



Australian Government

Australian Radiation Protection and Nuclear Safety Agency

RECOMMENDATIONS

Classification of Radioactive Waste

Radiation Protection Series Publication No. ##

Comment on the draft Recommendations should be forwarded by 18 September 2009 to:

Mr Alan Melbourne
Manager, Standards Development & Committee Support Section
ARPANSA
619 Lower Plenty Road
YALLAMBIE VIC 3085
Tel: (03) 9433 2355
Fax: (03) 9433 2353
Email: secretariat@arpansa.gov.au
(Electronic submissions preferred)

Note: Technical terms which are described in the Glossary appear in **bold type** on their first occurrence in the text.

Radiation Protection Series

The ***Radiation Protection Series*** is published by the Australian Radiation Protection and Nuclear Safety Agency (ARPANSA) to promote practices which protect human health and the environment from the possible harmful effects of radiation. ARPANSA is assisted in this task by the Radiation Health and Safety Advisory Council, which reviews the publication program for the ***Series*** and endorses documents for publication, and by the Radiation Health Committee, which oversees the preparation of draft documents and recommends publication.

There are four categories of publication in the ***Series***:

Radiation Protection Standards set fundamental requirements for safety. They are prescriptive in style and may be referenced by regulatory instruments in State, Territory or Commonwealth jurisdictions. They may contain key procedural requirements regarded as essential for best international practice in radiation protection, and fundamental quantitative requirements, such as exposure limits.

Codes of Practice are also prescriptive in style and may be referenced by regulations or conditions of licence. They contain practice-specific requirements that must be satisfied to ensure an acceptable level of safety and security in dealings involving exposure to radiation. Requirements are expressed in ‘must’ statements.

Recommendations provide guidance on fundamental principles for radiation protection. They are written in an explanatory and non-regulatory style and describe the basic concepts and objectives of best international practice. Where there are related **Radiation Protection Standards** and **Codes of Practice**, they are based on the fundamental principles in the **Recommendations**.

Safety Guides provide practice-specific guidance on achieving the requirements set out in **Radiation Protection Standards** and **Codes of Practice**. They are non-prescriptive in style, but may recommend good practices. Guidance is expressed in ‘should’ statements, indicating that the measures recommended, or equivalent alternatives, are normally necessary in order to comply with the requirements of the **Radiation Protection Standards** and **Codes of Practice**.

In many cases, for practical convenience, prescriptive and guidance documents which are related to each other may be published together. A **Code of Practice** and a corresponding **Safety Guide** may be published within a single set of covers.

All publications in the ***Radiation Protection Series*** are informed by public comment during drafting, and **Radiation Protection Standards** and **Codes of Practice**, which may serve a regulatory function, are subject to a process of regulatory review. Further information on these consultation processes may be obtained by contacting ARPANSA.



Australian Government

Australian Radiation Protection and Nuclear Safety Agency

RECOMMENDATIONS

Classification of Radioactive Waste

Radiation Protection Series Publication No. XX

Month 2009

This publication was approved by the Radiation Health Committee on DD MMMM 2009 and on DD MMMM 2009 the Radiation Health and Safety Advisory Council advised the CEO to adopt the Recommendations

NOTICE

© Commonwealth of Australia 2009

This work is copyright. Apart from any use as permitted under the *Copyright Act 1968*, no part may be reproduced by any process without prior written permission from the Commonwealth. Requests and inquiries concerning reproduction and rights should be addressed to:

Commonwealth Copyright Administration
Attorney-General's Department
Robert Garran Offices
National Circuit
Barton ACT 2600

URL: www.ag.gov.au/cca

Requests for information about the content of this publication should be addressed to the Secretariat, ARPANSA, 619 Lower Plenty Road, Yallambie, Victoria, 3085 or by e-mail to secretariat@arpansa.gov.au.

ISBN
ISSN 1445-9760

The mission of ARPANSA is to protect the health and safety of people, and to protect the environment, from the harmful effects of radiation.

Published by the Chief Executive Officer of ARPANSA in MMMM 2009

Foreword

(To be completed).

Signature

PA Burns
Acting CEO of ARPANSA

Date

(This page intentionally left blank)

Contents

- 1. INTRODUCTION..... 9
 - 1.1 CITATION 9
 - 1.2 BACKGROUND..... 9
 - 1.3 PURPOSE10
 - 1.4 SCOPE10
 - 1.5 STRUCTURE 11
- 2. THE CLASSIFICATION OF RADIOACTIVE WASTE.....12
- 3. THE RADIOACTIVE WASTE CLASSIFICATION SCHEME.....16
 - 3.1 OVERVIEW.....16
 - 3.2 WASTE CLASSES 17
 - 3.3 ADDITIONAL CONSIDERATIONS..... 23
- ANNEX 1 ORIGIN AND TYPES OF RADIOACTIVE WASTE 25
- ANNEX 2 METHODS OF CLASSIFICATION 32
- ANNEX 3 REGULATORY AUTHORITIES 36
- ANNEX 4 ARPANSA RADIATION PROTECTION SERIES PUBLICATIONS..... 37
- REFERENCES 39
- GLOSSARY.. 40
- CONTRIBUTORS TO DRAFTING AND REVIEW 43
- INDEX..... 44

1. Introduction

1.1 CITATION

These Recommendations may be cited as the *Recommendations for Classification of Radioactive Waste* (2009).

1.2 BACKGROUND

Radioactive waste is generated in several different kinds of facilities and it may arise in a:

- wide range of concentrations of **radionuclides**; and
- variety of physical and chemical forms.

These differences result in an equally wide variety of options for the management of the waste. There is a variety of alternatives for **processing** waste and for short term or long term storage prior to disposal. Likewise, there are various alternatives for the safe disposal of waste, ranging from near surface disposal in engineered vaults or trenches to disposal in engineered facilities located in stable underground geological formations at depths of several hundred metres.

Several schemes have evolved internationally for classifying radioactive waste according to the physical, chemical and radiological properties that are of relevance to particular jurisdictions, facilities or circumstances in which radioactive waste is managed. Differences between schemes, including differences in terminologies, make communication on waste management practices difficult both nationally and internationally, particularly in the context of the *Joint Convention on the Safety of Spent Fuel Management and on the Safety of Radioactive Waste Management* (IAEA 2006). Any waste classification scheme developed in Australia would need to take into account consistency with international developments.

Different types of waste may be grouped for operational waste management purposes. For example, waste containing radionuclides with short half-lives may be separated from waste containing radionuclides with longer half-lives, or compressible waste may be separated from non-compressible waste. The topic of operational waste management is addressed in a separate RPS publication. Apart from waste containing only short lived radionuclides, all other types of radioactive waste need to be managed and disposed of in a manner consistent with the:

- Code of practice for the near-surface disposal of radioactive waste in Australia (NHMRC 1992);
- Safety Guide for the Predisposal Management of Radioactive Waste (ARPANSA 2008); and
- National Directory for Radiation Protection (NDRP) (ARPANSA 2004).

There may however, be a case for disposal of short-lived radioactive waste from a security point of view rather than storing it. The security of sources is beyond the scope of this document. For further information on the security of sealed radioactive

40 sources, refer to the *Code of Practice for the Security of Radioactive Sources (2007)*
41 (RPS11) (ARPANSA 2007).

42 The suitability of waste for disposal in a particular disposal facility is required to be
43 demonstrated by the **safety case** and supporting safety assessment for the facility
44 (IAEA 20yy).

45 **1.3 PURPOSE**

46 The purpose of these Recommendations is to set out a general scheme for classifying
47 radioactive waste that is based primarily on considerations of long term safety and
48 disposal of the waste. These Recommendations identify the conceptual boundaries
49 between different classes of waste and provide guidance on the definition of the
50 different classes of waste on the basis of long term safety considerations.

51 They will assist in the development and implementation of appropriate waste
52 management strategies, and will facilitate communication and information exchange
53 within and among jurisdictions.

54 While the usefulness of classification schemes for the safe operational management of
55 radioactive waste, including the transportation of waste, is recognised, such schemes
56 are subject to different considerations and are not addressed in these
57 Recommendations.

58 **1.4 SCOPE**

59 These Recommendations:

- 60 • cover radioactive waste ranging from that requiring engineered barriers to ensure
61 long term safety, to that having such low activity concentrations that it is not
62 required to be managed or regulated as radioactive waste;
- 63 • cover disused sealed radioactive sources, when they are considered waste, and
64 waste containing naturally occurring radionuclides;
- 65 • are applicable to waste arising from all origins including:
 - 66 – planned facilities and practices;
 - 67 – existing situations; and
 - 68 – incidents or accidents.

69 Although the classification scheme developed in these Recommendations is focused
70 on solid radioactive waste, the fundamental approach could also be applicable to the
71 management of liquid and gaseous waste, with appropriate consideration given to
72 aspects such as processing of such waste to produce a solid waste form that is suitable
73 for disposal.

74 The Recommendations do not give consideration to non-radioactive hazardous
75 constituents of radioactive waste if they do not affect radiological safety. It will
76 therefore be necessary to take into consideration the non-radiological hazard
77 associated with such constituents in accordance with national requirements, but this
78 is outside the scope of these Recommendations.

79 It is important that the characteristics of any particular radioactive waste are known
80 for decisions to be made on its processing, storage and disposal. Approaches to and
81 methods for the characterisation of radioactive waste can be found in the Safety
82 Guide for the Predisposal Management of Radioactive Waste (ARPANSA 2008).
83 The classification scheme is based on the safety aspects of waste management, in
84 particular the safety aspects of disposal. The importance of security aspects of the
85 management of radioactive waste is recognised and although security is not explicitly
86 addressed in these Recommendations, safety and security are generally compatible as
87 they both require isolation. A substantial difference in safety and security aspects of
88 waste management could, however, arise for waste containing mainly short lived
89 radionuclides. On the basis of security considerations, the degree of containment and
90 isolation necessary in the short term will most likely be greater than the degree of
91 containment and isolation necessary in the long term to ensure safety.

92 **1.5 STRUCTURE**

93 This document consists of three sections and four annexes.

- 94 • Section 1 describes the background, purpose and scope of these
95 Recommendations.
- 96 • Section 2 expands on the general scope and objectives of classification schemes
97 for radioactive waste as outlined above. It discusses the purpose and limitations
98 of the classification scheme described in these Recommendations, and explains
99 the approach adopted in the development of the scheme for classification of
100 radioactive waste. Section 2 also discusses the criteria and waste management
101 practices considered in the determination of waste classes.
- 102 • Section 3 outlines the scheme for classification of radioactive waste.
- 103 • Annex 1 describes various types of radioactive waste and illustrates the
104 application of the waste classification scheme developed in these
105 Recommendations to these types of radioactive waste.
- 106 • Annex 2 discusses the various purposes of and approaches to waste classification
107 and discusses qualitative and quantitative methods for waste classification.
- 108 • Annex 3 provides a list of the Australian radiation regulatory authorities.
- 109 • Annex 4 provides a list of current ARPANSA Radiation Protection Series
110 documents and those documents still available from the former NHMRC
111 Radiation Health Series.

