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6th Review Meeting of the Joint Convention on the safety of spent fuel management and the safety of radioactive waste management

Country Group 1
Presentation by Portugal

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Summary

- Summary of the National Program under JC
- Changes since last Review Meeting
- Significant events since last Review Meeting
- Action on Challenges and Suggestions from the last Review Meeting
- Current Practices
- Liability Matrix
- Planned Measures to Improve Safety
- Current and future challenges
- Good Practices and Efforts
- Questions Raised about the Report
- Conclusions

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Country Outline

Surface area: 91 906 km2

Population: 10.6 million (Source: Eurostat)

Around 10.000 authorized facilities that use radiation sources

There is 1 Research Reactor

There are no NPPs in Portugal

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Summary of basic information on the national program

- Portugal became a Contracting Party of the Joint Convention on May 15th 2009 and submitted its 1st report in the 4th Review Meeting. This is the 3rd National Report.
- Exploration for uranium was terminated in 2000.
- There are no NPP's in Portugal and there are no plans for building one.

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Summary of basic information on the national program

- Since 1961, there is a single Research Reactor, the Portuguese Research Reactor (RPI), which is a 1 MW pool type reactor.
- The RPI was converted from HEU to LEU in 2006 with the technical cooperation of the IAEA and on the basis of a bilateral agreement with the USA. All HEU was returned to the United States and there is no spent fuel (SF) at the RPI facility or anywhere in Portugal.

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Summary of basic information on the national program

- Radioactive waste (RW) in Portugal comes from:
  - Medical, industrial, and research applications of radioactive materials in the form of sealed and unsealed sources;
  - Past U and Ra mining and milling;
  - Contaminated or irradiated scrap metal;
  - Smoke detectors and lightning rods;
  - Depleted uranium;
  - Spent/Disused sealed sources

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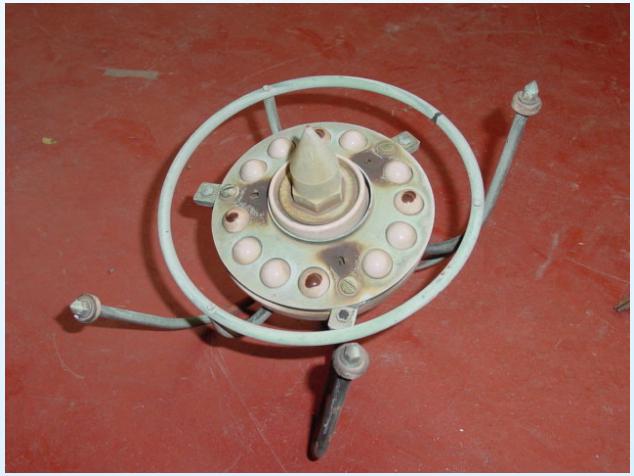
Summary of basic information on the national program



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Summary of basic information on the national program

- Except for authorized discharges of VSLW at the producer, all solid and liquid LLW and ILW produced in Portugal is segregated, packed and stored on the surface in a disposal facility (PRR) located on the same site as the RPI.
- The regulatory body for the safety of nuclear installations (COMRSIN) was created in 2012 through Decree-Law 30/2012.
- In 2013 the regulatory responsibility for the safe management of SF and of RW was also attributed to COMRSIN.
- Portugal is in full compliance with the EU Directive 2009/71/ EURATOM of June 25th.

Changes in the national program since the last Review Meeting

Courtesy: IST

PRR, operated by IST

- In place since the 60's (former-ITN)
- Last wing was built in the 90's
- Improvements being made by the Operator under the conditions of its license by COMRSIN, such as:
  - new security perimeter fence;
  - video surveillance system;
  - upgrade of the radiation monitoring system
  - ...

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Changes in the national program since the last Review Meeting

- Ordinance 44/2015 of February 20th adopts clearance and exemption levels from EU Directive 2013/59/EURATOM of December 5th.
- Full compliance with EU Directive 2011/70/ EURATOM has not been recognized yet by the EC.
  - Awaiting notification letter from EC.

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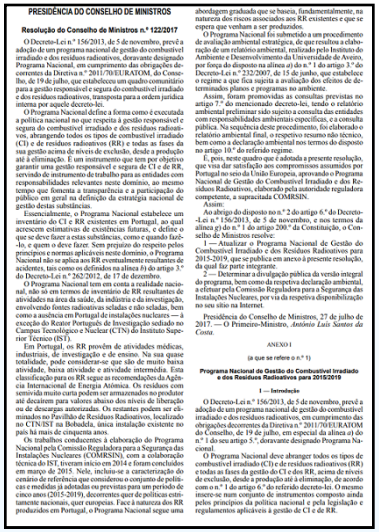
Significant events since the last Review Meeting

- Publishing of COMRSIN advisory document containing technical guidelines for management of RW.
- The RPI underwent an INSARR mission in February 2016.
- Approval of the National Programme for the Management of Spent Fuel and Radioactive Waste occurred in 2017.
- In late 2017, the Government decided to accept the recommendation of the Operator of RPI to proceed with its permanent shutdown.
- There were no reported accidents in the management or storage of RW.

Action on Challenges from the last Review Meeting

- *Approval and effective implementation of National Policy and Strategy for SNF and RWM*
- *Approval and publication of RW classification*

- The National Programme for the Management of Spent Fuel and Radioactive Waste, containing the National Policy and Strategy was prepared by COMRSIN.
- The programme underwent a Strategic Environmental Evaluation, as required by Decree-Law 232/2007 and approved by Resolution from the Council of Ministers 122/2017.
- The National Programme includes the classification for RW.



PRESIDÊNCIA DO CONSELHO DE MINISTROS

Resolução do Conselho de Ministros n.º 122/2017

O Decreto-Lei n.º 156/2013, de 5 de novembro, prevê a adoção de um programa nacional de gestão do combustível irradiado e dos resíduos radioativos, doravante designado Programa Nacional, em cumprimento das obrigações decorrentes da Diretiva n.º 2011/70/EURATOM, do Conselho, de 19 de julho, que estabeleceu um quadro comunitário para a gestão responsável e segura do combustível irradiado e dos resíduos radioativos, transposta para a ordem jurídica interna por aquele decreto-lei.

