Bq/kg | | |
| Grains | | <i>µ</i> 0 | | |
| Meat, Egg, Fish, etc | - | | | |



1/26/13

Japón: encuentran un pez con 2500 veces el nivel leg al de radiactividad - lanacion.com

Martes 22 de enero de 2013 16:21

Japón: encuentran un pez con 2500 veces el nivel legal de radiactividad

Fue hallado cerca de la central nuclear accidentada de Fukushima durante 2011 por un terremoto y posterior tsunami

1234567891012345678920123

OKIO.- Un pez atrapado con la finalidad de realizar un control cerca de la central nuclear accidentada de Fukushima presenta un nivel impresionante de contaminación radioactiva, casi 2.500 veces superior al límite legal fijado por Japón, anunció el viernes el operador de esta instalación atómica.

La compañía Tokvo Electric Power (TEPCO) declaró que midió en un pez llamado "murasoi" una cantidad de cesio radioactivo igual a 254.000 becquereles por kilo, o sea 2.540 veces el límite de 100 becquereles/kg definida para los productos marinos por el gobierno.

Japan: find a fish with 2500 times the legal level of radioactivity.

La Nación, Buenos Aires, Tuesday, January 23rd, 2013

Deceit!

- Highly 'contaminated' fish = 254,000 bequerel/kilo
- Even assuming that a 1 year old Japanese baby eats 1 kilogram! of THIS fish!!....
- ...such a fish-greedy baby would have ingested 254,000 bequerels of ¹³⁷Cs and, as a result, would have committed a dose of

250,000Bq x 2.1 10⁻⁸ Sv Bq⁻¹= <u>0.5 mSv</u> over 70 years

...namely, the same dose that the baby would incur,in one go, if the parents travel with him by plane to Argentina to visit a relative!

3. Lessons from Fukushima



ICRP ref 4832-6303-9753 June 18, 2011

Terms of Reference for Task Group 84 of the ICRP Main Commission

Initial Lessons Learned from the NPP Accident in Japan vis-à-vis the ICRP System of Radiological Protection

Approved by the Main Commission on June 18, 2011

ICRP Task Group 84: Membership

- Makoto Akashi , National Institute of Radiological Sciences (NIRS), Japan;
- John D. Boice Jr., International Epidemiology Institute, USA;
- Masamichi Chino, Japan Atomic Energy Agency (JAEA), Japan;
- Toshimitsu Homma, Japan Atomic Energy Agency (JAEA), Japan;
- Nobuhito Ishigure, Nagoya University, Japan;
- Michiaki Kai Oita, University of Nursing and Health Sciences, Japan;
- Shizuyo Kusumi, Nuclear Safety Commission, Japan;

- Jai-Ki Lee, Hanyang University, Korea;
- Hans-Georg Menzel, CERN, Switzerland;
- Ohtsura Niwa, Kyoto University, Japan;
- Kazuo Sakai, National Institute of Radiological Sciences, Japan
- Wolfgang Weiss, Federal Office for Radiation Protection (BfS), Germany;
- Shunichi Yamashita, Nagasaki
 University and Fukushima Medical
 University, Japan;
- Yoshiharu Yonekura , National Institute of Radiological Sciences , Japan, and,
- Abel J. González, Autoridad Regulatoria Nuclear, Argentina (Chair)

Issues identified

inferring radiation risks; 1.

protecting rescuers and **6**.

- 2. attributing radiation effects;
- 3. quantifying radiation exposure;

volunteers;

- 7. responding with medical aid;
- justifying disruptive protective 8.
- **4**. assessing internal exposures;
- actions;

- **5**. managing emergency crises;
- transiting from the emergency 9.

to an existing situation;