112
113

114 **2. The Classification of Radioactive Waste**

115 These Recommendations primarily give consideration to the long term safe
116 management of radioactive waste. This approach does not preclude the
117 consideration of other aspects, such as occupational safety, which are pertinent in
118 operational waste management.

119 Classification of radioactive waste may be helpful in planning a disposal facility and
120 at any stage between the generation of raw waste and its disposal. It will help:

- 121 • At the conceptual level
 - 122 – In devising waste management strategies;
 - 123 – In planning and designing waste management facilities; and
 - 124 – In assigning radioactive waste to a particular **conditioning** technique or
 - 125 disposal facility.
- 126 • At the legal and regulatory level
 - 127 – In the development of legislation; and
 - 128 – In the establishment of regulatory requirements and criteria.
- 129 • At the operational level
 - 130 – By encouraging consideration of waste management – including
 - 131 minimisation, classification, **segregation**, delay and decay – during
 - 132 planning stages of the process/plant lifecycle;
 - 133 – By defining operational activities and in organising the work to be
 - 134 undertaken with the waste to ensure appropriate segregation and
 - 135 management of waste according to classification criteria/guidelines;
 - 136 – By providing a broad indication of the potential hazards associated with the
 - 137 various types of radioactive waste;
 - 138 – By facilitating record keeping; and
 - 139 – By ensuring adequate design of waste packages to minimise radiation dose to
 - 140 workers.
- 141 • For communication
 - 142 – By providing terms or acronyms that are widely understood in order to
 - 143 improve communication among all parties with an interest in radioactive
 - 144 waste management, including generators and managers of radioactive waste,
 - 145 regulators and the public.

146 To satisfy all these purposes, an ideal radioactive waste classification scheme should
147 meet several objectives, namely to:

- 148 • cover the full range of radioactive waste types;
- 149 • be of use at all stages of radioactive waste management and be able to address the
- 150 interdependencies between them;
- 151 • relate radioactive waste classes to the associated potential hazards for both
- 152 present and future generations;

- 153 • be sufficiently flexible to serve specific needs;
- 154 • be straightforward and easy to understand;
- 155 • be accepted as a common basis for characterising waste by all parties, including
156 regulators, operators and other interested parties; and
- 157 • be as widely applicable as possible.
- 158 • It is clearly not possible to develop a unique classification scheme satisfying fully
159 all these objectives simultaneously. For instance, a classification scheme cannot
160 at the same time be universally applicable and still reflect the finer details of all
161 the steps of radioactive waste management. Compromise is needed to ensure
162 simplicity, flexibility and broad applicability of the scheme. While the national
163 classification scheme is aimed at ensuring long-term safety following ultimate
164 disposal, it is recommended that consideration be given to the implications and
165 subsequent management of potential waste arisings through the whole waste
166 management lifecycle in order to ensure:
 - 167 • the selection of appropriate disposal options; and
 - 168 • where required, the provision of safe interim storage before disposal.

169 The boundaries between the classes are not intended to be seen as hard lines, but
170 rather as transition zones whose precise determination will depend on the particular
171 situation (Kim et al 1996). The classification scheme is intended to cover all types of
172 radioactive waste. Consequently, waste classes cannot be defined in terms of all the
173 specific properties of the waste at this generic level. Rather, general concepts for
174 defining waste classes are provided. The waste management facility operator should
175 use the classification scheme for guidance on the waste appropriate for acceptance at
176 their facility subject to their safety case.

177 Consideration should be given as to when a particular material is declared waste.
178 Material for which no further use is foreseen should be declared waste for this
179 guidance. Arrangements and procedures related to such a declaration may be subject
180 to the approval of the relevant regulatory authority.

181 The classification scheme outlined in these Recommendations:

- 182 • is mainly based on safety considerations for the lifetime of the waste; and
- 183 • can be applied for all waste management practices such as segregation,
184 **treatment** and storage as well as disposal.

185 For certain waste management practices (e.g. processing, transport and storage),
186 more detailed classification may be required. This could be expressed in terms of
187 sub-classes of the general waste classes set down in this publication. Aspects that
188 could be considered in the development of a more detailed classification scheme for
189 specific waste management practices are discussed in Annex 2.

190 The classification scheme is not intended to and cannot substitute the specific safety
191 assessment required for a **waste management practice** or **facility**. A waste
192 management option that varies from that indicated by the generic waste classification
193 scheme may also be determined as safe and viable on the basis of a specific safety
194 assessment.

195 The main consideration for defining waste classes in this publication is long term
196 safety. Waste is classified according to the degree of containment and isolation
197 required to ensure its safety in the long term, with consideration given to the hazard
198 potential of different types of waste. This reflects a graded approach towards the
199 achievement of safety, as the classification of waste is on the basis of the
200 characteristics of the practice or source, with account taken of the magnitude and
201 likelihood of exposures.

202 The parameters used in the classification scheme are:

- 203 • the **activity** content of the waste (which can be expressed in terms of activity
204 concentration, specific activity or total activity of the waste);
- 205 • the half-lives of the radionuclides contained in the waste;
- 206 • the hazards posed by different radionuclides; and
- 207 • the types of radiation emitted.

208 Depending on the physical or chemical type of waste considered, activity levels may
209 be expressed in terms of:

- 210 • total activity;
- 211 • activity concentration; or
- 212 • specific activity.

213 These parameters are not used to present precise quantitative boundaries between
214 waste classes. Rather, they are used to provide an indication of the severity of the
215 hazard posed by specific types of waste.

216 The specification of criteria for the different waste classes will need to take account of
217 the type of waste. For example, criteria specified in terms of total activity or activity
218 concentration that would be suitable for bulk amounts of waste will generally not be
219 adequate to classify disused sealed radioactive sources. The implementation of the
220 classification scheme will, therefore, have to take account of the specific
221 characteristics of the potential hazard posed by the waste.

222 Dose criteria used for the management of waste containing naturally occurring
223 radionuclides may be different from those used for the management of waste arising
224 in nuclear installations and developed on the basis of considerations of optimisation
225 of protection. Such differences may influence the disposal option selected for large
226 volumes of waste containing naturally occurring radionuclides such as **tailings** from
227 mining and minerals processing.

228 The degree of containment and isolation provided in the long term varies according
229 to the disposal option selected. The classification scheme set out in this publication is
230 based on the consideration of long term safety provided by the different disposal
231 options currently adopted or envisaged for radioactive waste. In the classification
232 scheme, the following options for management of radioactive waste are considered,
233 with an increasing degree of containment and isolation in the long term:

- 234 • Exemption;
- 235 • Storage for decay of very short lived waste until the exemption levels are reached;

- 236 • Disposal in engineered surface landfill type facilities;
 - 237 • Disposal in engineered facilities, such as trenches, vaults or shallow boreholes, at
238 the surface or at depths down to a few tens of metres;
 - 239 • Disposal in engineered facilities at intermediate depths between a few tens of
240 metres and several hundred metres (including existing caverns) and disposal in
241 boreholes of small diameter; and
 - 242 • Disposal in engineered facilities located in deep stable geological formations at
243 depths of a few hundred metres or more.
- 244 The depth of disposal is only one of the factors that will influence the adequacy of a
245 particular disposal facility; all the safety requirements for disposal will apply (IAEA
246 2000).
247

248 **3. The Radioactive Waste Classification Scheme**

249 **3.1 OVERVIEW**

250 A comprehensive range of waste classes has been defined and general boundary
251 conditions between the classes are provided in this document. In cases when there is
252 more than one disposal facility within a particular jurisdiction, the quantitative
253 boundaries between the classes for different disposal facilities may differ in
254 accordance with scenarios, geological and technical parameters and other parameters
255 that are relevant to the site specific safety assessment.

256 In accordance with the approach outlined in Section 2, six classes of waste are
257 derived and used as the basis for the classification scheme:

258 (1) **Exempt waste (EW):** Waste that meets the criteria for exemption from
259 regulatory control for radiation protection purposes.

260 (2) **Very short lived waste (VSLW):** Waste that can be stored for decay over a
261 limited period of up to a few years and subsequently cleared from regulatory
262 control according to arrangements approved by the relevant regulatory authority,
263 for uncontrolled disposal, use or discharge. This class includes waste containing
264 primarily radionuclides with very short half-lives often used for industrial,
265 medical and research purposes.

266 (3) **Very low level waste (VLLW):** Waste that does not necessarily meet the
267 criteria of EW, but does not need a high level of containment and isolation and
268 therefore is suitable for disposal in a near surface, industrial or commercial,
269 landfill type facility with limited regulatory control. Such landfill type facilities
270 may also contain other hazardous waste. Typical waste in this class includes soil
271 and rubble with low activity concentration levels. Concentrations of longer lived
272 radionuclides in VLLW are generally very limited.

273 (4) **Low level waste (LLW):** Waste that is above exemption levels, but with
274 limited amounts of long lived radionuclides. Such waste requires robust isolation
275 and containment for periods of up to a few hundred years and is suitable for
276 disposal in engineered near surface facilities. This class covers a very broad
277 range of waste. Low level waste may include short lived radionuclides at higher
278 activity concentration levels and long lived radionuclides, but only at relatively
279 low activity concentration.

280 (5) **Intermediate level waste (ILW):** Waste that, because of its content,
281 particularly of long lived radionuclides, requires a greater degree of containment
282 and isolation than that provided by near surface disposal. However, ILW needs
283 little or no provision for heat dissipation during its storage and disposal.
284 Intermediate level waste may contain long lived radionuclides, in particular alpha
285 emitting radionuclides, which will not decay to an activity concentration
286 acceptable for near surface disposal during the time for which institutional
287 controls can be relied upon. Therefore waste in this class requires disposal at
288 greater depths, in the order of tens of metres to a few hundred metres.

289 (6) **High level waste (HLW):** Waste with activity concentration levels high
290 enough to generate significant quantities of heat by the radioactive decay process
291 or waste with large amounts of long lived radionuclides that need to be
292 considered in the design of a disposal facility for such waste. Disposal in deep,
293 stable geological formations usually several hundred metres or more below the
294 surface is the generally recognised option for disposal of HLW.

295 Quantitative values of allowable activity content for each significant radionuclide will
296 be specified on the basis of safety assessment for individual disposal sites (outside the
297 scope of this document).

298 **3.2 WASTE CLASSES**

299 A conceptual illustration of the waste classification scheme is presented in Figure 1.
300 The vertical axis represents the activity content¹ of the waste and the horizontal axis
301 represents the half-lives of the radionuclides contained in the waste. In some cases,
302 the total activity, rather than activity concentration, may be used to determine the
303 class of the waste. For example, waste containing only very small amounts of certain
304 radionuclides (e.g. low-energy beta emitters) may be excluded or cleared from
305 regulatory control.

