DOCUMENT RESUME

04553 - [B0104990]

Problems with Publications Related to the Clinch River Breeder Reactor Project. EMD-77-74; B-130961. January 6, 1978. 5 pp. + 7 appendices (20 pp.).

Report to Rep. Richard L. Ottinger; by Elmer B. Staats, Comptroller General.

Issue Area: Energy: Making Nuclear Fission a Substantial Energy Source (1608).
Contact: Energy and Minerals Div.
Budget Function: Natural Resources, Environment, and Energy: Energy (305).
Organization Concerned: Energy Research and Development Administration; Nuclear Regulatory Commission; Department of Energy; Breeder Reactor Corp.
Congressional Relevance: Rep. Richard L. Ottinger.
Authority: Department of Energy Organization Act (P.L. 95-91). 5 U.S.C. 3107. 13 U.S.C. 1913.

Twenty-seven publications related to the Clinch River Breeder Reactor project were reviewed to determine if they were promotional in nature. These publications were issued by a variety of organizations, including the Energy Research and Development Administration and the Nuclear Regulatory Commission, both now part of the Department of Energy (DOE), and the Breeder Reactor Corporation (BRC) which represents the utility industry in the joint Government/industry project. Findings/Conclusions: With the exception of 13 publications issued by BRC, all of the publications are technical and programmatic documents and are not propaganda. However, all 13 BRC publications are promotional in nature. At least 4 pamphlets are so oversimplified and distorted that they are clearly propaganda and are questionable for dissemination to the public. The 4 pamphlets fail to discuss complex and controversial issues and present only the advantages and none of the disadvantages of the breeder reactor and nuclear power. Even though public funds were not used for these publications, the DOE should exercise some responsibility for the public's receiving balanced and objective information on these controversial issues. Recommendations: The Secretary of Energy should: develop standards for fairness and objectivity governing the dissemination of information to the public by industry participants on joint DOE/industry projects; work with BRC to develop procedures whereby DOE can review all future BRC public information efforts to assure that they are reasonably fair and objective; and to the extent possible, review all existing BRC informational material and request BRC to stop circulation of material which is not fair and objective or put a disclaimer on it to show that the material is not approved by the Government (RRS)

REPORT OF THE COMPTROLLER GENERAL OF THE UNITED STATES

Problems With Publications Related To The Clinch River Breeder Reactor Project

GAO reviewed 27 publications related to the Clinch River Breeder Reactor--a cooperative Government/industry demonstration project. Four pamphlets issued by the Breeder Reactor Corporation are oversimplified, distorted, and constitute propaganda. As such, they are questionable for distribution to the public.

The Breeder Reactor Corporation paid for the pamphlets with utility industry contributions. No Federal funds were used. Even so, the Department of Energy should do all it can to see to it that the public and the Congress receive balanced and objective information on the merits and problems of a research, development, and demonstration project in which it is participating--the Clinch River Breeder Reactor or any other.

GAO recommends steps the Department should take so that public information on its joint projects with industry is reasonably fair and objective.

EMD-77-74

JANUARY 6, 1978

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-130961

The Honorable Richard L. Ottinger
House of Representatives

Dear Mr. Ottinger:

You asked us to review 27 publications related to the Clinch River Breeder Reactor (CRBR) project. These publications were issued by a variety of organizations including the Energy Research and Development Administration (ERDA), the Nuclear Regulatory Commission, and the Breeder Reactor Corporation (BRC). (See Appendix II.) You wanted our views on whether they are propaganda.

At the time of our review, the CRBR project was administered by ERDA. On August 4, 1977, Congress enacted the Department of Energy Organization Act (Public Law 95-91) to consolidate all energy programs and functions of ERDA and other Federal energy agencies into a single Department of Energy (DOE). ERDA's programs and functions were transferred to the new Department effective October 1, 1977.

The term propaganda has several definitions. For our purposes we used Webster's definition of propaganda--"any systematic, widespread dissemination or promotion of particular ideas, doctrines, practices, etc. to further one's own cause or to damage an opposing one." In evaluating the publications we paid particularly close attention to their fairness and objectivity in discussing the issues they attempted to address.