Issues identified

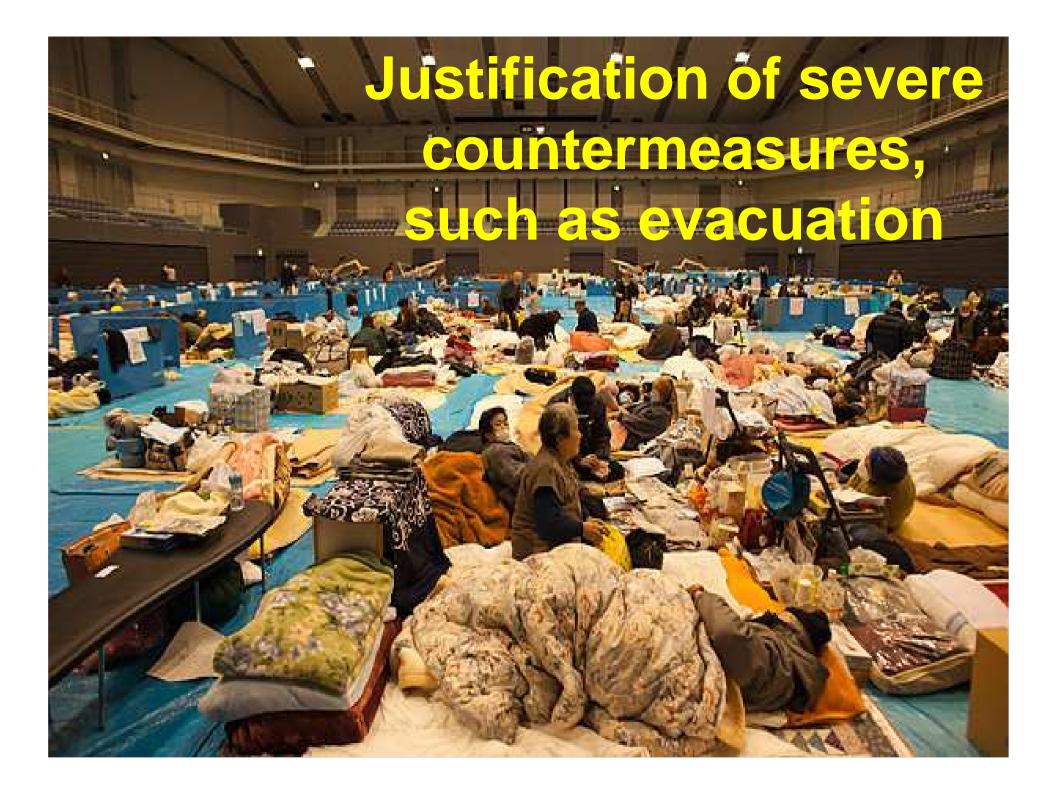
- **10.** rehabilitating evacuated areas;
- **11.** categorizing public exposures
 - due to an accident;
- restricting public individual doses;
- **13.** caring for infants and children;
- **14.** considering pregnant women;