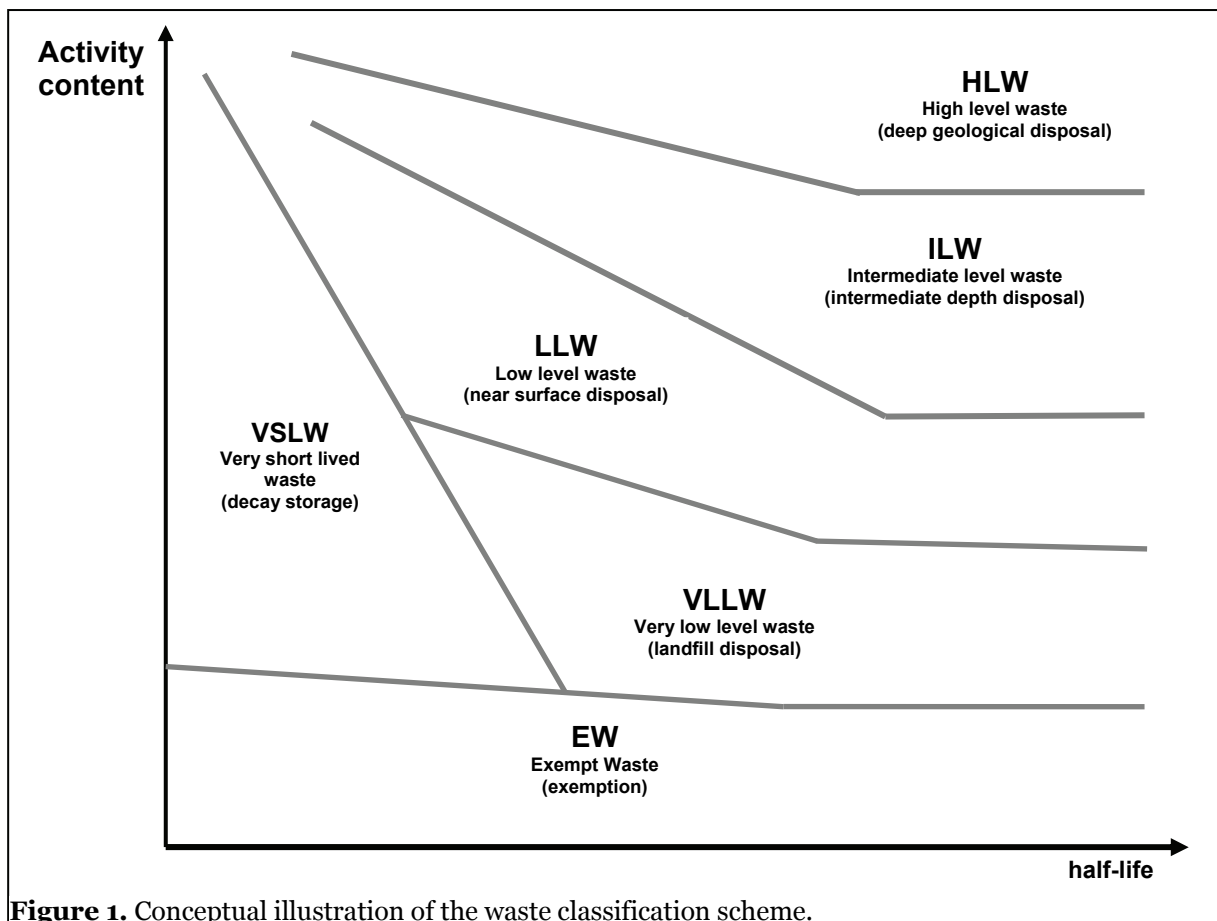


Figure 1. Conceptual illustration of the waste classification scheme.

¹ The term 'activity content' is used because of the generally heterogeneous nature of radioactive waste; so activity content is a generic term that covers activity concentration, specific activity and total activity.

306 Considering the vertical axis of Figure 1, the activity content of radioactive waste can
307 range from negligible to very high, i.e. very high concentration of radionuclides or
308 very high specific activity. The higher the activity content, the greater the need to
309 contain the waste and to isolate it from the biosphere. Below exemption levels, the
310 management of the waste can be carried out without consideration of its radiological
311 properties.

312 Considering the horizontal axis of Figure 1, the half-lives of radionuclides contained
313 in radioactive waste can range from short (seconds) to very long time spans (millions
314 of years). In terms of radioactive waste safety, it is beneficial to make a distinction
315 between waste containing radionuclides with half lives less than about forty years and
316 waste containing longer lived radionuclides because the radiological hazards
317 associated with the former are significantly reduced over a few hundred years by
318 radioactive decay. A reasonable degree of assurance can be given that institutional
319 control measures to contribute to the safety of near surface disposal facilities for
320 waste containing radionuclides with half lives of less than about forty years can be
321 kept in place over such timeframes. Limitations placed on the activity (total activity,
322 specific activity or activity concentration) of waste that can be disposed of in a given
323 disposal facility will depend on the:

- 324 • radiological, chemical, physical and biological properties of the waste; and
- 325 • particular radionuclides it contains.

326 A more detailed discussion of each waste class is presented as follows:

327 **Exempt waste (EW)**

328 Exempt waste contains such small concentrations of radionuclides that it does not
329 require provisions for radiation protection, irrespective of whether the waste is
330 disposed of in conventional landfills or recycled. Such material is exempt from
331 regulatory control and does not require any further consideration from a regulatory
332 control perspective.

333 Liquid or gaseous effluents discharged to the environment under appropriate
334 regulatory control is conditionally exempted waste, in as much as discharged material
335 requires no further consideration from the perspective of radiation protection and
336 safety. The NDRP (ARPANSA 2004) provides exemption levels and discharge limits
337 for **radioactive materials**.

338 **Very short lived waste (VSLW)**

339 Very short lived waste contains only radionuclides of very short half-life with activity
340 concentrations above the exemption levels. Such waste can be stored until the
341 activity has fallen beneath the levels for exemption, allowing for the waste to be
342 managed as conventional waste. Examples of very short lived waste are waste:

- 343 • from sources using ^{192}Ir and $^{99\text{m}}\text{Tc}$; and
- 344 • containing other radionuclides with half-lives of the order of 100 days or less
345 arising from industrial, medical and research applications.

346 Although these Recommendations focus on the classification of solid radioactive
347 waste, it should be noted that storage for decay is frequently used in the management

348 of liquid and gaseous waste containing short half-life radionuclides, which is stored
349 until the activity concentration has fallen beneath the applicable levels for discharge
350 to the environment.

351 The main criteria for the classification of waste as VSLW are the:

- 352 • half-life of the predominant radionuclides; and
- 353 • acceptability of the amounts of longer half-life radionuclides.

354 Since the intent of storage for decay is to eventually exempt the material, possibly
355 with conditions, acceptable concentration levels of long half-life radionuclides are set
356 by the exemption levels. The boundary for the half-life of predominant radionuclides
357 cannot be specified generically because it depends on the planned duration of the
358 storage and the initial activity concentration of the waste. However, in general, the
359 management option of storage for decay is applied for waste containing radionuclides
360 with a half-life of the order of 100 days or less.

361 The classification of waste as VSLW will depend on the point in time at which the
362 waste is assigned a classification. Through radioactive decay, VSLW will eventually
363 move into the class of exempt waste. For VSLW there is a need to fully segregate at
364 the source to maximise decay and eliminate cross-contamination with longer lived
365 waste. Thus the classification scheme is not fixed but depends on the actual
366 conditions of the waste in question at the time of assessment. This reflects the
367 flexibility that radioactive decay provides for the management of radioactive waste.

368 **Very low level waste (VLLW)**

369 Substantial amounts of waste arise from the operation of medical, industrial or
370 research facilities with activity concentration levels in the region of or slightly above
371 the levels specified for the exemption of material from regulatory control. Other such
372 waste, containing naturally occurring radionuclides, may originate from the mining
373 or processing of ores and minerals. The management of this waste, in contrast to
374 exempt waste, requires consideration from the perspective of radiation protection
375 and safety, but the extent of the provisions necessary is limited in comparison to the
376 provisions required for waste in the higher classes (LLW, ILW or HLW). Waste with
377 such a limited hazard, which is nevertheless above or close to the levels for exempt
378 waste, is termed very low level waste.

379 An adequate level of safety for VLLW may be achieved by its disposal in engineered
380 surface landfill type facilities. Disposal requirements are addressed in Schedule 8 of
381 the NDRP (ARPANSA 2004) or, in the case of waste arising from mining and mineral
382 processing, in RPS9 (ARPANSA 2005).

383 The designs of such disposal facilities range from simple covers to more complex
384 disposal systems and, in general, such disposal systems require active and passive
385 institutional controls. The time period for which institutional controls are exercised
386 will be sufficient to provide confidence that there will be compliance with the safety
387 criteria for disposal of the waste.

388 In order to determine whether a particular type of waste can be considered to fall into
389 the class of VLLW, acceptance criteria for engineered surface landfill type facilities
390 have to be derived. This can be carried out either by:

391 • using generic scenarios similar to those applied in the derivation of exemption
392 levels; or

393 • undertaking a safety assessment for a specific facility in a manner approved by
394 the regulatory body.

395 The derived criteria will depend on:

396 • the actual site conditions and the design of the engineered structures; or

397 • in the case of the use of generic scenarios, on assumptions made to take account
398 of these factors.

399 For this reason, generally valid criteria cannot be defined in this document.
400 Nevertheless, it is expected that with a level of engineering and controls consistent
401 with industrial waste disposal, a landfill facility can safely accommodate waste
402 containing:

403 • short-lived, artificial radionuclides with activity concentrations of one or two
404 orders of magnitude above the levels for exempt waste and with limited total
405 activity, as long as expected doses to the public are within criteria established by
406 the relevant regulatory authority; and

407 • long-lived radionuclides, the total activity and the acceptable activity
408 concentrations of which will be generally expected to be more limiting in view of
409 the long half-life radionuclides involved.

410 Depending on site factors and the design, it may be possible to demonstrate the safety
411 of higher activity concentrations.

412 An approved landfill that will accept radioactive waste but is not specifically designed
413 or intended to do so should:

414 • have sufficient capacity so that the radioactive waste only occupies a small
415 percentage of the total volume;

416 • have 2 m or so of soil or clean fill cover over the radioactive waste;

417 • have leachate control;

418 • be suitable for any other of the waste characteristics e.g. it will need to be able to
419 cater for clinical waste, if applicable; and

420 • take into account land use restrictions post-closure.

421 Incineration, dispersion in the atmosphere or disposal to sewer may also be options
422 for some of the waste in this class, depending on the physical, chemical and biological
423 form of the waste.