O Programa Nacional define a forma como é executada a política nacional no que respeita à gestão responsável e segura do combustível irradiado e dos resíduos radioativos, abrangendo todos os tipos de combustível irradiado (CI) e de resíduos radioativos (RR) e todas as fases da sua gestão acima de níveis de exclusão, desde a produção até à eliminação. É um instrumento que tem por objetivo garantir uma gestão responsável e segura de CI e de RR, servindo de instrumento de trabalho para as entidades com responsabilidades relevantes neste domínio, ao mesmo tempo que fomenta a transparência e a participação do público em geral na definição da estratégia nacional de gestão destas substâncias.

Essencialmente, o Programa Nacional estabelece um inventário do CI e RR existentes em Portugal, ao qual acrescem estimativas de existências futuras, e define o que se deve fazer a estas substâncias, como e quando fazê-lo, e quem o deve fazer. Sem prejuízo do respeito pelos princípios e normas aplicáveis neste domínio, o Programa Nacional não se aplica aos RR eventualmente resultantes de acidentes, tais como os definidos na alínea f) do artigo 3.º do Decreto-Lei n.º 262/2012, de 17 de dezembro.

O Programa Nacional tem em conta a realidade nacional, não só em termos de inventário de RR resultantes de atividades na área da saúde, da indústria e da investigação, envolvendo fontes radioativas seladas e não seladas, bem como a ausência em Portugal de instalações nucleares — à exceção do Reator Português de Investigação sediado no Campus Tecnológico e Nuclear (CTN) do Instituto Superior Técnico (IST).

Em Portugal, os RR provêm de atividades médicas, industriais, de investigação e de ensino. Na sua quase totalidade, pode considerar-se que são de muito baixa atividade, baixa atividade e atividade intermédia. Esta classificação para os RR segue as recomendações da Agência Internacional de Energia Atómica. Os resíduos com semivida muito curta podem ser armazenados no produtor até decaírem para valores abaixo dos níveis de liberação ou de descargas autorizadas. Os restantes podem ser eliminados no Pavilhão de Resíduos Radioativos, localizado no CTN/IST na Bobadela, única instalação existente no país há mais de cinquenta anos.

Os trabalhos conducentes à elaboração do Programa Nacional pela Comissão Reguladora para a Segurança das Instalações Nucleares (COMRSIN), com a colaboração técnica do IST, tiveram início em 2014 e foram concluídos em março de 2015. Nele, inclui-se a caracterização do cenário de referência que considerou o conjunto de políticas e medidas já adotadas ou previstas para um período de cinco anos (2015-2019), decorrentes quer de políticas estritamente nacionais, quer europeias. Face à natureza dos RR produzidos em Portugal, o Programa Nacional segue uma abordagem graduada que se baseia, fundamentalmente, na natureza dos riscos associados aos RR existentes e que se espera que venham a ser produzidos.

O Programa Nacional foi submetido a um procedimento de avaliação ambiental estratégica, de que resultou a elaboração de um relatório ambiental, realizado pelo Instituto do Ambiente e Desenvolvimento da Universidade de Aveiro, por força do disposto na alínea a) do n.º 1 do artigo 3.º do Decreto-Lei n.º 232/2007, de 15 de junho, que estabelece o regime a que fica sujeita a avaliação dos efeitos de determinados planos e programas no ambiente.

Assim, foram promovidas as consultas previstas no artigo 7.º do mencionado decreto-lei, tendo o relatório ambiental preliminar sido sujeito a consulta das entidades com responsabilidades ambientais específicas, e a consulta pública. Na sequência deste procedimento, foi elaborado o relatório ambiental final, o respetivo resumo não técnico, bem como a declaração ambiental nos termos do disposto no artigo 10.º do referido regime.

É, pois, neste quadro que é adotada a presente resolução, que visa dar satisfação aos compromissos assumidos por Portugal no seio da União Europeia, aprovando o Programa Nacional de Gestão do Combustível Irradiado e dos Resíduos Radioativos, elaborado pela autoridade reguladora competente, a supracitada COMRSIN.

Assim:

Ao abrigo do disposto no n.º 2 do artigo 6.º da Decreto-Lei n.º 156/2013, de 5 de novembro, e nos termos da alínea g) do n.º 1 do artigo 200.º da Constituição, o Conselho de Ministros resolve:

1 — Atualizar o Programa Nacional de Gestão do Combustível Irradiado e dos Resíduos Radioativos para 2015-2019, que se publica em anexo à presente resolução, da qual faz parte integrante.

2 — Determinar a divulgação pública da versão integral do programa, bem como da respetiva declaração ambiental, a efetuar pela Comissão Reguladora para a Segurança das Instalações Nucleares, por via da respetiva disponibilização no seu sítio na Internet.

Presidência do Conselho de Ministros, 27 de julho de 2017. — O Primeiro-Ministro, *António Luís Santos da Costa.*

ANEXO I

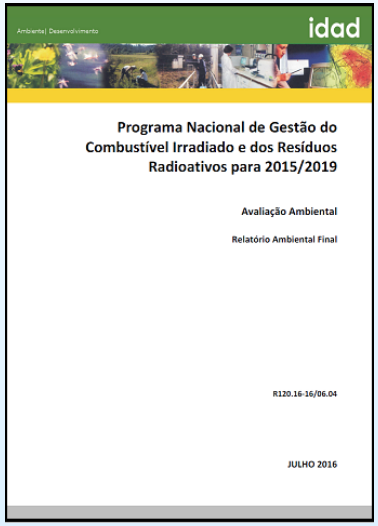
(a que se refere o n.º 1)

Programa Nacional de Gestão do Combustível Irradiado e dos Resíduos Radioativos para 2015/2019

1 — Introdução

O Decreto-Lei n.º 156/2013, de 5 de novembro, prevê a adoção de um programa nacional de gestão do combustível irradiado e dos resíduos radioativos, em cumprimento das obrigações decorrentes da Diretiva n.º 2011/70/EURATOM do Conselho, de 19 de julho, em especial da alínea a) do n.º 1 do seu artigo 5.º, doravante designado Programa Nacional.

