

Executive Implementation Guide (Planning-Only) for Novel Design Incorporating Transport, Storage, and Disposal with Hydro-Processing of Used Fuel

Executive Summary

This guide provides a planning-only, modular architecture for exploring how existing DOE methods—hydrometallurgical processing and integrated waste management—could conceptually support a design that incorporates transport, storage, and disposal (TSD) together with hydro-processing of used fuel, without proposing new facilities, processes, or licensing actions. It addresses economic and technological challenges in nuclear fuel recycling by outlining a reversible, decision-gated framework that meets strict nonproliferation standards and national security goals through safe, sustainable processing and management. The value lies in assisting DOE and national laboratories to explore reversible integrated designs for fuel cycle closure under existing DOE authority and NRC frameworks, emphasizing modularity to avoid irreversible commitments. All outputs are assumed to be in forms consistent with current DOE/NRC practice for handling processed and waste materials. It is not intended to inform, justify, or accelerate any facility siting decisions, capacity expansions, or enrichment capabilities. Readers can treat the subsequent sections as a menu: context and boundaries, P1–P3 templates for scoping, the four-step RHPD process as a mapping to public DOE methods, and governance/phase/risk sections as decision-support overlays.

Planning Scope and Disclaimers

This document outlines a planning-only framework for a conceptual program that incorporates transport, storage, and disposal together with hydro-processing of used fuel. All elements are proxy-based models derived from publicly available U.S. Department of Energy (DOE) materials on nuclear fuel recycling and waste management, with no operational authority, commitments, or physical implications implied. This is strictly non-binding and adheres to the DOE’s emphasis on nonproliferation standards, national security goals, and the reduction of proliferation risks through controlled processing and management. No new capacities, timelines, budgets, or technical details beyond public sources are introduced. Unspecified elements (e.g., exact chemical compositions or equipment specifications) are marked as “Not specified.” The design is conceptualized with reversibility in mind, meaning modular steps that allow for pauses, reversals, or alternative pathways without irreversible commitments, enhancing flexibility in planning. All references to existing facilities (e.g., Savannah River, Hanford, DOE complex) are conceptual mappings to publicly documented capabilities, not proposals for modification. The RHPD construct should be interpreted as an abstract planning proxy and not as a process design, flowsheet, or engineering specification.

Scope Boundaries

- No new separations chemistry or management capabilities are introduced; all steps map to publicly described DOE hydrometallurgical and TSD methods.
- No facility siting, capacity estimates, detailed process parameters, or flowsheets are proposed.
- This construct is not a NEPA document, design basis, or licensing input; it is a scenario-framing tool for internal planning and options analysis only.
- All modeled used fuel exists only as an abstract inventory node already under DOE control and is processed consistent with current DOE/NRC practice.
- All content is derived from public DOE and national lab sources (e.g., hydrometallurgical reprocessing for actinide recovery and R&D on integrated TSD). Unspecified elements remain “Not specified.” This ensures fidelity without invention.

Context: Existing DOE Efforts for Integrated TSD with Hydro-Processing of Used Fuel

DOE sites have historically developed and demonstrated hydrometallurgical processing of used nuclear fuel and have separately advanced transport, storage, and disposal (TSD) systems to support closed fuel-cycle and waste-management concepts. Public DOE efforts include aqueous reprocessing to recover actinides from used fuel, as demonstrated historically at sites like Savannah River and Hanford. Key baselines involve hydrometallurgical treatment, which uses aqueous solvents to dissolve and extract actinides from irradiated fuel, targeting recovery for reuse or disposal. This processing focuses on light-water reactor fuels, involving dissolution in nitric acid, solvent extraction (e.g., PUREX-like), and partitioning of fission products. DOE has publicly supported development of concepts and analyses that link reprocessing with TSD, including research on cask transport, dry storage, and geologic repositories for waste forms.

These methods align with DOE’s broader fuel cycle program, which aims to advance reprocessing and waste technologies that meet nonproliferation standards while providing sustainable fuel supplies. This planning guide maps to these public efforts, ensuring conceptual alignment with DOE’s authority for government-owned material and potential interfaces with Nuclear Regulatory Commission (NRC) licensing for any hypothetical commercial activities. These planning scenarios sit alongside DOE’s ongoing fuel cycle efforts, such as historical reprocessing and support for integrated TSD development and demonstration concepts, but do not alter or extend those programs. RHPD treats these hydrometallurgical and TSD efforts as the only technical baselines, using them solely as public reference points for modeling proxy flows, and does not extrapolate or infer any unpublicized capabilities or capacities.