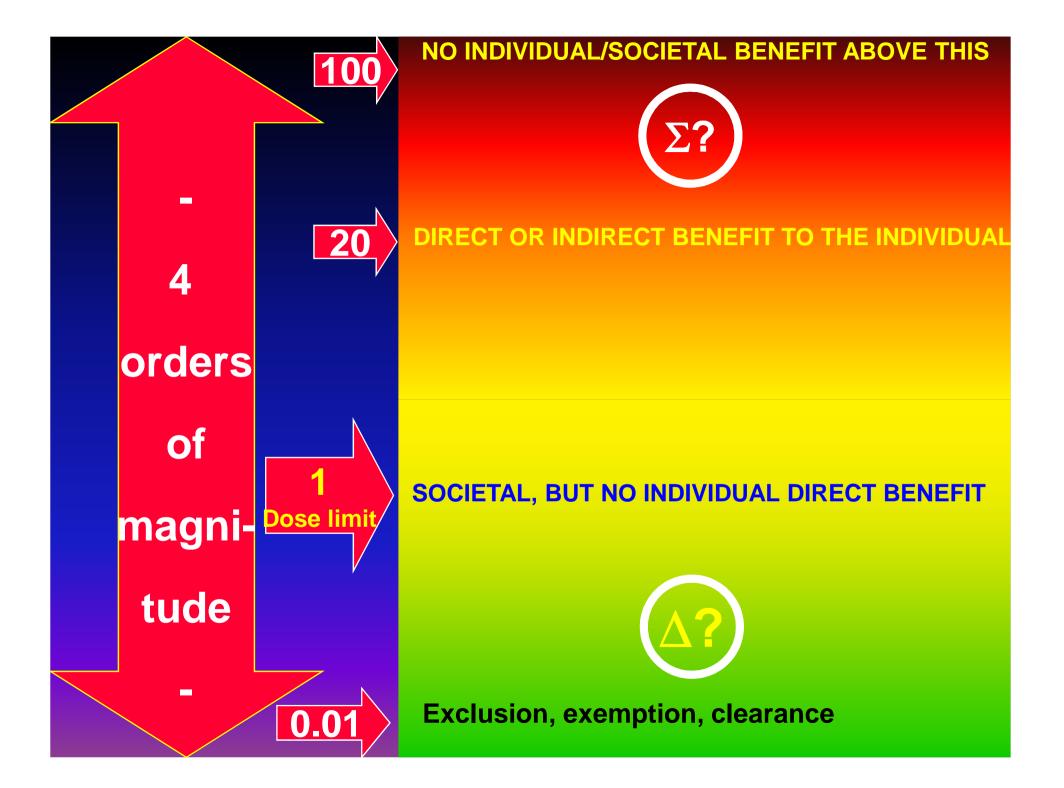
- **15.** monitoring public protection;
- **16.** dealing with 'contamination' of
 - territories, rubble and residues,
 - and consumer products;
- **17.** recognizing psychological
 - consequences; and,
- **18.** fostering the sharing of