With the exception of 13 publications issued by BRC --which represents the utility industry in the joint Government/industry project--all the publications are technical and programmatic documents and are not propaganda. However, all 13 BRC publications are promotional in nature. We believe at least four pamphlets are so oversimplified and distorted that they clearly constitute propaganda and, as such, are questionable for dissemination to the public. (See Appendixes III through VI.)

The four pamphlets mislead the reader by failing to discuss the complex and controversial issues they attempt to address in sufficient depth to provide a reasonably fair and

objective statement of the facts. They are one-sided in that they present only the advantages but none of the disadvantages of the breeder reactor and nuclear power in general. They also fail to discuss the critical problems affecting breeder reactor development and commercialization.

DOE has no contractual authority to stop their issuance because, as allowed under the CRBR contracts, BRC paid for them out of utility contributions and no Federal funds were involved. As of September 1977 the utilities had pledged and were legally responsible for contributing $257 million to the project--$7 million more than they originally agreed to contribute.

Even though public funds were not used for these pamphlets, we believe, DOE should exercise some responsibility for seeing to it that the public and its elected representatives receive balanced and objective information on the merits and problems of any research, development, and demonstration (RD&D) project in which it is participating, including CRBR. Balanced and objective information is essential for the public and the Congress to make informed judgments on both the advantages and disadvantages of important and controversial projects such as CRBR. The public correctly views a joint DOE/industry RD&D project such as CRBR as a Government-sponsored project. The mere fact that public funds are not used to disseminate information on such a project does not alter the fact that the public will tend to identify this information with the Government and is likely to view it as bearing the Government's seal of approval.

Thus, we are recommending that the Secretary of Energy take the following steps to help ensure that information disseminated on all joint DOE/industry RD&D projects is reasonably fair and objective:

--Develop standards for fairness and objectivity governing the dissemination of information to the public by industry participants on joint DOE /industry RD&D projects and include these standards in all future contracts with industry. These standards should provide for a reasonable presentation of information which shows both the advantages and disadvantages of the project. The contracts should also provide for DOE review of all project-related promotional literature and should require that such publications which do not meet the standards contain a prominently displayed disclaimer statement to make it clear that the publications are not Government approved.

--Work with BRC to develop procedures whereby DOE can review all future BRC public information efforts to ensure that they are reasonably fair and objective. The Department should seek to amend the existing CRBR contracts to include such a review provision and to require that all publications on the CRBR project which do not meet its standards for fairness and objectivity contain a prominently displayed disclaimer statement.

--To the extent possible, review all existing BRC informational material and request BRC to either stop circulation of all material which is not fair and objective or put a prominently displayed disclaimer statement on it showing that the material is not Government approved.

Appendix I discusses our findings and conclusions on the BRC publications in more detail.

AGENCY COMMENTS

Commenting on this report (see Appendix VII) the Department of Energy did not disagree with the basic idea that contracts for jointly funded DOE/industry RD&D projects should provide for DOE review of all project-generated informational literature. The agency, however, believed our report suggested that such a review should also apply to privately funded generic material which is not project-generated and said that such an approach would be oversimplistic. The Department also said that our report inaccurately referred to the pamphlets in question as "project-related," since nowhere in them did BRC mention or refer to the CRBR and no Federal funds were used to produce or distribute them.

We did not state, or mean to imply, that DOE should review privately funded informational material published by a project participant when the material is not project-related. Rather, we clearly said that contracts for joint DOE/industry RD&D projects should provide for DOE review of "all project-related promotional literature" published by project participants.

As we pointed out in our report, BRC was created to represent the interests of the utilities in the CRBR project. It has no existence independent of the project. Had BRC wanted to use utility funds to publish pamphlets on topics such as abortion, welfare abuse, or farm subsidies, then clearly they would not be project-related. But, we fail to see how pamphlets on breeder reactor issues are not project-related when BRC's only project is the CRBR. Furthermore, under the CRBR

contractual arrangements, BRC can only use the utility contributions to meet its "* * * reasonable costs and expenses relating to the project." Thus, under the project arrangements, BRC cannot use utility contributions to issue any information that is not project-related. If DOE feels strongly that these pamphlets are not project-related under the terms of the project contractual arrangements, it should question the use of utility contributions to pay for them.