O Programa Nacional deve abranger todos os tipos de combustível irradiado (CI) e de resíduos radioativos (RR) e todas as fases da gestão do CI e dos RR, acima de níveis de exclusão, desde a produção até à eliminação, de acordo com o n.º 1 do artigo 6.º do referido decreto-lei. O mesmo inscreve-se num conjunto de instrumentos que ainda pelos princípios da política nacional e pela legislação e regulamentos aplicáveis à gestão de CI e de RR.



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Action on Challenges from the last Review Meeting

- *Establish COMRSIN as an effective, adequately resourced and independent regulatory body*

- Ongoing.
- The legal framework is currently being revised.
- The current draft that is undergoing approval aims to consolidate regulatory competencies in a single regulatory authority, with assigned resources.

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Action on Challenges from the last Review Meeting

- COMRSIN is an independent Regulatory Body responsible for licensing and inspecting nuclear installations, as well as SF and RW activities, as well as storage and disposal installations, in all phases from sitting to decommissioning.
- There is clear allocation of responsibilities and enforcement capabilities under Decree-Law 156/2013.
- Clearance and exclusion procedures are being applied.

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Action on Challenges from the last Review Meeting

- *Continue efforts to enable a complete list of licensees and associated RW inventories*

- The establishment of COMRSIN's management system allows for real-time consultation of the inventory of all RW sent to disposal.
- All licenses issued by COMRSIN for the management of radioactive waste are part of this system.
- This information is being cross-referenced with the inventory of practices held by DGS and already covers most of the users.

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Action on Challenges from the last Review Meeting

Ongoing license applications

Issued licenses

ESTADO	N/PROCESSO	DATA PEDIDO	EMPRESA DETENTORA	RESÍDUOS	DATA DE VALIDADE DA LICENÇA	NO DA LICENÇA	PEDIDO	VER/EDITAR
ACEITE	LIC-A-0056/2018	2017/11/13	Hospital Escola Universidade Fernando Pessoa	125I			licenciamento	Ver | Editar
ACEITE	LIC-A-0055/2018	2018/01/10	Hospital Privado de Braga Centro	125I			licenciamento	Ver | Editar
ACEITE	LIC-A-0054/2018	2018/01/08	Hospital Privado de Braga Centro	125I			licenciamento	Ver | Editar
ACEITE	LIC-A-0053/2018	2017/10/24	ISPA, CRL	3H			licenciamento	Ver | Editar
ACEITE	LIC-A-0052/2017	2017/06/22	Instituto do Ambiente Tecnologia e Vida (Laboratório de Radioatividade Natural)	209Po			licenciamento	Ver | Editar
FECHADO	LIC-A-0051/2017	2017/04/29	IMACENTRO - Clínica de Imagiologia Médica do Centro, SA	99Mo	2022/07/27	LIC-COMRSIN/2017/022	licenciamento	Ver | Editar
FECHADO	LIC-A-0050/2017	2017/03/22	Cliria-Hospital Privado de Aveiro,SA	125I	2022/07/12	LIC-COMRSIN/2017/020	licenciamento	Ver | Editar
FECHADO	LIC-A-0049/2017	2017/03/10	Hospital Particular do Algarve S.A.	125I	2022/06/22	LIC-COMRSIN/2017/016	licenciamento	Ver | Editar
FECHADO	LIC-A-0048/2017	2016/11/24	Hospital CUF Cascais	125I	2022/07/10	LIC-COMRSIN/2017/019	licenciamento	Ver | Editar
FECHADO	LIC-A-0047/2017	2017/03/06	Hospital da Luz Arrábida	125I	2022/07/05	LIC-COMRSIN/2017/018	licenciamento	Ver | Editar
FECHADO	LIC-A-0046/2017	2017/01/25	SESARAM - Hospital Nélio Mendonça	99Mo	2022/11/16	LIC-COMRSIN/2017/024	licenciamento	Ver | Editar
FECHADO	LIC-A-0045/2017	2017/02/08	Hospital de Loulé	125I	2022/06/22	LIC-COMRSIN/2017/015	licenciamento	Ver | Editar
			Hospital Garcia de Orta,			LIC-		

Action on Challenges from the last Review Meeting

License for the practice

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Action on Challenges from the last Review Meeting

- *To define a decommissioning strategy for existing installations*

- Ongoing.
- Current legal provisions require that decommissioning plans must be approved by COMRSIN.
- No facilities are currently being decommissioned - the decision to proceed with the permanent shutdown of RPI was made, and that will require a decomissioning plan to be prepared in the near future.
- No specific decommissioning strategy has yet been defined for RPI or PRR.

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Action on Suggestions from the last Review Meeting

- *Explore available opportunities to get further support from national and international organizations and programmes to sustain COMRSIN effectiveness and independency*

- Ongoing.
- The current Country Framework Programme for TC was recently reoriented according to the new national priorities.
- Among other topics, participation in IAEA projects that assist in implementation of regulatory infrastructure are considered, and will be taken advantage of as soon as the legal framework is revised.

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Action on Suggestions from the last Review Meeting

- *Attention be brought to the need to identify, maintain and train adequate human resources to support operations and oversight of both RPI and PRR.*

- Ongoing.
- The revision of the legal framework that is in progress will address the need for additional human resources.
- It is a legal requirement that any operator of a SF or RW management facility must have enough workers, with adequate qualifications and training to pursue such activities.
- Operators must also develop an R&D programme that conforms to the objectives of the National Programme and adopt a systematic and duly documented HR policy, with long term goals.