424 Another management option for some waste falling within this class, such as waste
425 rock from mining operations, may be the authorised use of the material (e.g. for road
426 construction). In this case, criteria can be derived for the definition of general
427 exemption values contained in the NDRP (ARPANSA 2004).

428 **Low level waste (LLW)**

429 Contact radiation dose rate, while not necessarily a determining factor for the long
430 term safety of a disposal facility, remains an issue that has to be considered:

- 431 • in handling the waste;
- 432 • in transporting the waste; and
- 433 • for operational radiation protection purposes at waste management and disposal
434 facilities.

435 Low level waste is waste that is suitable for near surface disposal. Near surface
436 disposal is, in turn, suitable for waste that contains such an amount of radioactive
437 material that robust containment and isolation for limited periods of time up to a few
438 hundred years are required. This class covers a very wide range of radioactive waste,
439 ranging from radioactive waste with an activity content level just above the level for
440 VLLW, i.e. not requiring shielding or particularly robust containment and isolation,
441 to radioactive waste with an activity concentration such that shielding and more
442 robust containment and isolation are necessary for periods up to a few hundred
443 years. Furthermore, the waste acceptance criteria will vary at different sites. For
444 example, the waste acceptance criteria at a “wet” site would be different from the
445 criteria for an “arid” site. Therefore there could be a huge range of “near surface”
446 disposal sites all of which are suitable for some forms of LLW.

447 Because low level waste may have a wide range of activity concentrations and may
448 contain a wide range of radionuclides, there are various design options for near
449 surface disposal facilities. These design options:

- 450 • may range from simple to more complex engineered facilities;
- 451 • may involve disposal at varying depths, typically from the surface down to 30
452 metres;
- 453 • will depend on:
 - 454 – safety assessments;
 - 455 – national practices; and
- 456 • are subject to approval by the relevant regulatory authority.

457 Low concentrations of long lived radionuclides may be present in low level waste.
458 Although the waste may contain high concentrations of short lived radionuclides,
459 significant radioactive decay of these will occur during the period of reliable
460 containment and isolation provided by the site, the engineered barriers and
461 institutional control. Classification of waste as low level waste should, therefore,
462 relate to the particular radionuclides in the waste, and account should be taken of the
463 various exposure pathways, such as:

- 464 • ingestion (e.g. in the case of long term migration of radionuclides to the
465 accessible biosphere in the post-closure phase of a disposal facility); and
- 466 • inhalation (e.g. in the case of human intrusion into the waste).

467 **Boundary between Low Level Waste and Intermediate Level Waste**

468 Radioactive waste suitable for disposal near the surface and at intermediate depths
469 may, in most instances, be differentiated on the basis of the need for controls over
470 timeframes for which institutional control can be guaranteed and thus human
471 intrusion into the waste can be prevented. The suitability of a disposal facility for a
472 particular inventory of waste is required to be demonstrated by the safety case for
473 that facility (IAEA 20yy).

474 It is generally assumed that institutional controls can be relied upon for a period of
475 up to around 300 years. Under this assumption, bounding values for low level waste
476 in terms of activity concentration levels can be derived by estimating doses to the
477 exposed **representative person** after this period of institutional control. Since the
478 management of such waste in a near surface facility is, in many cases, the only
479 practicable option, longer periods of institutional control may need to be considered,
480 with periodic safety review of the facility. An example of such a special situation
481 arises for radionuclides for which the activity content will not decrease significantly
482 over such timescales such as:

- 483 • waste from the mining and processing of uranium; and
- 484 • other materials containing significant amounts of long-lived radionuclides.

485 A precise boundary between LLW and intermediate level waste (ILW) cannot be
486 provided, as limits on the acceptable activity concentration will differ between
487 individual radionuclides or groups of radionuclides. Waste acceptance criteria for a
488 particular near surface disposal facility will be dependent on:

- 489 • the actual design of the facility; and
- 490 • planning for the facility (e.g. engineered barriers, duration of institutional
491 control, site specific factors).

492 Restrictions on activity concentration levels for long lived radionuclides in individual
493 waste packages may be complemented by:

- 494 • restrictions on average activity concentration levels; or
- 495 • simple operational techniques such as placing waste packages with higher activity
496 concentration levels at selected locations within the disposal facility.

497 It is possible to determine bounding activity concentrations for LLW, such as those
498 found in the near surface disposal Code (NHMRC 1992), on the basis of:

- 499 • generic site characteristics;
- 500 • generic facility designs;
- 501 • specified institutional control periods; and
- 502 • dose limits to individuals.

503 Limitations for the disposal of long lived radionuclides for a particular disposal
504 facility will be established on the basis of the safety assessment.

505 **Intermediate level waste (ILW)**

506 Intermediate level waste is defined as waste that contains long lived radionuclides in
507 quantities that need a greater degree of containment and isolation from the biosphere
508 than provided by near surface disposal. Disposal in a facility at a depth of between a
509 few tens and a few hundreds of metres is indicative for intermediate level waste.
510 Disposal at such depths has the potential to provide a long period of isolation from
511 the accessible environment if:

- 512 • both the natural barriers and the engineered barriers of a disposal system are
513 selected properly; and
- 514 • the waste is conditioned to produce a long-term stabilised wastefrom within
515 suitable **packaging**.

516 In particular, there is generally no detrimental effect of erosion at such depths in the
517 short to medium term. Another important advantage of disposal at intermediate
518 depths is that compared to near surface disposal facilities suitable for LLW, the
519 likelihood of inadvertent human intrusion is greatly reduced. Consequently, long
520 term safety for disposal facilities at such intermediate depths will not depend on the
521 presence of institutional controls.

522 The boundary between the LLW class and the ILW class cannot be specified in a
523 general manner in relation to activity concentration levels, because allowable levels
524 will depend on the actual waste disposal facility and its:

- 525 • associated safety case; and
- 526 • supporting safety assessment.

527 For the purposes of communication pending the establishment of disposal facilities
528 for intermediate level waste, generic safety cases may be used to determine whether
529 certain waste constitutes LLW or ILW.

530 **High level waste (HLW)**

531 High level waste is defined as waste that contains such large concentrations of both
532 short and long lived radionuclides that, compared to ILW, a greater degree of
533 containment and isolation from the accessible environment is needed to ensure long
534 term safety. HLW generates significant quantities of heat from radioactive decay,
535 and normally continues to generate heat for several centuries. It should be noted
536 however that Australia does not have any HLW and is unlikely to have any in the
537 foreseeable future. Further description of HLW can be obtained from IAEA DS390
538 (IAEA 20xx).

539 **3.3 ADDITIONAL CONSIDERATIONS**

540 The use of the classification scheme should take into account the specific types and
541 properties of radioactive waste. The precise criteria according to which waste is
542 assigned to a particular waste class will depend on the specific situation in the
543 jurisdiction in relation to the nature of the waste and the disposal options available or
544 under consideration. One important type of waste that requires specific
545 consideration is disused sealed radioactive sources. Another important type of waste
546 that requires specific consideration is waste containing elevated levels of

547 radionuclides of natural origin, in view of the bulk quantities arising. Annex 1
 548 provides an overview of important types of radioactive waste and discusses the
 549 special considerations necessary when using the classification scheme for these
 550 different types of waste. Figure 3 is a logic diagram illustrating the use of the
 551 classification scheme to assist in determining disposal options.

552 Although heat generation is a characteristic of high level waste, other waste may also
 553 generate heat, albeit at lower levels. The amount of heat generated is dependent
 554 upon the types and amounts of radionuclides in the waste (half-life, decay energy,
 555 activity concentration, total activity, etc.). Furthermore, consideration of heat
 556 removal is very important (thermal conductivity, storage geometry, ventilation, etc.)
 557 ensuring that heat build-up does not diminish the layers of defence-in-depth in the
 558 engineered barriers. Therefore, the significance of heat generation cannot be defined
 559 by means of a single parameter value. The impact of heat generation on the barriers
 560 can vary by several orders of magnitude depending on the influencing parameters
 561 and the methods in place for heat removal. Management of decay heat should be
 562 considered if the thermal power of waste packages reaches several W/m³. More
 563 restrictive values may apply, particularly in the case of waste containing long lived
 564 radionuclides.