DOE also expressed serious doubts as to its legal or contractual authority "* * * to impose governmental review/approval 'standards upon privately funded commercial informational activities." DOE said that to attempt to do so would have serious public policy as well as potential legal implications, and would not only be impractical to implement but would also be of questionable value. DOE cited several statutes as evidence that the Congress has already been specific in dealing with this type of problem.

DOE's reference to "privately funded commercial informational activities" is based either on a misreading of our recommendations, or on a hypothetical extreme that DOE has created which is beyond the intended scope of the recommendations. Clearly, our recommendations apply only to "project-related promotional literature" published by project participants.

Furthermore, the statutes DOE cites are irrelevant to the issue at hand. Specifically, 5 U.S.C. § 3107 merely provides that "appropriated funds may not be used for a publicity expert unless specifically appropriated for that purpose;" paragraph 13 of the Printing and Binding Regulations prohibits the inclusion of commercial advertisements in Government publications or printed matter; and, 13 U.S.C. § 1913 prohibits the use of appropriated funds to lobby Congress.

Our report does not suggest that BRC violated any law. It quite specifically points out that appropriated funds were not used for the pamphlets. Also, the recommendations clearly recognize that the only way DOE could exert any influence over pamphlets like these would be to negotiate the inclusion of appropriate provisions into the BRC contract. The report does not suggest that DOE can force BRC to publish only balanced information or prevent it from publishing propaganda. In the final analysis, it merely says that if BRC is unwilling to conform its project-related literature to standards of reasonable objectivity, then DOE should request BRC to include a disclaimer statement on the publications showing that they are not Government approved.

The effect of our recommendations would be to alert the public to the fact that one-sided project-related promotional material published by private participants in a joint DOE /industry RD&D project does not have the Government's seal of approval. DOE should use common sense in developing practical standards to be implemented under our recommendations. The standards should provide for a reasonable presentation of information on the pros and cons of a project and should be restricted to project-related material published by project participants.

Although DOE generally disagreed with the recommendations in our report, it stated that it would work to persuade BRC to be more complete and circumspect in its publications.

We also gave BRC an opportunity to comment on our report. However, without giving specific reasons a corporation spokesman said that BRC would not do so.

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As you know, section 236 of the Legislative Reorganization Act of 1970 requires the head of a Federal agency to submit a written statement on actions taken on our recommendations to the House Committee on Government Operations and Senate Committee on Governmental Affairs not later than 60 days after the date of the report, and to the House and Senate Committees on Appropriations with the agency's first request for appropriations made more than 60 days after the date of the report.

As arranged with your office, we are sending copies of this report to DOE so that the requirements of section 236 can be set in motion. Copies will also be available to BRC and other interested parties who request them.

Sincerely yours,

Comptroller General
of the United States

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REVIEW OF CERTAIN CLINCH RIVER BREEDER REACTOR PROJECT-RELATED PUBLICATIONS

BACKGROUND

The Clinch River Breeder Reactor (CRBR) project--the Nation's first large-scale Liquid Metal Fast Breeder Reactor (LMFBR)--is a cooperative Government-industry demonstration project scheduled for operation in 1984. Current estimates show the project will cost about $2.2 billion when completed. The utility industry originally agreed to contribute $250 million to the project. As of September 1977 however, the utilities had pledged and were legally responsible for contributing $257 million--$7 million more than they had agreed to contribute in the project contract.

The Breeder Reactor Corporation (BRC) was incorporated in March 1972 to represent the interests of over 700 utilities in the CRBR project. The Corporation's principal functions are to provide liaison with the utility industry, collect funds from the industry to help finance the project, and disseminate project information to the utilities and the general public.

CRBR project contracts allow BRC to pay for its administrative and informational activities out of utility contributions; the Department of Energy (DOE) has no contractual authority over how BRC spends these funds. As of July 1, 1977, BRC had spent about $809,000 for its administrative and informational activities over the 5-year period since its incorporation. About $713,000 of this total was for its information program, almost half of which was spent during the 6-month period January to June 1977.

Within BRC, an Industry Information Committee and a Public Information Committee control and approve the Corporation's informational activities. These committees are made up solely of utility representatives.

PROPAGANDA

All 13 BRC publications are promotional in nature. We believe at least four pamphlets are so oversimplified and distorted that they clearly constitute propaganda and, as such, are questionable for dissemination to the public. These four pamphlets are entitled "Is Plutonium Dangerous?", "Is Radioactive Waste A Problem?", "Are Breeders Safe And Good For The Environment?", and "How Does A Breeder Work?".