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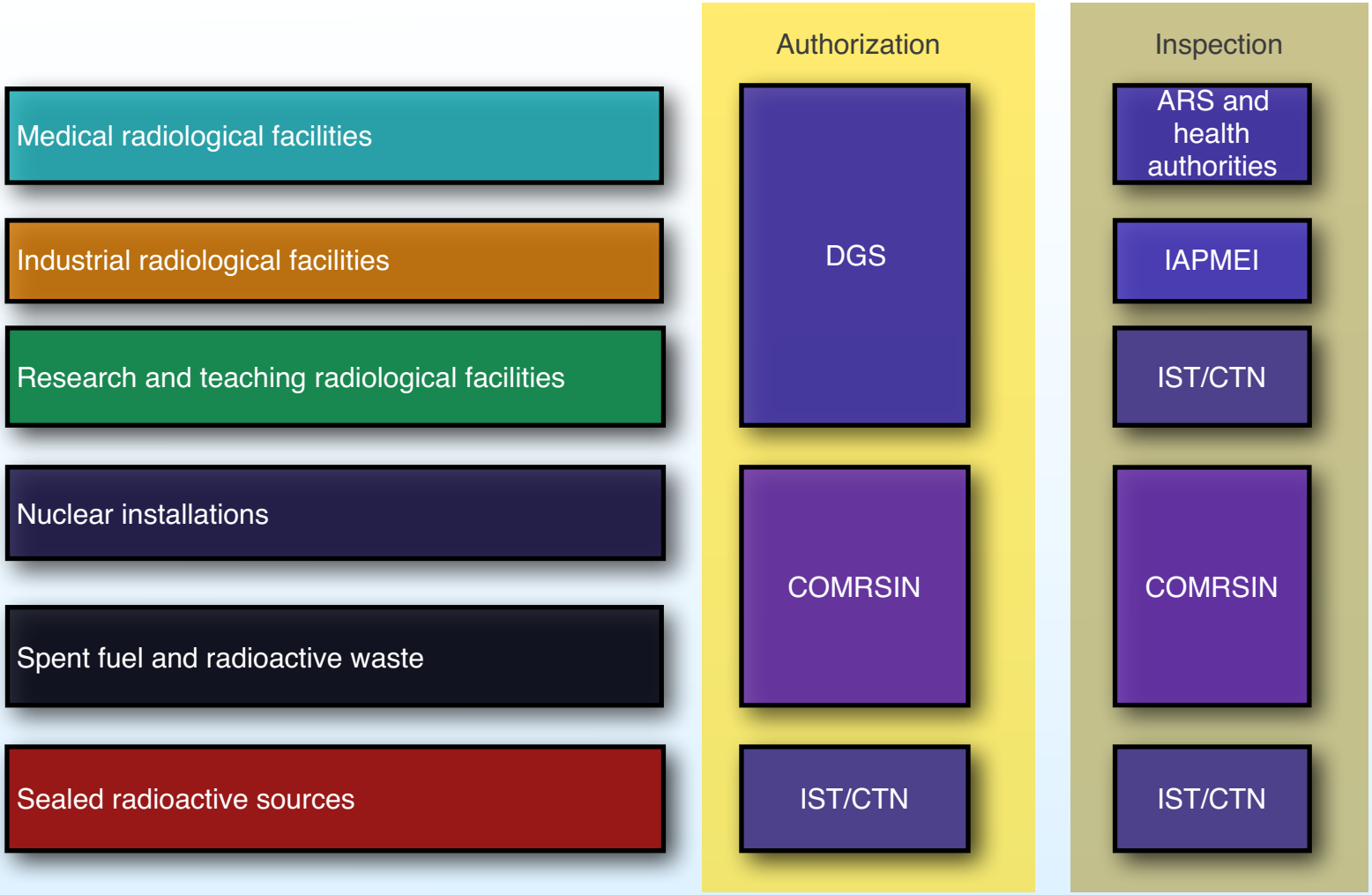
Current Practices



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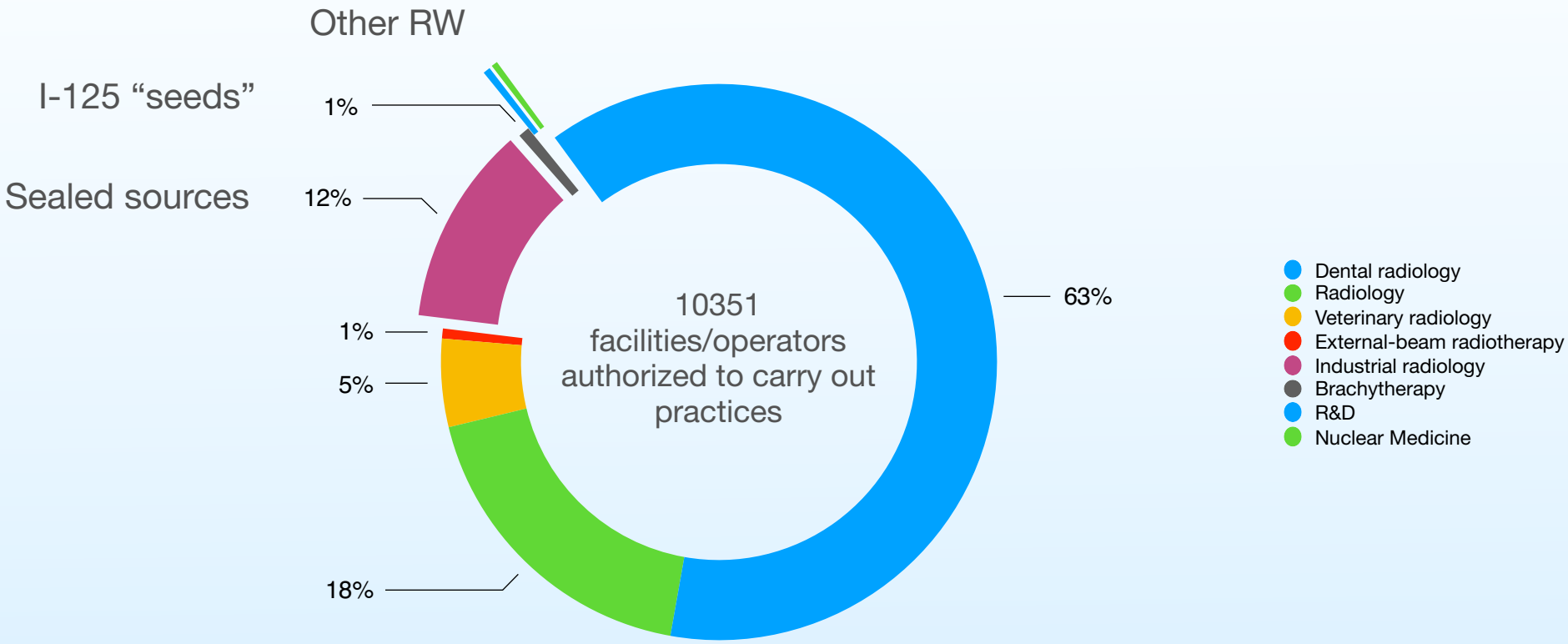
Current Practices