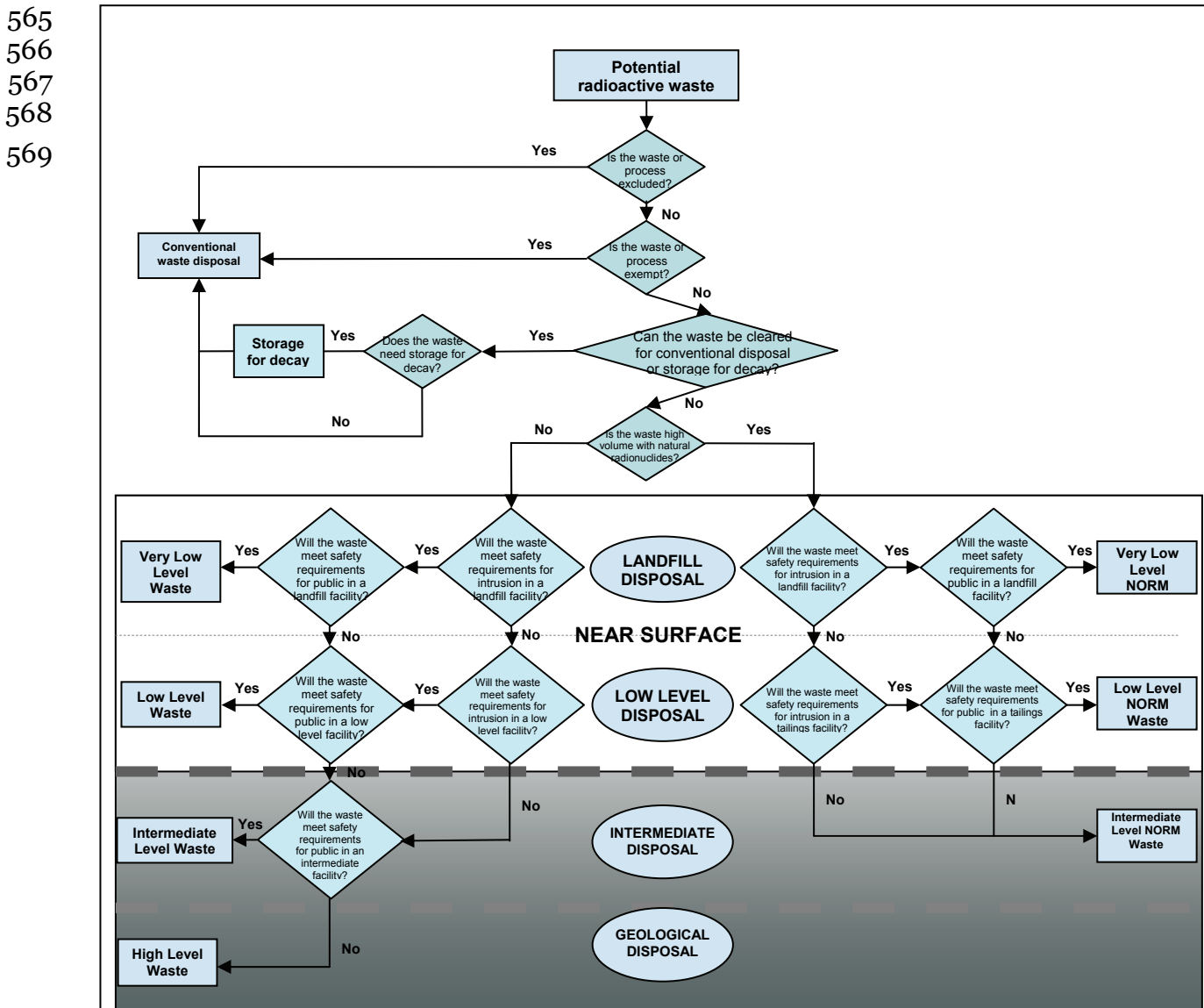


Figure 2. Flow chart diagram illustrating the use of the classification scheme

570 **Annex 1**

571

572 **Origin and Types of Radioactive Waste**

573 Most practices involving the use of radionuclides result in the generation of radioactive waste
574 including:

- 575 • the medical, industrial or research use of radioisotopes and sealed radioactive sources;
- 576 • the operation of research reactors
- 577 • the (mostly large scale) mining and processing of mineral ores or other materials
578 containing naturally occurring radionuclides, which in some cases have to be managed as
579 radioactive waste. An example includes the processing of phosphate ore and oil or gas
580 exploration;
- 581 • intervention actions, which are necessary after accidents or to remediate areas affected
582 by past practices; and
- 583 • Disposal of disused sealed radioactive sources (including orphan sources).

584 The radioactive waste that is generated is as varied in form, activity concentration and type of
585 contamination as it is in type of generating action. It may be solid, liquid or gaseous. Activity
586 concentration levels range from high levels associated with residues from fuel **reprocessing**
587 to very low levels associated with radioisotope applications in laboratories, hospitals, etc.
588 Equally broad is the range of half-lives of the radionuclides contained in the radioactive
589 waste.

590 This Annex briefly and qualitatively describes the:

- 591 • major waste generating practices; and
- 592 • types of radioactive waste generated by each practice.

593 This Annex also illustrates the application of the classification scheme developed in these
594 Recommendations to some of the types of radioactive waste described.

595 **Waste from mining and minerals processing containing elevated levels of** 596 **naturally occurring radionuclides**

597 The initial step in the nuclear fuel cycle is the mining of uranium or thorium ores that are
598 then used to produce nuclear fuel. However, other radioactive products may be separated
599 from the ores for a variety of applications. Mining practices lead to the extraction of ore that:

- 600 • is sufficiently rich to justify processing; and
- 601 • contains uranium or thorium in such small quantities that further processing is not
602 economically justified.

603 The mined materials not subjected to further processing are generally accumulated as waste
604 rock piles, usually in close proximity to the mines. The waste rock, or mullock, resulting from
605 the mining of uranium and thorium ores generally contain elevated levels of naturally
606 occurring radionuclides and need to be managed as radioactive waste for radiation protection
607 purposes and safety reasons.

608 The richer ores from which uranium or thorium are to be separated are sent to mills and
609 plant for processing, usually consisting of crushing and chemical processing. After removal
610 of the uranium, the residues (tailings) contain little of the parent nuclide of the **decay chain**

611 of the mined element, but they still contain most of its decay products. Some of the decay
612 products may be more susceptible to leaching and emanation from the tailings than from the
613 original ore. Additionally, tailings from processing can contain significant amounts of
614 hazardous chemicals, including heavy metals such as copper, arsenic, molybdenum and
615 vanadium; these need to be considered in assessing the safety of planned management
616 options.

617 Similar types and quantities of radioactive waste containing naturally occurring
618 radionuclides also arise from the extraction and/or processing of other materials that happen
619 to be rich in naturally occurring radioactive materials; these materials include:

- 620 • phosphate minerals;
- 621 • mineral sands;
- 622 • some gold bearing rocks;
- 623 • coal; and
- 624 • hydrocarbons,

625 and contain long lived radionuclides at relatively low concentrations. The concentration of
626 the radionuclides in these waste streams may exceed the levels for exempt waste as
627 recommended in Section 3 of this document. In recent years an increasing awareness has
628 arisen that action is required to reduce doses due to exposure to such waste (often referred to
629 as **NORM**) and regulatory control is necessary to ensure safety. The characteristics of such
630 waste, however, are sufficiently different from those of other waste that specific regulatory
631 considerations may be required. Of particular relevance are the long half-lives of
632 radionuclides present and the usually large volumes of materials arising.

633 The classification scheme described in Section 3 covers such waste from mining and
634 processing, but specific consideration needs to be given to its special properties and the
635 regulatory approach applied. Some waste, such as some scales arising in the oil and gas
636 industry, may have high activity concentration levels. These may necessitate the
637 management of such waste as LLW, or, in some cases, ILW.

638 **Waste from institutional practices**

639 Institutional uses of radioactive materials include practices in the fields of research, industry
640 and medicine. These practices, particularly in the field of research, are very varied and result
641 in the generation of waste of different classes. Institutional waste can be generated in
642 gaseous, liquid or solid form.

643 ***Waste from research reactors***

644 ANSTO possesses the only facilities in Australia for managing **spent fuel**, as all the spent
645 fuel produced in Australia comes from research reactors once operated, or currently
646 operated, by ANSTO. No spent fuel is, however, designated for direct disposal in Australia.
647 Currently it is anticipated that all spent fuel managed in Australia by ANSTO will be
648 transported overseas for reprocessing, long-term storage or disposal. The spent fuel still
649 contains residual U-235 which could be potentially recovered for reuse and therefore is not
650 classified as radioactive waste whilst in transit from Australia. The waste resulting from the
651 reprocessing of some of the spent fuel will be returned to Australia in a conditioned waste
652 form and will be classified as intermediate level solid waste (non heat generating).

653 The waste generated by the operation of ANSTO's OPAL reactor comprises predominantly
654 low level solid wastes and a smaller volume of intermediate level waste. The low level waste
655 consists of cleaning materials used in the reactor facility, such as:

- 656 • used personal protection equipment (overshoes, coats, etc);
- 657 • contaminated processing items (vials, pipettes, plastic tubing);
- 658 • papers;
- 659 • towels;
- 660 • tissue paper; and
- 661 • spent ion exchange resins.

662 The following items, which constitute only a small volume, generated by OPAL may be
663 classified as intermediate level waste:

- 664 • activated stainless steel components (including irradiation rigs);
- 665 • used thermocouples;
- 666 • control rods; and
- 667 • other similar items.

668 ***Waste from the production and use of radioisotopes***

669 The production and use of radioisotopes generate radioactive waste from the following
670 practices.

- 671 • **Production of radioisotopes:** The type and volume of waste generated depends on
672 the radioisotope and its production method. Generally, the volume of radioactive waste
673 generated from these practices is small but the activity concentration levels may be
674 significant. Given the short half-lives of many of the isotopes used, on-site delay and
675 decay storage is usually applied in the production of radioisotopes.
- 676 • **Applications of radioisotopes:** The use of radioisotopes may generate small volumes
677 of waste. The type and volume of waste generated will depend on the application.

678 ***Waste from decommissioning of nuclear installations (research reactors)***

679 At the end of the useful life of a nuclear installation, administrative and technical actions are
680 taken to allow the removal of some or all of the regulatory requirements from the facility.
681 The decontamination and dismantling of a nuclear facility and the cleanup of the site will
682 lead to the generation of radioactive waste that may be activated or contaminated and may
683 vary greatly in:

- 684 • type;
- 685 • activity concentration;
- 686 • size; and
- 687 • volume.

688 This waste may consist of solid materials such as:

- 689 • process equipment;
- 690 • construction materials;
- 691 • tools; and
- 692 • soils.

693 The largest volumes of waste from the dismantling of nuclear installations will mainly be
694 VLLW and LLW. To reduce the amount of radioactive waste, decontamination of materials is
695 widely applied. Liquid and gaseous waste streams may also originate from decontamination
696 processes.

697 ***Waste from decommissioning of radionuclide laboratories and other facilities***

698 Other facilities where unsealed radioactive materials are used, handled or stored such as
699 radionuclide laboratories in hospitals, universities, research institutes will also require
700 decommissioning. The waste generated may be similar to that arising from the
701 decommissioning of research reactors however, the volumes of waste generated will be
702 substantially smaller.

703 ***Waste from university and medical radionuclide laboratories***

704 Typical wastes from medical and research laboratory use are very diverse but are generally
705 either of short half life (e.g. Tc-99m used in nuclear medicine) or of low activity or activity
706 concentration (e.g. radium check sources; radio-immunoassay kits; C-14 tracer; tritium in
707 blood samples). Volumes of such waste tend to be small from a single laboratory).

708 Some of the uses involve exempt quantities of radioactive materials. Some of the applications
709 result in waste that can be stored until it decays to below the exemption levels. Others result
710 in waste that can be disposed of as per Schedule 8 of the NDRP (ARPANSA 2004), utilising
711 all options of disposal to landfill, venting to atmosphere, incineration or disposal to sewer.

712 Some waste may be sent for chemical processing e.g. for reclamation of scintillant.

713 A few applications, involving higher activities of long lived isotopes, may result in waste that
714 requires disposal in a near surface facility.

715 Generally therefore, this type of waste is either exempt or VLLW, with only a small
716 percentage being LLW.

717 ***Disused sealed radioactive sources***

718 A particular type of waste is disused sealed radioactive sources. Sealed radioactive sources
719 are characterised by the concentrated nature of their radioactive contents and are widely
720 used in medical or industrial applications. They may still be hazardous at the end of their
721 useful lives and will require appropriate management, as they usually contain large and
722 highly concentrated amounts of a single radionuclide and in many cases may not meet the
723 waste acceptance criteria for near surface disposal facilities even when the source
724 radionuclides are not particularly long lived. Radioactive sources unsuitable for near surface
725 disposal require emplacement at greater depths and therefore fall within the ILW class or, in
726 some cases, even the HLW class.

727 Sources may be described according to the activity and half-life of the radionuclides they
728 contain. Sources containing radionuclides with half-lives of less than 100 days (for example,
729 ^{90}Y , ^{192}Ir , or ^{198}Au used in brachytherapy) may be stored for decay and eventually disposed of
730 as exempt waste. Other sources such as those containing ^{137}Cs , ^{60}Co or ^{238}Pu have longer half-
731 lives and other management options will be required. A breakdown of different types of
732 sources is given in Table 1 (IAEA 1999).