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These pamphlets attempt to address such complex and controversial breeder reactor issues as economics, safety, and waste management in an oversimplified manner. They mislead the reader by failing to discuss the complex and controversial issues they attempt to address in sufficient depth to provide a reasonably fair and objective statement of the facts. They are one-sided in that they present only the advantages but none of the disadvantages of the breeder reactor and nuclear power in general. They also fail to discuss the critical problems affecting breeder reactor development and commercialization. We believe these pamphlets clearly fall within Webster's definition of propaganda--"any systematic, widespread dissemination or promotion of particular ideas, doctrines, practices, etc. to further one's own cause or to damage an opposing one." Following are some examples of issues addressed by the pamphlets and some additional reasons why we believe they are propaganda.

Is Plutonium Dangerous?

This pamphlet (Appendix III) correctly points out that many things people accept as normal in their daily lives, such as chlorine and gasoline, are dangerous. However, it goes on to say that plutonium is "* * * simply not a realistic threat when compared with other hazardous materials."

To say plutonium is not a realistic threat grossly understates its dangers. Although people are subjected daily to many dangerous substances, either because they believe the risks outweigh the benefits or because they are unaware of the dangers, it is ludicrous to imply that plutonium is simply not a realistic threat because other substances may be more immediate hazards.

The pamphlet does not inform the reader that plutonium is an extremely toxic substance, with the potential of causing cancer if inhaled or exposed to an open wound. In addition to its toxicity, plutonium can be used to make nuclear bombs. The problems in safeguarding plutonium were the major reason the President decided in April 1977 to defer commercialization of the LMFBR and reprocessing technology needed to obtain plutonium to fuel the breeder.

Is Radioactive Waste A Problem?

The pamphlet's answer to this question is that "Radioactive waste is small in volume, easily controlled, and tightly regulated." (See Appendix IV.) It also states that "The advantages of nuclear power so outweigh any difficulties

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associated with radioactive wastes as to make the issue minor by comparison."

The pamphlet fails to address the fact that some radioactive wastes must be isolated from man and other living species for centuries and millenia--time scales beyond the lifetimes of existing and previous civilizations. Contrary to what the pamphlet would lead the reader to believe, the issue of long-term waste disposal is not minor by any comparison. Rather, it involves important value judgments about contemporary society's responsibility to future generations and about the extent of risks posed by these wastes. Nuclear critics, the public, business leaders, and Government officials concur that a solution to the problem of nuclear waste disposal is critical to the continued growth of nuclear power.

The pamphlet also states "* * * we are finalizing our techniques for long-term storage of these wastes." Actually, many long-term storage problems have not been resolved. Techniques cannot be finalized until long-term storage technology is demonstrated. DOE does not even expect to start such demonstrations until sometime in 1985.

Are Breeders Safe and Good For the Environment? and How Does A Breeder Work?

The first pamphlet (Appendix V) states that "Clearly the breeder is safer and better for our environment than any other source of electricity," while the second (Appendix VI) states that "Nuclear power is better than other sources of electricity because it's cleaner, safer, and more economical."

These statements certainly have not been proven. We have reported on several occasions that this Nation is years away from demonstrating that commercial-size LMFBR plants can be operated reliably, economically, and safely. We are not alone in this assessment. The President believes that the unresolved questions concerning LMFBR operation justify deferring LMFBR commercialization and terminating the CRBR project.

Although we agree that there are a number of unresolved questions about LMFBR economics and safety, we have also taken the position on a number of occasions that the LMFBR program should be continued as a research and development effort designed to help resolve these questions and that the CRBR project should be continued as a part of that effort.

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Although we disagree with the President's decision to drastically reduce funding for the LMFBR program and, in particular, his decision to cancel construction of the CRBR, we believe any decision on how to proceed should be based on fair and objective information on the merits and problems of LMFBR development.

CONCLUSIONS

The 13 BRC publications we reviewed are promotional in nature. We believe at least four pamphlets are so oversimplified and distorted that they clearly constitute propaganda and, as such, are questionable for dissemination to the public.