What is Novel in RHPD (Planning Architecture)

The RHPD framework (Reversible Hydro-Processing Design) combines elements from public DOE hydrometallurgical methods into a modular, reversible workflow. This planning construct does not introduce any new separations chemistry or management capabilities. It instead integrates publicly documented DOE hydrometallurgical process steps into a modular, reversible planning architecture for options analysis only. The novelty of RHPD is programmatic and architectural rather than chemical, focusing on how existing DOE methods can be recombined into reversible, decision-gated planning templates. Novel features include decision-gated scaling between P1, P2, and P3 with explicit pause or rollback options tied to governance, demand, and safeguards uncertainty; explicit modeling of DOE versus NRC roles in each scenario (DOE treatment of government-owned used fuel, NRC licensing of any hypothetical commercial facilities, transport, and storage); and built-in nonproliferation constraints (no accumulation of direct-use or high-enrichment material forms in the model; all outputs bounded as processed materials consistent with public DOE/NRC guidance). At no point does the planning model create, accumulate, or route material at forms inconsistent with DOE's authority for used fuel treatment and NRC's framework for handled materials. Any "used fuel" is represented as an abstract inventory node already under DOE control, consistent with current treatment of light-water reactor and research fuels.

Implementation Architecture: P1–P3 Templates

The conceptual architecture is structured around three planning templates (P1, P2, P3), representing abstract patterns for minimal-scale proxy modeling, distributed modular nodes, and phased conceptual expansion. These are non-binding representations focused on high-level flow, tied to the scope of planning effort, number of modeled facilities or nodes, range of hypothetical throughput (qualitative only), and risk and governance complexity. P1 involves a single proxy node with minimal throughput, focused on a single DOE site for learning and safeguards logic, with the lowest governance and safeguards complexity assuming internal DOE safeguards only. P2 extends to multiple distributed proxy nodes (e.g., processing, transport, storage) at potentially different DOE sites, still within R&D-scale bounds, with low-to-moderate throughput and moderate governance and safeguards complexity requiring coordination across DOE sites and safeguards offices. P3 explores phased expansion scenarios, examining how DOE-like capabilities could conceptually scale to meet a portion of projected integrated demand for fuel cycles while staying within nonproliferation constraints, with throughput bounded by publicly indicated capacities and the highest governance and safeguards complexity introducing NRC licensing assumptions and more complex accountability models. These templates assume that any hypothetical physical activity would remain within existing DOE missions to process used fuel and within NRC's existing regulatory framework for material use, storage, and transportation. P1 is used to answer: "What if we only treat a small subset of inventory at a single site under current safeguards?" P2: "What if we coordinate multiple DOE sites and functions without leaving R&D scale?" P3: "What if we conceptually explore higher throughput within publicly indicated limits and existing regulatory frameworks?"

RHPD Process Overview (4 Steps, Planning-Only)

The RHPD process prioritizes safety through containment, sustainability via waste minimization, cost-efficiency by modular design reducing capital needs, and nonproliferation by integrated processing that avoids isolated fissile material handling. Reversibility objectives include limiting capital lock-in by enabling planning at P1 or P2 scales before committing to P3-style expansions, allowing pivots between different hydro-processing flows as DOE R&D results evolve, and ensuring that at every gate, the default option is safe stasis (secure storage) rather than forced progression. In all steps, “reversibility” refers strictly to the ability to pause, redirect, or re-scope modeled material flows and decisions within the planning framework, not to literal reversal of chemical or metallurgical transformations.

- **Step 1: Fuel Preparation (Hydrometallurgical-Aligned, Planning Proxy)** – Used fuel is inspected and prepared, with modular dissolution using methods inspired by nitric acid processes (stated as conceptual mapping, not new specification). Reversibility refers to the ability to redirect modeled fuel assemblies from RHPD into alternative DOE-consistent treatment or storage pathways.
- **Step 2: Hydro-Processing (Hydrometallurgical-Aligned, Planning Proxy)** – Prepared fuel undergoes solvent extraction to separate actinides. Parameter modulation is used only as a modeling parameter to represent scenario branching (e.g., stopping or diverting material at different treatment stages).
- **Step 3: Product Qualification (Planning Proxy)** – Recovered actinides are cleaned and qualified. Modular units enable incremental adjustments in the planning model. Reversibility refers to adjusting parameters and product routing within the planning model; all modeled outputs are treated as recovered materials consistent with current practice.
- **Step 4: Integrated TSD (Planning Proxy)** – Processed materials are routed to transport, storage, or disposal, conceptually mapping to public descriptions of cask transport, dry storage, and disposal pathways. This represents generic handling activities at DOE sites and is not specific to commercial uses, supporting small-scale testing with options to revert to intermediate states. Reversibility refers to returning modeled materials to prior forms in the planning model.

Governance and Nonproliferation Model

A target multi-layer model includes sponsorship through DOE-level proxy oversight (e.g., DOE-NE or NNSA, in a proxy capacity only), steering via a conceptual committee for nonproliferation reviews (representing existing DOE/NNSA safeguards and security structures in abstract form), technical reviews for high-level safety and sustainability checks, and decision gates as reversible checkpoints for progression or reversal. This assumes all used fuel treatment occurs under DOE

authority for government-owned material, consistent with publicly described DOE practice, and that any hypothetical commercial-scale follow-on facilities would fall under NRC licensing for production, storage, and transportation of processed materials. This DOE–NRC role split is consistent with NRC’s public description: DOE manages government-owned material and R&D, while NRC licenses any non-DOE fuel production, transport, storage, and use. Explicit nonproliferation constraints ensure safeguards traceability, with all proxy material flows remaining within DOE-authorized treatment and processed material-bounded configurations. All scenarios must demonstrate safeguards traceability consistent with NRC expectations that civilian uses be licensed in a manner not inimical to the common defense and security.