733 **Radioactive material in the environment**

734 Radioactive residues have been deposited on the earth’s surface as a result of a variety of
735 practices including:

- 736 • residues from nuclear weapon testing; and
737 • past practices, such as uranium mining, which were subject to less stringent regulatory
738 control than that required by present day safety standards.

739 The waste arising from remediation operations will have to be:

- 740 • managed as radioactive waste; and
741 • either:
742 – stabilised in-situ; or
743 – disposed of in an appropriate disposal facility.

744 **Table 1. Example of Disused Sealed Radioactive Sources**

Example in Figure 3	HALF-LIFE	ACTIVITY	VOLUME	EXAMPLE
i	<100 d	100 MBq	Small	Y-90, Au-198 (brachytherapy)
ii		5 TBq	Small	Ir-192 (brachytherapy)
iii	<15 y	<10 MBq	Small	Co-60, H-3 (tritium targets), Kr-85
iv		<100 TBq	Small	Co-60 (irradiators)
v	<40 y	<few GBq	Small	Cs-137 (brachytherapy, moisture density detectors)
vi		~1 PBq	Small	Cs-137 (irradiators), Sr-90 (thickness gauges, radioisotope thermoelectric generators (RTGs))
vii	>40 y	<40 MBq	Small, but may be large numbers of sources (up to tens of thousands)	Pu, Am, Ra (static eliminators)
viii		<10 GBq		Am-241, Ra-226 (gauges)
ix	«100-300 y	<100 GBq (tritium) <10 MBq (C-14) <5 MBq (β/γ with T _½ >5 yr) <1 GBq (β/γ with T _½ ≤5 yr)	Solid waste with radioactive constituents, mainly beta or gamma emitting radionuclides. Long-lived alpha-emitting radionuclides should only be present at very low concentrations.	Lightly contaminated or activated items such as paper, cardboard, plastics, rags, protective clothing, glassware, laboratory trash or equipment, certain consumer products and industrial tools or equipment. It may also comprise lightly contaminated bulk waste from mineral processing or lightly contaminated soils.

Example in Figure 3	HALF-LIFE	ACTIVITY	VOLUME	EXAMPLE
x	Varied	<5 TBq (tritium) <50 MBq (C-14) <10 MBq (α) <500 kBq (Ra-226) <1 GBq (β/γ with $T_{1/2}$ >5 yr) Unlimited (β/γ with $T_{1/2} \leq 5$ yr)	Solid waste and shielded sources with considerably higher activities of beta- or gamma-emitting radionuclides than in the example above. Long-lived alpha-emitting radionuclides should be at relatively low levels.	Solid waste and shielded sources with considerably higher activities of beta- or gamma-emitting radionuclides than those listed in example ix (above). Long lived alpha-emitting radionuclides should be at relatively low levels.
xi	Varied	<5 TBq (tritium) <50 MBq (C-14) <10 MBq (α) <500 kBq (Ra-226) <1 GBq (β/γ with $T_{1/2}$ >5 yr) Unlimited (β/γ with $T_{1/2} \leq 5$ yr)	Solid waste containing alpha-, beta- or gamma-emitting radionuclides with relatively high activity concentrations.	Bulk materials, such as those arising from downstream processing of radioactive minerals, significantly contaminated soils, or large individual items of contaminated plant or equipment for which conditioning would prove to be impractical.
xii	Varied		Waste that does not meet the specifications in the previous three examples.	Sealed radioactive sources, gauges or bulk waste that contain radionuclides at higher concentrations than listed in the previous three examples.

745

746 **Example of the use of the waste classification scheme**

747 An example of the use of the classification scheme described in this document for waste likely
748 to be generated in Australia is given in Figure 3. It shows the waste classes into which different
749 types of sealed radioactive sources described in Table 1 and waste containing naturally
750 occurring radionuclides typically will fall. Waste containing naturally occurring radionuclides
751 can vary considerably in its characteristic and could hence fall into several classes for disposal.
752 Some could have very low activity concentration levels and not require disposal as radioactive
753 waste. Other waste with higher, but limited concentrations could be appropriate for near
754 surface disposal and such waste with higher concentrations were specific radionuclides may
755 have been concentrated may require disposal at greater depth than typical for near surface
756 disposal. This example illustrates that the waste classification scheme is able to accommodate
757 a variety of different types of waste. Similar diagrams can be developed for other types of
758 waste.

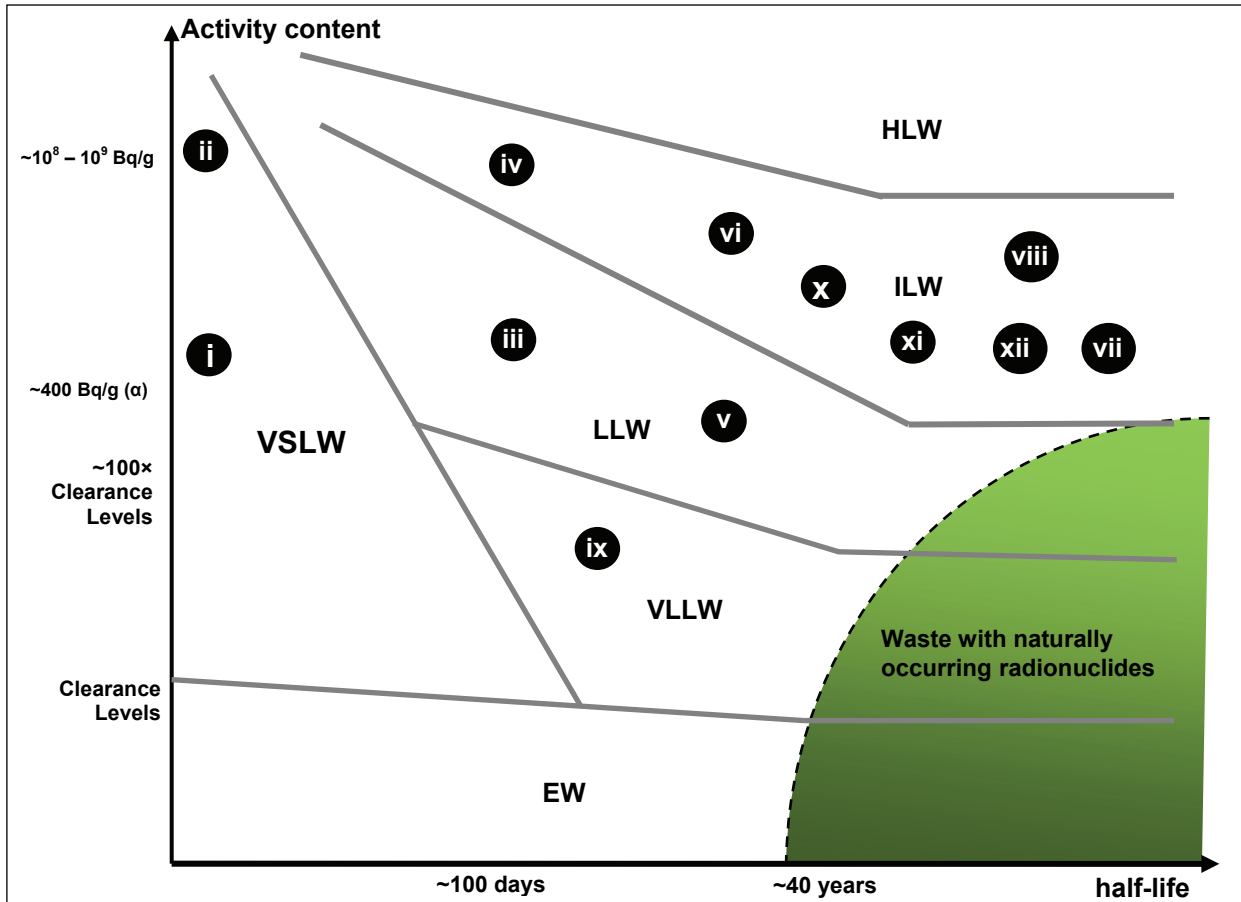


Figure 3 Illustrative example of the application of the waste classification scheme. The numbers refer to examples of disused sealed sources set out in Table 1.

760

761

762

763 **Annex 2**

764

765 **Methods of Classification**

766 Classification schemes for radioactive waste may be developed from different bases, such as:

- 767 • operational safety
- 768 • long term safety;
- 769 • process engineering demands;
- 770 • availability of management or disposal facilities;
- 771 • the source of generation;
- 772 • safety/regulatory related aspects; or
- 773 • process engineering demands.

774 A discussion of different purposes of and approaches to classification schemes for radioactive
775 waste is given in this Annex.

776 Radioactive waste classification schemes can be set up at different levels and for various
777 purposes. They may be defined at the international level, national levels, or at the operator
778 level. Correspondingly, they will have different perspectives, for instance safety related
779 aspects, origin and characteristics of the waste, engineering demands, and regulatory control.

780 Depending on the purpose of a radioactive waste classification scheme, different approaches
781 exist. One basic approach to classification is a straightforward qualitative description of the
782 individual classes. In this case, mainly the general characteristics of the radioactive waste are
783 used as criteria for the classification. Nevertheless, numerical values to characterise broad
784 bands or orders of magnitude may also be helpful for classification by this approach. The
785 other basic approach is to base the classification on quantitative criteria, i.e. numerical values
786 are given for the definition of waste classes.

787 The approach described in Section 3 of this document is based mainly on the long-term
788 safety aspects of radioactive waste disposal, but can be used in the determination and
789 implementation of the most appropriate arrangements for radioactive waste management. It
790 is reasonable to use disposal as a basis for establishment of a classification scheme in order to
791 maintain compatibility and coherence among the different stages of radioactive waste
792 management.

793 A clear distinction has to be made between a classification scheme and a set of regulatory
794 limitations. The purpose of classification is to help in maintaining radioactive waste
795 management in a safe and economic manner within the framework of a national strategy and
796 to facilitate communication, while the purpose of regulatory limitation is to ensure the safety
797 of each licensed facility and practice. Therefore, the effort in developing precise limitations
798 has to be applied within the regulatory framework of licensing or authorising specific
799 radioactive waste management practices and facilities. The relevant regulatory authority will
800 establish actual quantity or concentration limitations for the classification of radioactive
801 waste. While a radioactive waste classification scheme may be useful for generic safety
802 considerations, it is not a substitute for specific safety assessments performed for an actual
803 facility and involving good characterisation of radioactive waste.

804 **Qualitative Classification**

805 There exist 'natural' classification schemes, e.g. grouping the radioactive waste in terms of
806 their origin. An example for such a qualitative classification scheme is given in Annex 1.
807 While this scheme is convenient for bookkeeping, notification and registration, it fails to
808 meet many of the objectives listed on page 12.