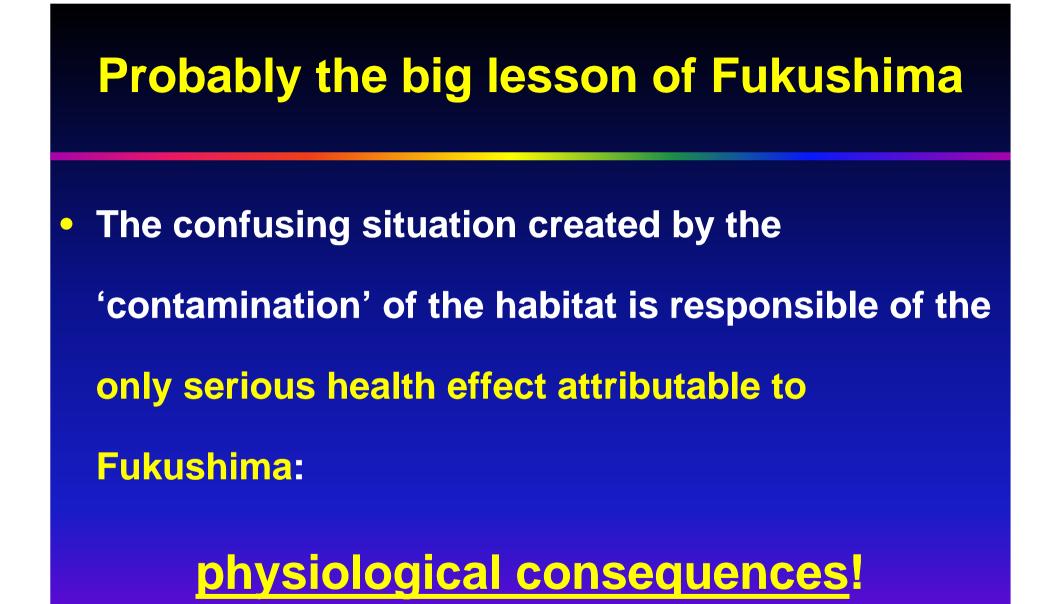
information





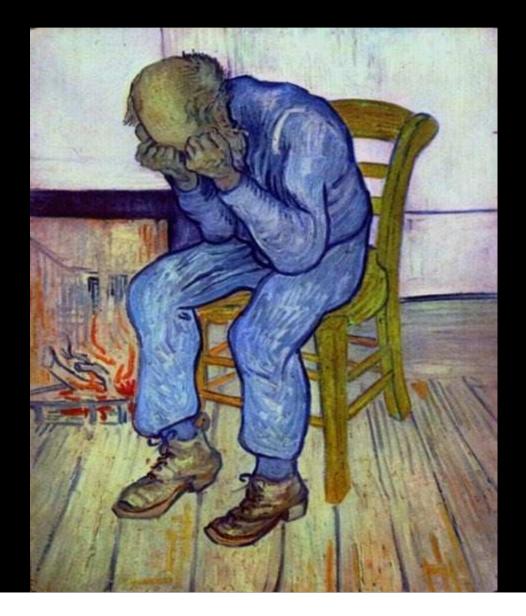






The psychological aftermath of Fukushima

Depression



Grieving



Chronic anxiety

A GUIDED IMAGERY CD

healthjourneys-

GUIDED MEDITATIONS FOR HELP WITH

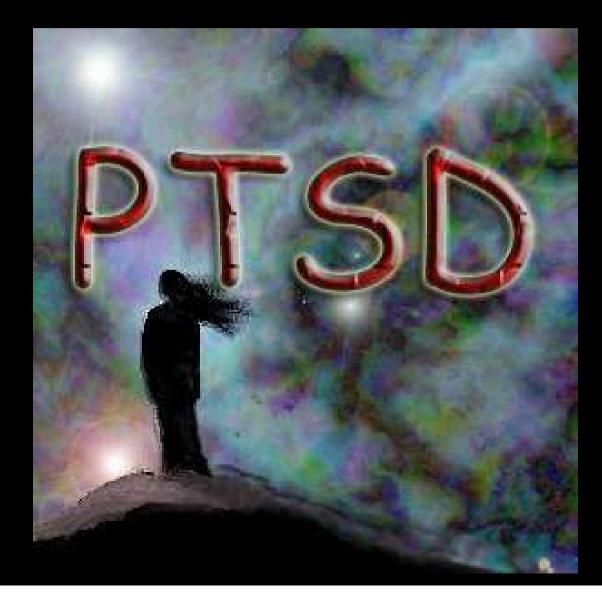
PANIC ATTACKS



BY BELLERUTH NAPARSTEK

RESOURCES FOR MIND, BODY AND SPIRIT

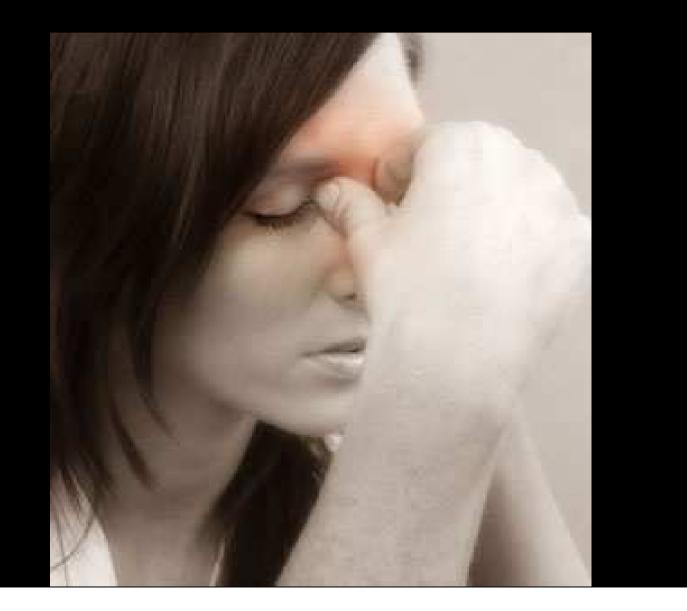
Post-traumatic Stress Disorder



Insomnia



Severe headaches



Smoking and alcoholism







Desperation



Parents' Anguish



Stigma



Stigma

Stigma

A mark of disgrace associated with being associated with 'contamination'

- 汚名 : Polluted name
- 烙印 : Mark
- 恥 🛛 : Shame
- 不名誉:Dishonour
- 不面目: Humiliation

• 被差別: Discrimination





International Experts' Meeting on Decommissioning and Remediation after a Nuclear Accident



The position of Argentina

The IAEA shall definitively:

Sestablish quantitative safety standards for remediation.