- *Spent Fuel*

- In the past, all spent fuel from the operation of the RPI was stored in the reactor's pool until the shipment to the USA.
- IST in September 2017 decided to propose to the Government the permanent shutdown of the RPI.
- The current LEU fuel is eligible for return to the USA before May 12th, 2019, as its irradiation was stopped prior to May 12th, 2016.
- The operator will keep the current fuel in the pool until it is shipped to the USA or to another country for reprocessing.
- Provisions for shipping the LEU fuel to the USA are being undertaken by the Operator.
- No other storage facility is foreseen for spent fuel.

Current Practices

- *Radioactive waste*



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Current Practices

- *Radioactive Waste*

- In Portugal, radioactive waste originates mainly from medicine, industry and research activities. Only low level and intermediate level radioactive waste is produced from activities in these sectors.
- Under Decree-Law 156/2013, the activity associated with the management of radioactive waste and the associated installations for storage needs to be licensed by COMRSIN, unless the waste is stored for the purpose of authorized discharge or otherwise stored for less than 30 days before disposal.
- COMRSIN has licensed 48 radioactive waste management and storage facilities of this type (e.g. hospitals/clinics, research centers and similiar facilities), and some more applications are ongoing.

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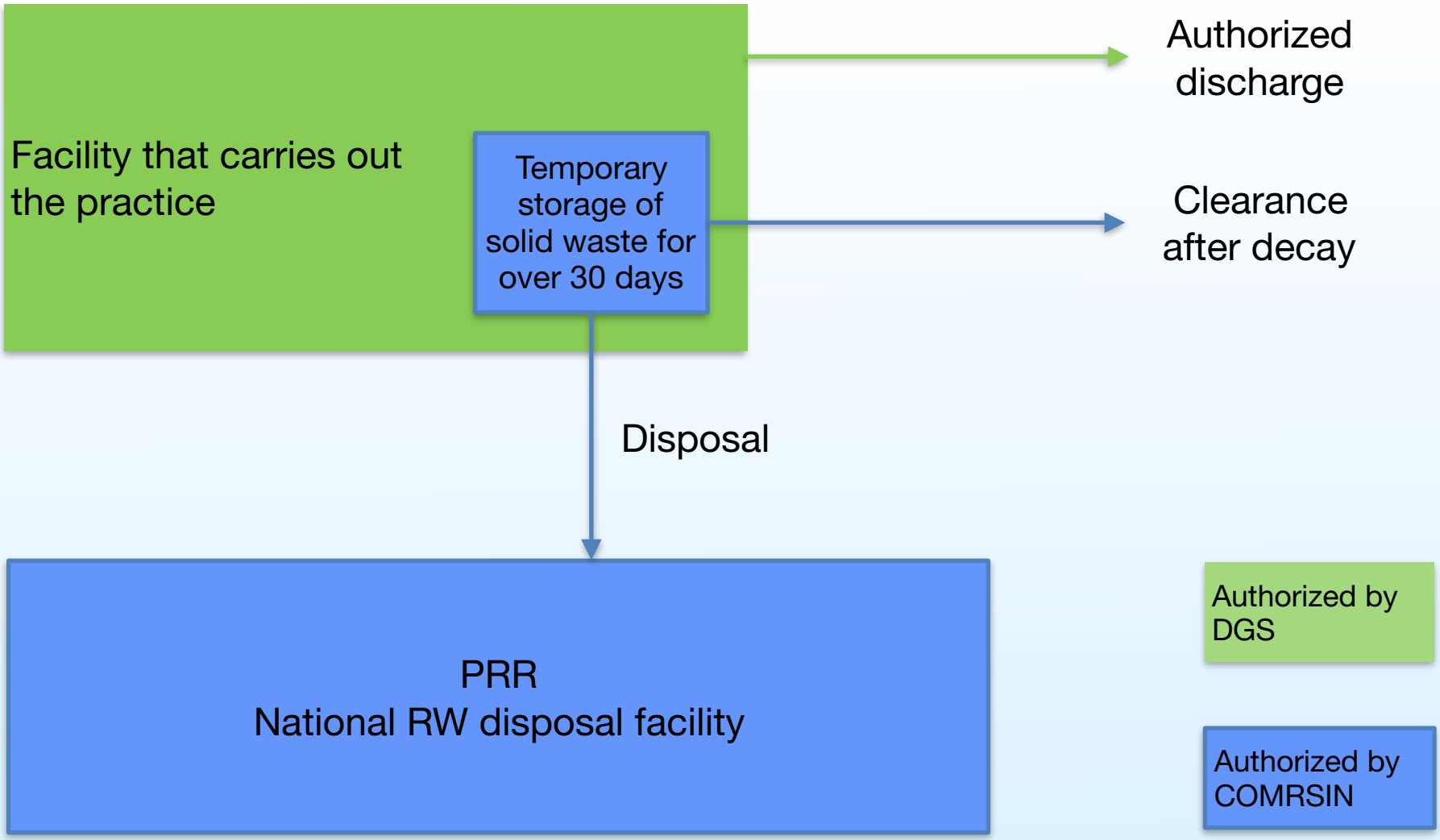
Current Practices

- *Radioactive Waste*

- Radioactive liquid effluents generated in hospitals that perform nuclear medicine with internment or that are classified as higher risk (based on isotope and annual activity) are sent to retention tanks, where the radioactive liquid is maintained during the decay process and then undergoes authorized discharge when concentrations reach discharge levels set in law.
- Technetium-99m generators are allowed to be returned to the manufacturer for recycling after decaying for 13 weeks on sites that are licensed by COMRSIN.
- All radioactive waste resulting from medical applications must be registered before disposal or discharge and this registry must be kept for 10 years.