809 Another 'natural' classification scheme is the differentiation of radioactive waste according to
810 the physical state, i.e. solid, liquid, gaseous. This scheme stems from the process engineering
811 needs for the treatment of the different radioactive waste streams and is often refined
812 corresponding to individual radioactive waste treatment systems. A classification scheme of
813 this type follows the technical needs and possibilities and therefore is mostly specific to
814 individual facilities. It may, however, incorporate safety considerations such as the radiation
815 protection measures necessary for radioactive waste classes with higher radiological hazard
816 potential.

817 The classification scheme proposed by the IAEA in 1994 (IAEA 1994) used the principal
818 waste classes of exempt, low and intermediate level waste (together with a subdivision into
819 short-lived and long-lived waste) and high level waste. Boundary levels between waste
820 classes were presented as orders of magnitude. Different countries use differing
821 classification schemes. In the United States, for example, low and intermediate level waste is
822 sub-divided into four classes (USNRC 2006). In addition, some countries also have a
823 category of very low level radioactive waste (ASN 2005, METI 2005). A further distinction is
824 made in many countries taking into consideration the half-life, physical states and other
825 factors.

826 **Quantitative Classification**

827 Classification of radioactive waste in many cases is related to the safety aspects of the
828 management of the waste in question. In this context, it provides a link between the waste
829 characteristics and safety objectives that have been set up by the relevant regulatory
830 authority or the operator of a waste management facility. As safety criteria are in general
831 formulated in terms of numerical values, a quantitative approach to classification is
832 necessary for this purpose. Quantitative criteria for a radioactive waste classification scheme
833 may be activity level, half-life, thermal power, and/or radiological dose. To derive a
834 quantitative classification scheme specific to a particular context, a common procedure
835 should be used which is outlined in the following paragraphs.

836 The first step is a definition of the purpose of the classification scheme, since any
837 classification scheme can only address a particular aspect of radioactive waste management.
838 This implies the decision is based on such aspects as:

- 839 • the type of radioactive waste to be covered;
- 840 • the facility or practice considered;
- 841 • treatment options available;
- 842 • the corresponding application (planning, operation, post-operation);
- 843 • the safety objectives to be met;
- 844 • related social and economic factors; and
- 845 • the necessity for communication.

846 The next step requires the definition of the aspects considered in the scheme, for example:

- 847 • exposure of personnel;

- 848 • exposure of members of the public;
- 849 • contamination of the environment;
- 850 • safety from criticality;
- 851 • normal operation, incidents or accidental conditions;
- 852 • heat generation of radioactive waste; and
- 853 • process engineering aspects.
- 854 For some of these areas regulatory or technical constraints may exist that have to be taken
855 into account. These may be, for example:
- 856 • limitations and requirements set by the relevant regulatory authority;
- 857 • the radioactive waste itself, characterised by the annual arising, total volume of
858 generation, the range of radionuclides and their concentrations;
- 859 • facility specific conditions (e.g. waste form/waste package, engineering design);
- 860 • operational limits;
- 861 • pathways or scenarios prescribed for safety assessments;
- 862 • site specific conditions (e.g. for radioactive waste disposal, geological, hydrogeological
863 and climatic characteristics may restrict the choice of a disposal site or of the type of
864 radioactive waste that can be disposed of at the site);
- 865 • social or political aspects; and
- 866 • legal definitions and requirements.
- 867 These factors may restrict the degree of freedom for the choice and the development of a
868 classification scheme and therefore have to be evaluated before the classification scheme can
869 be derived.
- 870 Once the framework for classification has been set, the parameters to be used for classifying
871 may be chosen in a third step. Starting from the radioactive waste itself, there are several
872 properties that may be taken into account. Important parameters are given in Table 2.
- 873 The possible scenarios, design options and site-specific options have then to be evaluated in a
874 fourth step to assess their suitability as classification parameters. For the case of LLW,
875 examples are given in the IAEA publication WS-G-1.1 (IAEA 1999).
- 876 If a set of classification parameters has been chosen, intervals for numerical values or, as an
877 alternative, qualitative characteristics are defined as limits for different classes. The practical
878 step of assigning the considered types of radioactive waste to these classes will show whether
879 or not an adequate scheme has been established.
- 880 Normally, the classification scheme results from an iterative procedure in which the steps
881 described above are repeated until a satisfying result is reached.
- 882

883 **Table 2.** Important Parameters of Radioactive Waste that can be used as Criteria for
884 Classification

- 885
- 886 • Origin;
- 887 • Criticality;
- 888 • Radiological properties:
- 889 - Half-lives of radionuclides;
- 890 - Heat generation;
- 891 - Intensity of penetrating radiation;
- 892 - Activity concentration of radionuclides;
- 893 - Surface contamination;
- 894 - Dose factors of relevant radionuclides;
- 895 - Decay products.
- 896 • Physical properties:
- 897 - Physical state (solid, liquid or gaseous);
- 898 - Size and weight;
- 899 - Compactability;
- 900 - Dispersibility;
- 901 - Volatility;
- 902 - Miscibility;
- 903 - Free liquid content.
- 904 • Chemical properties:
- 905 - Chemical composition;
- 906 - Solubility and chelating agents;
- 907 - Potential chemical hazard;
- 908 - Corrosion resistance/corrosiveness;
- 909 - Organic content;
- 910 - Combustibility and flammability;
- 911 - Chemical reactivity and swelling potential;
- 912 - Gas generation;
- 913 - Sorption of radionuclides.
- 914 • Biological properties:
- 915 - Potential biological hazards;
- 916 - Bioaccumulation.
- 917 • Other factors:
- 918 - Volume;
- 919 - Amount arising per unit time;
- 920 - Physical distribution.
-

922

923 **Annex 3**

924

925 **Regulatory Authorities**

926 Where advice or assistance is required from the relevant regulatory authority for radiation
 927 protection, it may be obtained from the following officers:

COMMONWEALTH, STATE/TERRITORY	CONTACT
Commonwealth	Chief Executive Officer ARPANSA PO Box 655 Miranda NSW 1490 Email: info@arpansa.gov.au Tel: (02) 9541 8333 Fax: (02) 9541 8314
New South Wales	Manager Hazardous Materials and Radiation Section Department of Environment and Climate Change PO Box A290 Sydney South NSW 1232 Email: radiation@environment.nsw.gov.au Tel: (02) 9995 5000 Fax: (02) 9995 6603
Queensland	Director, Radiation Health Unit Queensland Health PO Box 2368 Fortitude Valley BC QLD 4006 Email: radiation_health@health.qld.gov.au Tel: (07) 3328 9987 Fax: (07) 3328 9622
South Australia	Director, Radiation Protection Division Environment Protection Authority GPO Box 2607 Adelaide SA 5001 Email: radiationprotection@epa.sa.gov.au Tel: (08) 8463 7814 Fax: (08) 8124 4671
Tasmania	Senior Health Physicist Radiation Protection Unit Department of Health and Human Services GPO Box 125B Hobart TAS 7001 Email: radiation.protection@dhhs.tas.gov.au Tel: (03) 6222 7256 Fax: (03) 6222 7257
Victoria	Team Leader, Radiation Safety Department of Human Services GPO Box 4057 Melbourne VIC 3001 Email: radiation.safety@dhs.vic.gov.au Tel: 1300 767 469 Fax: 1300 769 274
Western Australia	Secretary, Radiological Council Locked Bag 2006 PO Nedlands WA 6009 Email: radiation.health@health.wa.gov.au Tel: (08) 9346 2260 Fax: (08) 9381 1423
Australian Capital Territory	Director Health Protection Service ACT Health Locked Bag 5 Weston Creek ACT 2611 Email: hps@act.gov.au Tel: (02) 6205 1700 Fax: (02) 6205 1705
Northern Territory	Manager Radiation Protection Radiation Protection Section Department of Health and Families GPO Box 40596 Casuarina NT 0811 Email: envirohealth@nt.gov.au Tel: (08) 8922 7152 Fax: (08) 8922 7334

928 **Please note:** This table was correct at the time of printing but is subject to change from time
 929 to time. For the most up-to-date list, the reader is advised to consult the ARPANSA web site
 930 (www.arpansa.gov.au).

931 For after hours emergencies only, the police will provide the appropriate emergency contact
 932 number.
 933

934 **Annex 4**

935

936 **ARPANSA Radiation Protection Series Publications**

937

938 ARPANSA has taken over responsibility for the administration of the former NHMRC Radiation
939 Health Series of publications and for the codes developed under the *Environment Protection*
940 *(Nuclear Codes) Act 1978*. The publications are being progressively reviewed and republished as
941 part of the *Radiation Protection Series*. All of the Nuclear Codes have now been republished in
942 the *Radiation Protection Series*.

943

944 All publications listed below are available in electronic format, and can be downloaded free of
945 charge by visiting ARPANSA's website at www.arpansa.gov.au/Publications/codes/index.cfm.

946

947 *Radiation Protection Series* publications are available for purchase directly from ARPANSA.
948 Further information can be obtained by telephoning ARPANSA on 1800 022 333 (freecall
949 within Australia) or (03) 9433 2211.

950 RPS 1 Recommendations for Limiting Exposure to Ionizing Radiation (1995) and National
951 Standard for Limiting Occupational Exposure to Ionizing Radiation (republished
952 2002)

953 RPS 2 Code of Practice for the Safe Transport of Radioactive Material (2008)

954 RPS 2.1 Safety Guide for the Safe Transport of Radioactive Material (2008)

955 RPS 3 Radiation Protection Standard for Maximum Exposure Levels to Radiofrequency
956 Fields – 3 kHz to 300 GHz (2002)

957 RPS 4 Recommendations for the Discharge of Patients Undergoing Treatment with
958 Radioactive Substances (2002)

959 RPS 5 Code of Practice and Safety Guide for Portable Density/Moisture Gauges Containing
960 Radioactive Sources (2004)

961 RPS 6 National Directory for Radiation Protection – Edition 1.0 (2004)

962 RPS 7 Recommendations for Intervention in Emergency Situations Involving Radiation
963 Exposure (2004)

964 RPS 8 Code of Practice for the Exposure of Humans to Ionizing Radiation for Medical
965 Research Purposes (2005)

966 RPS 9 Code of Practice and Safety Guide for Radiation Protection and Radioactive Waste
967 Management in Mining and Mineral Processing (2005)