The four pamphlets mislead the reader by failing to discuss the complex and controversial issues they attempt to address in sufficient depth to provide a reasonably fair and objective statement of the facts. They are one-sided in that they present only the advantages but none of the disadvantages of the breeder reactor and nuclear power in general. They also fail to discuss the critical problems affecting breeder reactor development and commercialization.

Even though public funds were not used for these pamphlets, we believe DOE should exercise some responsibility for seeing to it that the public and its elected representatives receive balanced and objective information on the merits and problems of any research, development, and demonstration (RD&D) project in which it is participating, including CRBR. Balanced and objective information is essential for the public and the Congress to make informed judgments on both the advantages and disadvantages of important and controversial projects such as CRBR. The public correctly views a joint DOE/industry RD&D project such as CRBR as a Government-sponsored project. The mere fact that public funds are not used to disseminate information on such a project does not alter the fact that the public will tend to identify this information with the Government and is likely to view it as bearing the Government's seal of approval.

DOE is entering into joint RD&D projects with industry with increasing frequency. For example, the Department is and will be constructing and operating fossil fuel demonstration plants on a cost sharing basis with industry. As the number of these joint projects increase, the possibility of industry releasing propaganda to the public will also increase unless DOE takes positive steps.

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Given the critical nature of this Nation's energy problems, it is essential that decisions are made rationally using balanced and objective information. Thus, DOE should take steps to help ensure that public information issued by industry participants on joint DOE/industry RD&D projects, such as the CRBR, is reasonably fair and objective and should work with BRC to develop procedures whereby DOE can review future BRC public informational activities to better ensure that the public receives reasonably fair and objective information on the CRBR project. Also, it should take whatever steps possible to see to it that circulation of all existing BRC information which is not reasonably fair and objective is either stopped or that such information contains prominently displayed disclaimer statements showing that the information is not Government approved.

RECOMMENDATIONS

We recommend that the Secretary of Energy:

--Develop standards for fairness and objectivity governing the dissemination of information to the public by industry participants on joint DOE/industry RD&D projects and include these standards in all future contracts with industry. These standards should provide for a reasonable presentation of information which shows both the advantages and disadvantages of the project. The contracts should also provide for DOE review of all project-related promotional literature and should require that such publications which do not meet the standards contain a prominently displayed disclaimer statement to make it clear that the publications are not Government approved.

--Work with BRC to develop procedures whereby DOE can review all future BRC public information efforts to ensure that they are reasonably fair and objective. The Department should seek to amend the existing CRBR contracts to include such a review provision and to require that all publications on the CRBR project which do not meet its standards for fairness and objectivity contain a prominently displayed disclaimer statement.

--To the extent possible, review all existing BRC informational material and request BRC to either

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stop circulation of all material which is not fair and objective or put a prominently displayed disclaimer statement on it showing that the material is not Government approved.

APPENDIX II

LIST OF PUBLICATIONS REVIEWED BY GAO

Breeder Reactor Corporation, Are Breeders Safe and Good for the Environment?, no date.

Breeder Reactor Corporation, Breeder Briefs, June 1977.

Breeder Reactor Corporation, Breeder Reactor Economics, June 1, 1975.

Breeder Reactor Corporation, Capsule Summary: Why We Need the Breeder, March 1977.

Breeder Reactor Corporation, The Clinch River Breeder Reactor Plant and its Impact on the Environment: Some Questions and Answers, January 1977.

Breeder Reactor Corporation, Does My Job Depend on the Breeder?, no date.

Breeder Reactor Corporation, Does Nuclear Power Mean Proliferation?, no date.

Breeder Reactor Corporation, Do We Know Enough About Breeders?, no date.

Breeder Reactor Corporation, Do We Really Need the Breeder?, no date.

Breeder Reactor Corporation, How Does A Breeder Work?, no date.

Breeder Reactor Corporation, Is Plutonium Dangerous?, no date.

Breeder Reactor Corporation, Is Radioactive Waste A Problem?, no date.

Breeder Reactor Corporation, Questions and Answers About the Liquid Metal Fast Breeder Reactor, May 1976.

CRBR Project Office, CRBRP Briefing, briefing charts, April 14, 1977.

CRBR Project Office, Clinch River Breeder Reactor Plant Project, briefing charts, no date.