Current Practices



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Current Practices

- *Radioactive Waste*

- Concerning I-125 sources ("seeds") that are leftovers from brachytherapy procedures, two pathways have been established:
  - local storage subsequent disposal at the PRR facility with COMRSIN's authorization;
  - local storage for 215 weeks at a location licensed by COMRSIN, after which they are cleared from regulatory control and may be disposed as nonradioactive waste.

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Current Practices

- *Radioactive Waste*

- Smoke detectors (containing 226Ra and 241Am sources).
- Radioactive lightning rods.
- Other contaminated material collected in scrap yards.
- Sealed sources from industrial and medical applications, as well as from research labs and academia (that have not been returned to the supplier).

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Current Practices

- *Spent/Disused Sealed Sources*

- Decree-Law 38/2007, of February 19th, which transposes the Directive 2003/122/EURATOM, establishes that for the use of radioactive sealed sources a license from IST must first be obtained;
- The licensee must pay a deposit for each radioactive sealed source;
- Once the licensee considers that the source is no longer to be used for the practice for which the authorization was granted, the licensee must arrange for return to the manufacturer or request a classification as RW for sending it for disposal at the PRR.

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Current Practices

- *Spent/Disused Sealed Sources*

- The deposit is returned to the licensee, after proof that the source was returned back to the manufacturer, or reverts to the management fee charged by IST for its disposal at the PRR.
- This mechanism continues to present some advantages:
    - The licensee is encouraged to return the source to the supplier;
    - The licensee is encouraged to notify the authority once the source is no longer in use;
    - Portugal is able to effectively control the licensing of spent and disused sealed sources, contributing to the prevention of the occurrence of orphan sealed sources.

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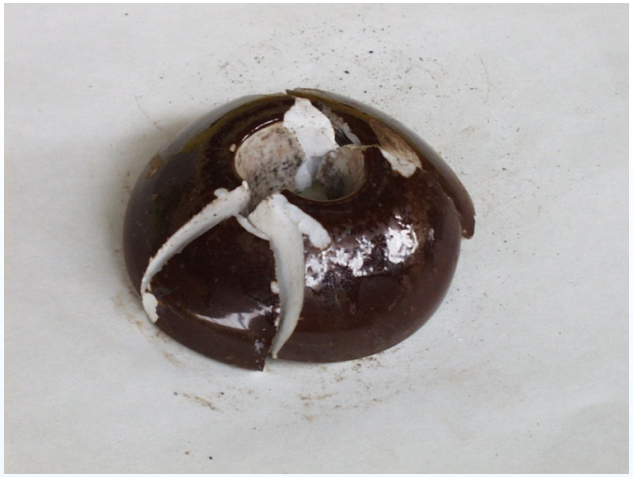
Current Practices

Portal detectors are in place at main ports, scrap yards, (non-radioactive) waste management sites and steel mills



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Current Practices

- *Storage and disposal*

- All the solid radioactive waste received from private and public entities from across the country is stored at the PRR disposal facility, after appropriate segregation and conditioning is carried out.
- Categorization of RW is set in the National Programme.

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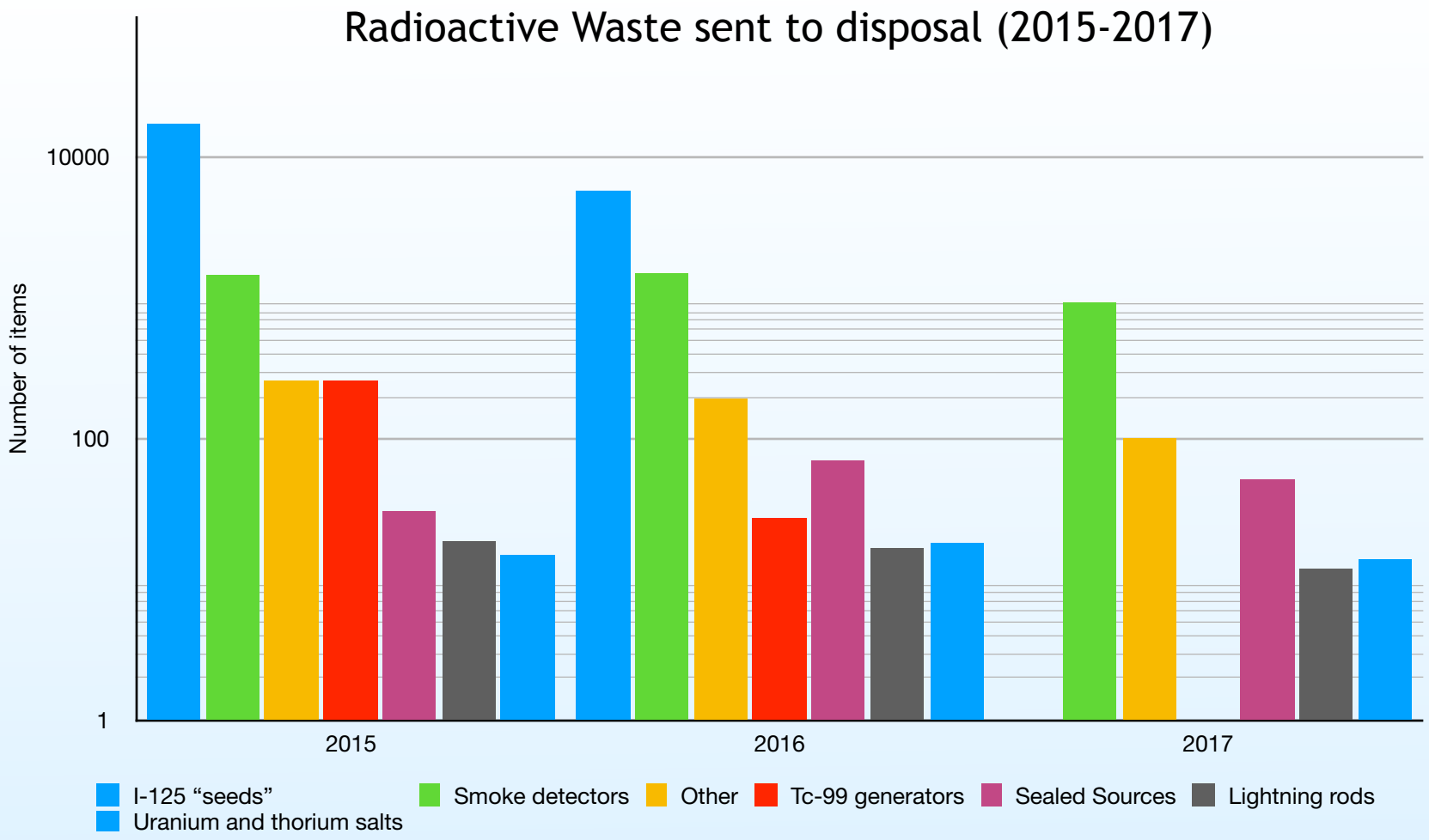
Current Practices