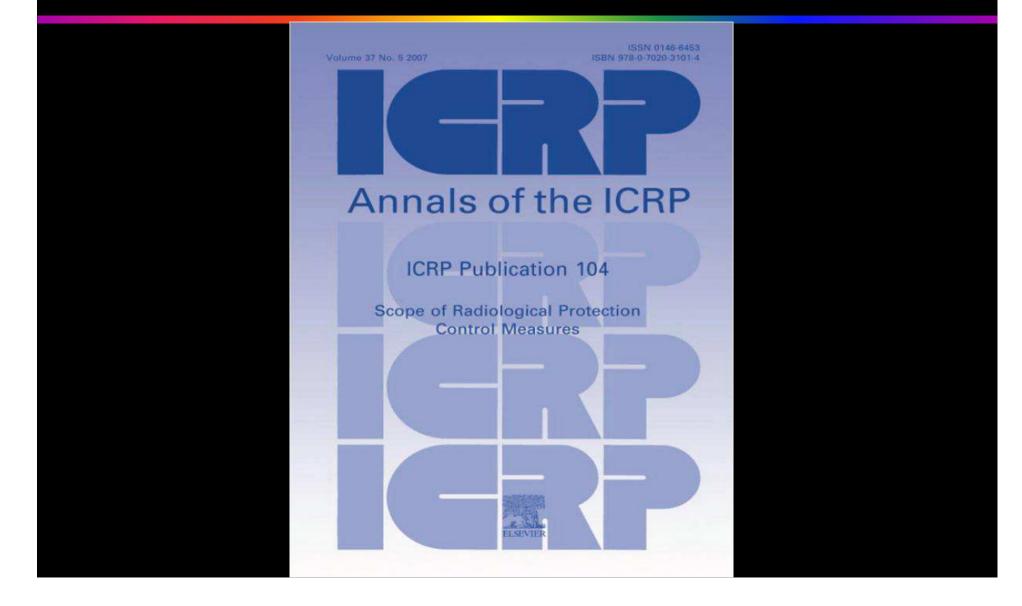
> provide, at the request of States, for the application of these standards by means of objective and quantitative appraisals.