968 RPS 10 Code of Practice and Safety Guide for Radiation Protection in Dentistry (2005)

969 RPS 11 Code of Practice for the Security of Radioactive Sources (2007)

970 RPS 12 Radiation Protection Standard for Occupational Exposure to Ultraviolet Radiation
971 (2006)

972 RPS 13 Code of Practice and Safety Guide for Safe Use of Fixed Radiation Gauges (2007)

973 RPS 14 Code of Practice for Radiation Protection in the Medical Applications of Ionizing
974 Radiation (2008)

975 RPS 14.1 Safety Guide for Radiation Protection in Diagnostic and Interventional Radiology
976 (2008)

977 RPS 14.2 Safety Guide for Radiation Protection in Nuclear Medicine (2008)

978 RPS 14.3 Safety Guide for Radiation Protection in Radiotherapy (2008)

979	RPS 15	Safety Guide for Management of Naturally Occurring Radioactive Material (NORM)
980		(2008)
981	RPS 16	Safety Guide for the Predisposal Management of Radioactive Waste (2008)
982	RPS 17	Code of Practice and Safety Guide for Radiation Protection in Veterinary Medicine
983		(2009)
984	RPS 18	Safety Guide for the Use of Radiation in Schools Part 1: Ionizing Radiation
985		(2009)
986	Those publications from the NHMRC Radiation Health Series that are still current are:	
987	RHS 8	Code of nursing practice for staff exposed to ionizing radiation (1984)
988	RHS 9	Code of practice for protection against ionizing radiation emitted from X-ray analysis
989		equipment (1984)
990	RHS 13	Code of practice for the disposal of radioactive wastes by the user (1985)
991	RHS 14	Recommendations for minimising radiological hazards to patients (1985)
992	RHS 15	Code of practice for the safe use of microwave diathermy units (1985)
993	RHS 16	Code of practice for the safe use of short wave (radiofrequency) diathermy units (1985)
994	RHS 18	Code of practice for the safe handling of corpses containing radioactive materials
995		(1986)
996	RHS 21	Revised statement on cabinet X-ray equipment for examination of letters, packages,
997		baggage, freight and other articles for security, quality control and other purposes
998		(1987)
999	RHS 22	Statement on enclosed X-ray equipment for special applications (1987)
1000	RHS 24	Code of practice for the design and safe operation of non-medical irradiation facilities
1001		(1988)
1002	RHS 25	Recommendations for ionization chamber smoke detectors for commercial and
1003		industrial fire protection systems (1988)
1004	RHS 28	Code of practice for the safe use of sealed radioactive sources in bore-hole logging
1005		(1989)
1006	RHS 30	Interim guidelines on limits of exposure to 50/60Hz electric and magnetic fields
1007		(1989)
1008	RHS 31	Code of practice for the safe use of industrial radiography equipment (1989)
1009	RHS 34	Safety guidelines for magnetic resonance diagnostic facilities (1991)
1010	RHS 35	Code of practice for the near-surface disposal of radioactive waste in Australia (1992)
1011	RHS 36	Code of practice for the safe use of lasers in schools (1995)
1012	RHS 38	Recommended limits on radioactive contamination on surfaces in laboratories (1995)
1013		
1014		

1015 **References**

- 1016 ARPANSA 2002. *Recommendations for Limiting Exposure to Ionizing Radiation (1995) and*
1017 *National Standard for Limiting Occupational Exposure to Ionizing Radiation*
1018 *(republished 2002)*. Radiation Protection Series No. 1.
- 1019 ARPANSA 2004. *National Directory for Radiation Protection – Edition 1.0*. Radiation
1020 Protection Series No. 6.
- 1021 ARPANSA 2005. *Code of Practice and Safety Guide for Radiation Protection and*
1022 *radioactive Waste Management in Mining and Milling Processing*. Radiation
1023 Protection Series No. 9.
- 1024 ARPANSA 2007. *Code of Practice for the Security of Radioactive Sources (2007)*, Radiation
1025 Protection Series No. 11.
- 1026 ARPANSA 2008. *Safety Guide for the Predisposal Management of Radioactive Waste*
1027 *(2008)*, Radiation Protection Series No. 16.
- 1028 ASN 2005, Autorité de Sûreté Nucléaire, *Joint Convention on the Safety of Spent Fuel*
1029 *Management and on the Safety of Radioactive Waste Management: Second National*
1030 *Report on Implementation by France of its Obligations under the Convention*, ASN,
1031 Paris (2005).
- 1032 IAEA 1994, *Classification of Radioactive Waste*, Safety Series No. 111-G-1.1, IAEA, Vienna
1033 (1994).
- 1034 IAEA 1999, *Safety Assessment for Near Surface Disposal of Radioactive Waste*, IAEA Safety
1035 Standards Series No. WS-G-1.1, IAEA, Vienna (1999).
- 1036 IAEA 2000, *Regulatory Control of the Radioactive Discharges to the Environment*, IAEA
1037 Safety Standards Series No. WS-G-2.3, IAEA, Vienna (2000).
- 1038 IAEA 2006. International Atomic Energy Agency, *Joint Convention on the Safety of Spent*
1039 *Fuel Management and on the Safety of Radioactive Waste Management*, IAEA
1040 International Law Series No. 1, IAEA, Vienna, (2006).
- 1041 IAEA 20xx, *Classification of Radioactive Waste*, IAEA Safety Standards Series, IAEA, Vienna
1042 (in preparation) [DS390].
- 1043 IAEA 20yy, *Disposal of Radioactive Waste*, IAEA Safety Standards Series, IAEA, Vienna (in
1044 preparation) [DS354].
- 1045 Kim, J.I. et al., *German approaches to closing the nuclear fuel cycle and final disposal of*
1046 *HLW*, J. Nucl. Mater., 238 (1996) 1-10.
- 1047 METI 2005, International Affairs Office, Nuclear and Industrial Safety Agency, *Joint*
1048 *Convention on the Safety of Spent Fuel Management and on the Safety of Radioactive*
1049 *Waste Management: National Report of Japan for the Second Review Meeting*, METI,
1050 Tokyo (2005).
- 1051 NHMRC 1992. *Code of practice for the near-surface disposal of radioactive waste in*
1052 *Australia*, Radiation Health Series No. 35, National Health & Medical Research Council,
1053 Commonwealth of Australia, Canberra.
- 1054 USNRC 2006, *Code of Federal Regulations, 10CFR61*, United States Nuclear Regulatory
1055 Commission.
- 1056

1057 **Glossary**

1058 **Activity**

1059 the measure of quantity of radioactive materials, except when used in the term ‘human
1060 activity’.

1061 Activity, *A*, is a measure of the amount of a radioactive material given by:

1062
$$A = \frac{dN}{dt}$$

1063 where *dN* is the expectation value of the number of spontaneous nuclear transitions which
1064 take place in the time interval *dt*.

1065 The SI unit of activity is s⁻¹ with the special name becquerel (Bq).

1066 **Activity concentration**

1067 the activity of a radionuclide per unit mass (or per unit volume) of a material

1068 **Conditioning**

1069 those operations that produce a waste package suitable for handling, transport, storage
1070 and/or disposal. Conditioning may include the conversion of the waste to a solid waste form,
1071 enclosure of the waste in containers and, if necessary, provision of an overpack².

1072 **Decay chain**

1073 a series of radionuclides, each of which (except for the first, or parent) is formed as a result of
1074 the radioactive decay of the previous member of the chain.

1075 **NORM**

1076 radioactive material containing no significant amounts of radionuclides other than naturally-
1077 occurring radionuclides.

1078 **Packaging**

1079 preparation of radioactive waste for safe handling, transport, storage and/or disposal by
1080 means of enclosing it in a suitable container.

1081 **Processing**

1082 any operation that changes the characteristics of waste, including pre-treatment³, treatment
1083 and conditioning.

1084 **Radioactive material**

1085 any material that emits ionizing radiation spontaneously.

1086 **Radionuclide**

1087 a radioactive species of atom characterised by its mass number, atomic number and
1088 sometimes its nuclear energy state (provided that the mean lifetime of that state is sufficiently
1089 long for the species to be observed).

² A secondary (or additional) outer container for one or more waste packages, used for handling, transport, storage and/or disposal.

³ Any or all of the operations before waste treatment, such as collection, segregation, chemical adjustment and decontamination.

- 1090 **Relevant regulatory authority**
1091 the radiation protection authority or authorities designated, or otherwise recognised, for
1092 regulatory purposes in connection with protection and safety relating to medical applications
1093 of ionizing radiation.
- 1094 **Representative person**
1095 an individual receiving a dose that is representative of the more highly exposed individuals in
1096 the population. This term is the equivalent of, and replaces, ‘average member of the critical
1097 group’ described in ICRP Recommendations before ICRP 101.
- 1098 **Reprocessing**
1099 a process or operation, the purpose of which is to extract radioactive isotopes from spent fuel
1100 for further use.
- 1101 **Safety case⁴**
1102 a collection of arguments and evidence in support of the safety of a facility or practice. This
1103 will normally include the findings of a safety assessment and a statement of confidence in
1104 these findings. For a repository, the safety case may relate to a given stage of development.
1105 In such cases, the safety case should acknowledge the existence of any unresolved issues and
1106 should provide guidance for work to resolve these issues in future development stages.
- 1107 **Sealed radioactive source**
1108 radioactive material that is permanently sealed in a capsule or closely bonded in a solid form.
- 1109 **Segregation**
1110 an action where types of waste or material (radioactive or exempt) are separated or are kept
1111 separate on the basis of radiological, chemical and/or physical properties, to facilitate waste
1112 handling and/or processing.
- 1113 **Spent fuel**
1114 Nuclear fuel that has been irradiated in and permanently removed from a reactor core and
1115 that is no longer usable in its present form because of depletion of fissile material, poison
1116 build-up or radiation damage.
- 1117 **Tailings**
1118 the residues resulting from the processing of ore to extract uranium series or thorium series
1119 radionuclides, or similar residues from processing ores for other purposes.
- 1120 **Treatment**
1121 an operation intended to benefit safety and/or economy by changing the characteristics of the
1122 waste. Three basic treatment objectives are:
1123 • volume reduction⁵;
1124 • removal of radionuclides from the waste; and

⁴ In these Recommendations, the safety case only refers to radiological considerations of the safety of the facility or practice.

⁵ A method that decreases the physical volume of a waste and typically includes mechanical compaction, incineration and evaporation. Volume reduction should not be confused with waste minimisation.

1125 • change of composition.

1126 Treatment may result in an appropriate waste form.

1127 **Waste management facility**

1128 any facility specifically designated to handle, treat, condition, temporarily store, or permanent
1129 dispose of radioactive waste.

1130 **Waste management practice**

1131 all administrative and operational activities involved in the handling, pre-treatment,
1132 treatment, conditioning, transport, storage and disposal of radioactive waste.

1133

Contributors to Drafting and Review

WORKING GROUP

Dr Barbara Shields (DHHS, Tasmania), Co-convenor

Dr Geoff Williams (ARPANSA), Co-convenor

Mr Keith Dessent (ARPANSA)

Mr Hefin Griffiths (ANSTO)

Mr Graeme Palmer (EPA, South Australia)

Mr Stuart Woollett (ARPANSA)

Index