CRBR Project Office, The Clinch River Breeder Reactor Plant Project: Chief Executive Briefing, Proceedings of the Breeder Reactor Corporation May 1977 Information Session, no date.

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CRBR Project Office, Clinch River Breeder Reactor Plant Project Executive Summary, March 1977.

CRBR Project Office, Clinch River Breeder Reactor Plant Technical Review Summer 1976, no date.

CRBR Project Office, Clinch River Breeder Reactor Plant Technical Review Summer 1977, July 11, 1977.

CRBR Project Office, 1976 CRBRP Technical Progress Report, no date.

CRBR Project Office, Facts and Figures: the Clinch River Breeder Reactor Plant Project, March 1977.

CRBR Project Office, Program Summary: Clinch River Breeder Reactor Plant Project, January 1977.

Project Management Corporation, Clinch River Breeder Reactor Plant Project: A Step Toward Energy Independence, Annual report to the Breeder Reactor Corporation Project Review Committee April 1976 - March 1977, April 1977.

Project Management Corporation, Design Data for the Clinch River Breeder Reactor Plant, no date.

U.S. Energy Research and Development Administration, Oak Ridge Operations, no date.

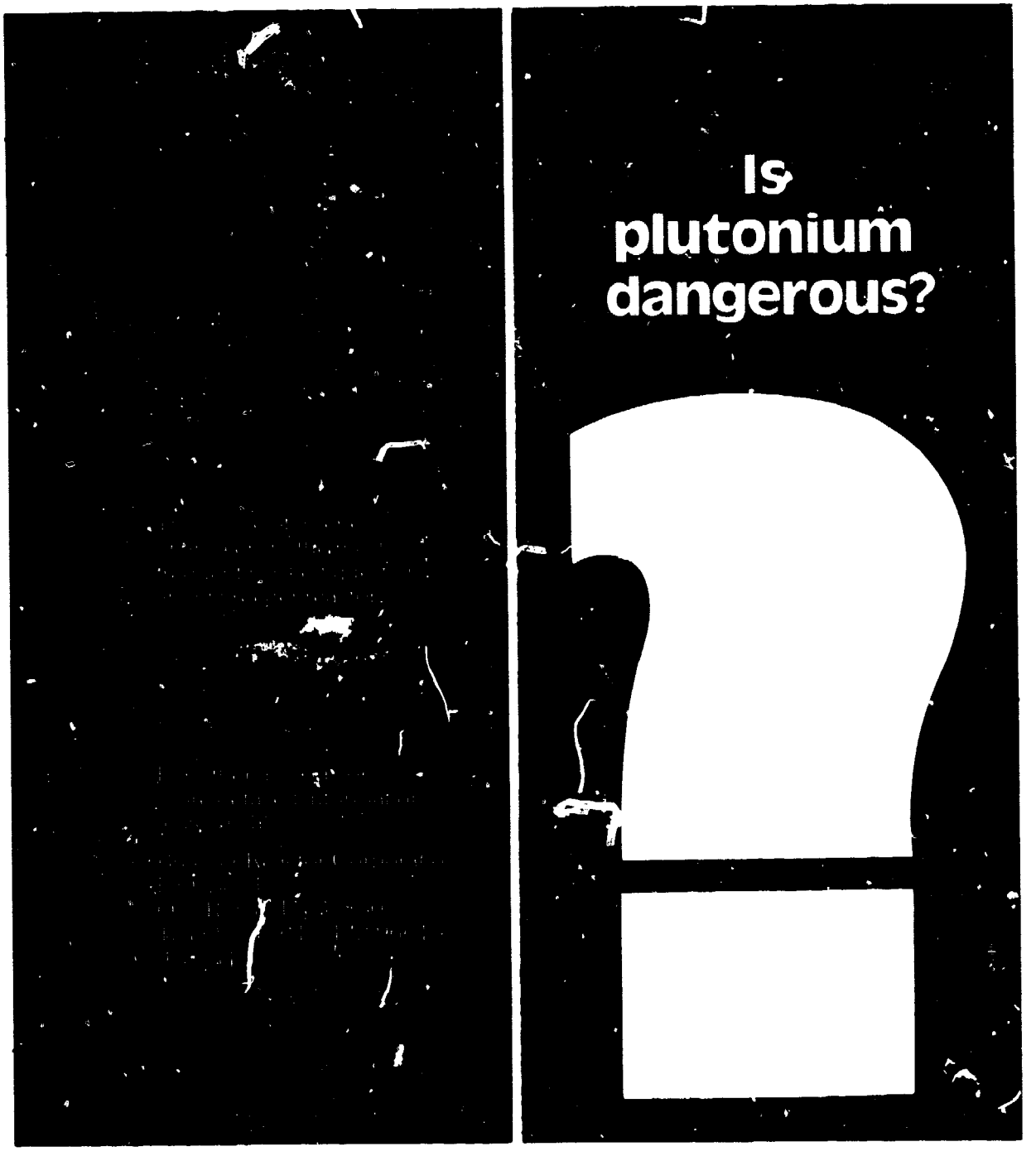
U.S. Energy Research and Development Administration, Report of the Task Forces to the LMFBR Review Steering Committee, April 6, 1977.