Phase Roadmap and Reversibility Gates

The roadmap outlines qualitative stages for conceptual refinement, with reversibility at each gate. Phase 1 focuses on assumption and inventory baseline (what do we have and what are we assuming?), reversible by discarding unaligned assumptions. Phase 2 addresses governance and safeguards options (how could oversight and nonproliferation be structured?), reversible through modular policy templates. Phase 3 covers process configuration and throughput scenarios (which P1, P2, or P3 options are plausible?), reversible by resetting to prior phases; a reversible decision example includes downgrading from a modeled P3 multi-node configuration to a P2 distributed node concept if projected integrated demand or governance complexity does not justify expansion. Phase 4 involves strategic insights and go/no-go recommendations (what should be piloted only at conceptual level?), with full reversibility to baseline; an example no-go decision includes recommending against progression if updated integrated demand projections show insufficient fuel cycle uptake, instead preserving P1 or P2 paths. Readiness gates are checkpoints limited to planning: Gate 1 for data alignment to confirm public sourcing, with a deliverable as an inventory and assumption baseline document mapping fuel types, locations, and public process analogs (hydrometallurgical, TSD); Gate 2 for reversibility check to verify modular options, with a deliverable as an options matrix comparing P1, P2, and P3 scenarios, with explicit pause or rollback points and implications for cost, safeguards, and regulatory posture; and Gate 3 for security review to ensure nonproliferation focus, with a deliverable as a brief analysis demonstrating that all scenarios keep materials within processed bounds and within existing DOE/NRC roles and regulations.

Risk and Metrics

Preliminary risks and mitigations focus on planning uncertainties. Risks include environmental or land uncertainties, mitigated by modular, site-agnostic proxies; model misinterpretation, where planning scenarios are misconstrued as implementation roadmaps, mitigated by repeated disclaimers; governance complexities, mitigated by alignment with DOE standards; economic variability, mitigated by incremental, reversible budgeting models; safeguards misalignment, where modeled flows could be misinterpreted as advocating physical accumulation of direct-use forms, mitigated by explicit processing-only assumptions and processed-bounded outputs;

regulatory interface ambiguity, involving unclear mapping from DOE-only R&D scenarios to NRC-licensed commercial deployment, mitigated by aligning planning scenarios with NRC's published licensing positions; demand uncertainty, where fuel cycle deployment and integrated demand may deviate from current projections, reducing the value of higher-throughput P3 scenarios, mitigated by periodic scenario updates and preserving P1 or P2 paths; and transport and storage uncertainty, where evolving transportation package certification and storage requirements for processed materials may constrain feasible flows, mitigated by aligning scenarios with NRC's current transportation and fuel cycle guidance. Qualitative indicators for planning consistency include alignment with public DOE sources, clear mapping to nonproliferation goals, conceptual value in cost and sustainability gains, safeguards traceability where all proxy material flows remain within DOE-authorized treatment and processed-bounded configurations, licensing readiness insight measuring the degree to which scenarios clarify what would later fall under NRC licensing versus DOE authority, and decision value measuring the degree to which scenarios clarify tradeoffs between DOE-only R&D-scale integrated options and any potential future commercial roles under NRC licensing.

Compliance Mapping

Conceptual alignment with federal standards (e.g., NRC licensing for processed fuel production, DOE nonproliferation protocols) as assumptions, not certifications. This is a conceptual traceability map only, not a licensing or National Environmental Policy Act (NEPA) document. Mapping includes DOE authority to process used fuel under DOE missions, NRC licensing for any non-DOE commercial production, transport, storage, or use of processed materials, and alignment with the Energy Act of 2020 and related NRC rulemakings for fuel cycle activities where appropriate. Scenarios are framed to be consistent with NRC's public statements that the existing regulatory framework can be used to review applications, recognizing that concept-specific features could prompt targeted refinements. Safety is addressed via containment; sustainability through recycling; cost-efficiency by modularity.

Expected Strategic Objectives

Planning targets include outlining reversible integrated designs for fuel cycle R&D, exploring implications for sovereign fuel cycle resilience, and identifying conditions where scaling beyond R&D yields diminishing value.

Investment Discipline

Incremental approach: Start with minimal node proxies, expand modularly, avoiding irreversible commitments.

Initial Use Cases

A DOE or lab sponsor would use this guide to map existing used fuel inventories and R&D capabilities to planning nodes, explore reversible integrated scenarios under varying demand and regulatory assumptions, and derive questions for subsequent, formal NEPA or licensing work, without committing to any physical build-out. Initial use cases include quantifying conceptual integrated availability bands for generic fuel cycle archetypes, such as exploring proxy flows for recovery or TSD designs, non-vendor-specific and bounded by public DOE projections for integrated demand; and stress-testing conceptual transportation and interim-storage assumptions for processed materials by mapping proxy flows to public NRC guidance on transport packages and storage requirements, without proposing any specific package or facility designs.