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Current Practices

Radioactive Waste sent to disposal (2015-2017)

	2015	2016	2017
I-125 "seeds"	17469	5877	0
Smoke detectors	1469	1525	938
Other	265	193	101
Tc-99 generators	263	27	0
Sealed Sources	31	70	51
Lightning rods	19	17	12
Uranium and thorium salts	15	18	14

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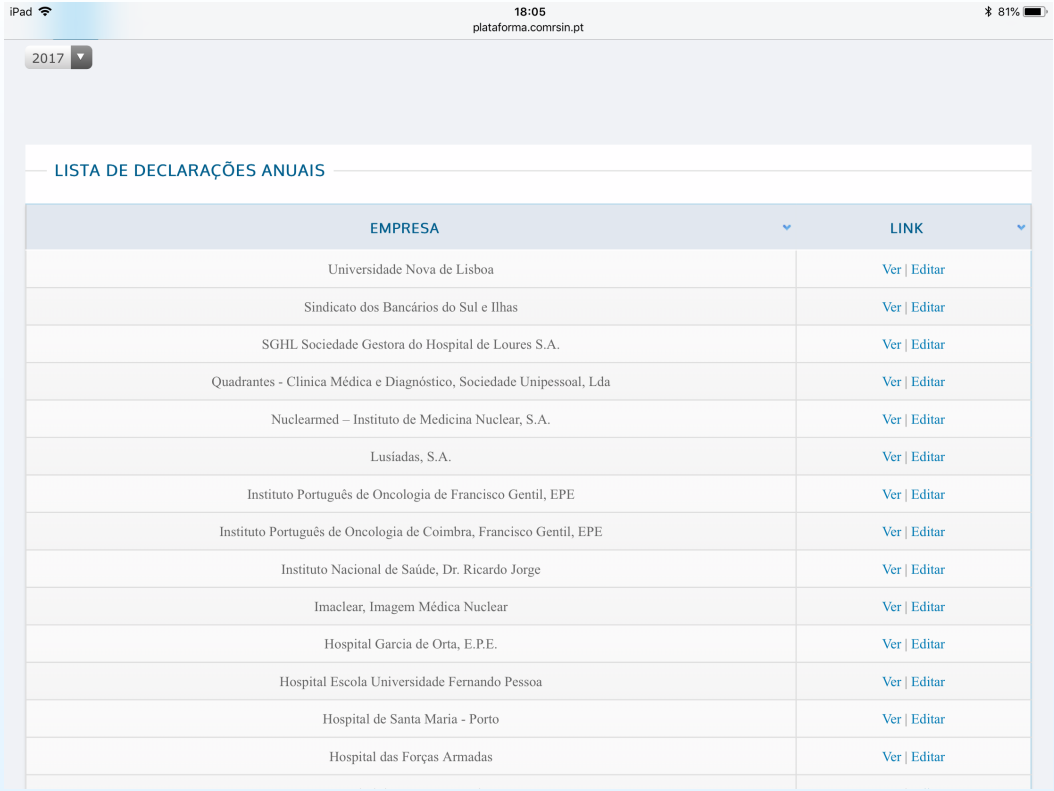
Current Practices

- All operators that manage and store radioactive waste or spent fuel have to provide COMRSIN with yearly inventories of radioactive waste they produced in the previous year.