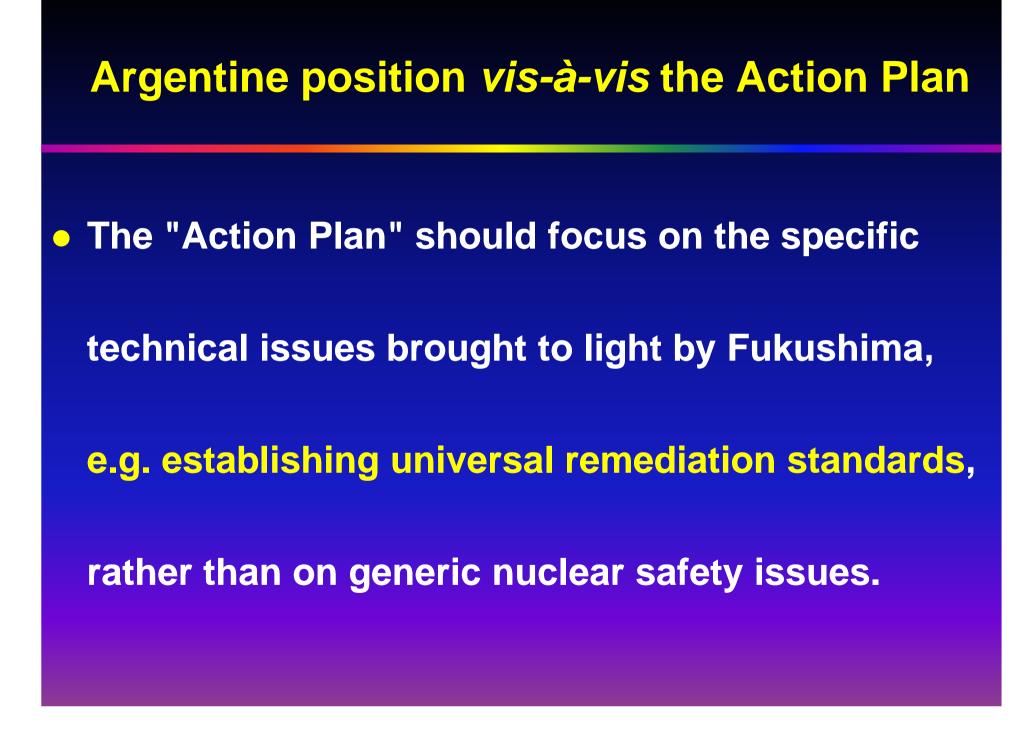
The position of Argentina

The international safety regime (and the IAEA) will fail in its objectives unless it is able to establish safe levels of 'contamination' (in land, rubble, consumer products, etc) below which the situations may be considered

harmless, without any caveat.

ICRP 104 may be helpful





Argentine statement at both Ministerial Conferences

Argentina considers that the IAEA standards and its

application should be

- quantitative,
- objective,
- measurable and comparable,

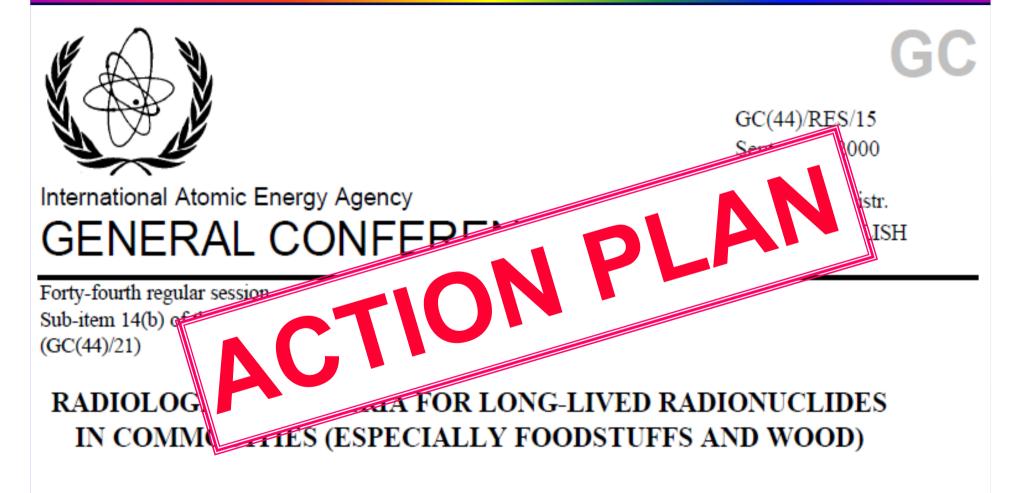
and that all qualifying subjectivism, either in the formulation of the standards or in their application, should be avoided.

Argentina's advise to both Ministerial Conferences

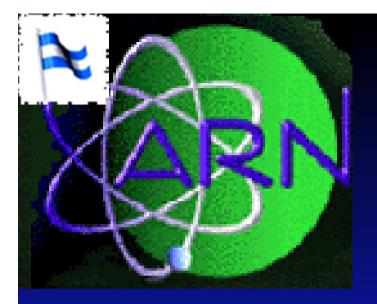
The Fukushima accident should

- be analyzed with total transparency, technical accuracy, political serenity and deep retrospection.
- remain a challenge for nuclear power plant similarly located and/or designed, but should not be converted in a global nuclear safety problem.
- not be used as an argument for declaring nuclear power as inherently unsafe and much less to encourage early abandonment of nuclear renaissance.

Let's start solving the concrete problems of remediation A possible initial trigger



Resolution adopted on 22 September 2000 at the tenth plenary meeting



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