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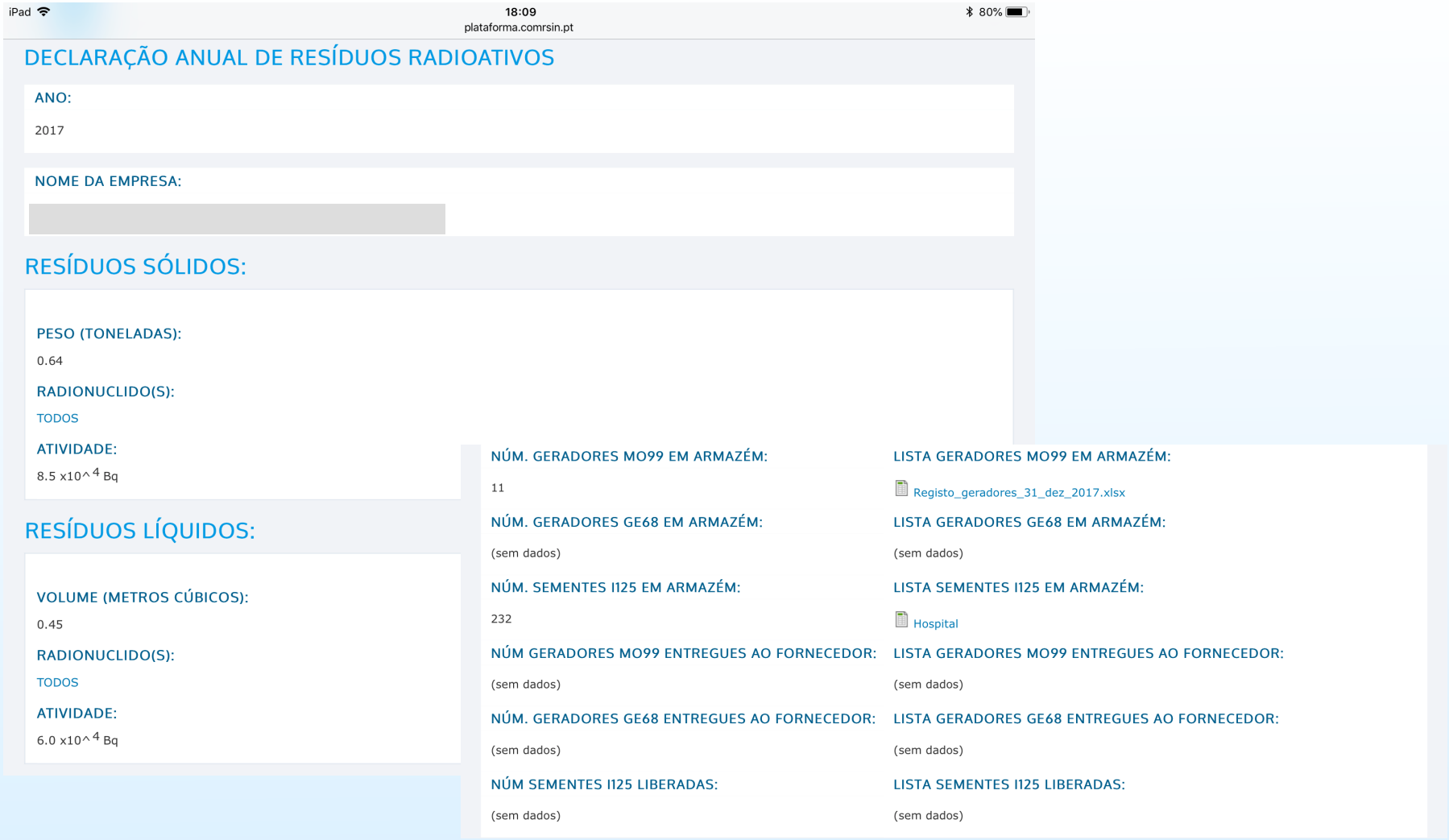
Current Practices



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LIABILITY MATRIX

Overview matrix chart of Spent Fuel and Radioactive Waste Management

Type of Liability	Long-Term Management Policy	Funding of Liabilities	Current Practice/ Facilities	Planned Facilities
Spent Fuel	Return to supplier	State funds	- Operating pool	None
Nuclear Fuel Cycle Waste	N.A.	N.A.	N.A.	N.A.
Application Wastes	National disposal facility at PRR	State funds and fees collected from waste producers	On-site temporary storage Waste sorting and conditioning Waste minimization policy under the National Programme	None
Decommissioning Liabilities	Under discussion	State funds	Under discussion	Under discussion
Disused Sealed Sources	Return to supplier as disused source Classification as radioactive waste, followed by disposal at PRR facility	State funds	Return to supplier as disused source Classification as radioactive waste, followed by disposal at PRR facility	None

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Planned Measures to Improve safety

- The National Programme for spent fuel and radioactive waste management, which has already been approved by the Government includes a set of measures aimed at improving the safety of these activities.
- The legal framework is being revised, aiming at consolidating regulatory competences in a new regulatory authority with assigned resources.
- The decision was made to request the IAEA for an IRRS mission, with the request being sent on 18/05/2018.
- The request for an ARTEMIS mission is being considered, but a decision will be made under the new regulatory framework.
- IST, as the Operator of the PRR is continuing to implement improvements in a schedule agreed with COMRSIN.
- Efforts are under way to ship the current LEU fuel at the RPI to the USA.

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Current and future Challenges

- The legal framework is currently under revision, aimed at consolidating regulatory competences.
- Many regulations for technical matters will have to be created and/or updated in the near future, placing a heavy burden on the new regulatory body.
- Much of the expertise in nuclear sciences and technology in Portugal resides at the campus of IST where the RPI and the PRR are located.
- Staffing for the regulatory body that remains independent from the operator, will remain a difficult matter and will require actions.

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Good Practices and Efforts

- The national policy for the licensing of sealed sources may be considered a good practice for some CP, given that users have to register the source and pay a deposit before they can purchase it.

- This deposit is returned to the licensee once the source becomes disused and is returned to the manufacturer or reverts as payment for the management fee charged by IST for its disposal in PRR.

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Questions Raised about the 3rd National Report by Portugal

- During the Q&A period of the present review meeting 8 countries posted 23 questions.
- These Countries were France, Poland, Germany, USA, Canada, Slovakia, Switzerland and Spain.
- Questions were placed concerning the PRR facility, the regulatory body, the national programme/policy, the future of the present LEU fuel at the RPI, the decommissioning plans of the RPI itself or PRR.
- These questions were answered in a timely and, hopefully, straightforward manner.

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Conclusions

- In the past few years Portugal was able to improve its compliance with EU Directives and both the Convention on Nuclear Safety and the Joint Convention, by setting up the legal framework for a regulatory body for the safety of nuclear installations, and the safe management, transportation and storage of SF and RW.
- These efforts are being continued through a revision and consolidation of the legal framework expected to be completed during the present year.

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Thank you for your attention

Country Group 1
Presentation by Portugal

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Report available at:

http://www.comrsin.pt/en/joint-convention-on-the-safety-of-spent-fuel-management-and-radioactive-waste-management

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