U.S. Nuclear Regulatory Commission, Final Environmental Statement Related to Construction and Operation of Clinch River Breeder Reactor Plant, February 1977.

BREEDER REACTOR CORPORATION

PAMPHLETS

APPENDIX III



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FRONT

APPENDIX III

We have handled plutonium safely for decades. It's less dangerous than many things we live with.

Any danger – or safety – is relative. Fire, water, coal, wind, sun, oxygen, in fact most things are both safe and dangerous.

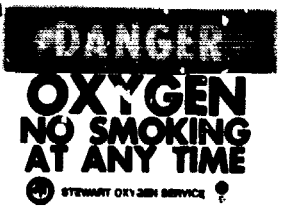
And plutonium is no exception. Power of any kind must be controlled and managed before it can be considered safe.

Understanding plutonium allows us to handle it safely. More safely than chlorine or gasoline, or many other things that we accept as normal in our lives.

The radiation that plutonium emits doesn't penetrate our skin and can be washed off easily. It's simply not a realistic threat when compared with other hazardous materials.

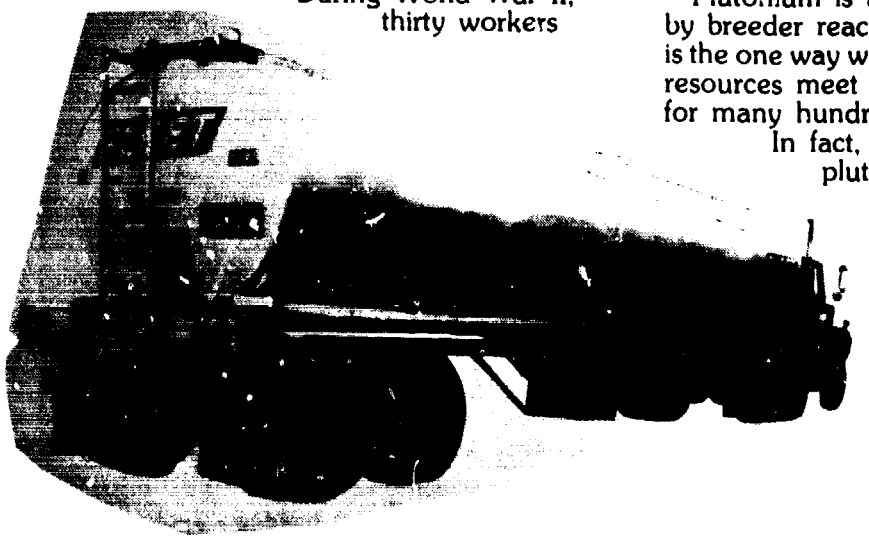
During World War II, thirty workers in a plutonium facility were exposed to levels of plutonium that were much, much higher than the public would ever receive from nuclear power plants. Since then, all have been medically monitored, continuously. Not a single one has developed adverse effects due to plutonium.

All of us carry plutonium in our bodies. Some five tons of plutonium have been dispersed in the earth's atmosphere by weapons testing, yet there has been no indication that this plutonium has caused any ill effects.



Plutonium is the fuel produced by breeder reactors, and the breeder is the one way we can make our uranium resources meet our electricity needs for many hundreds of years.

In fact, the breeder, using plutonium, will assure us of a virtually unlimited supply of safe, clean, economical electricity.



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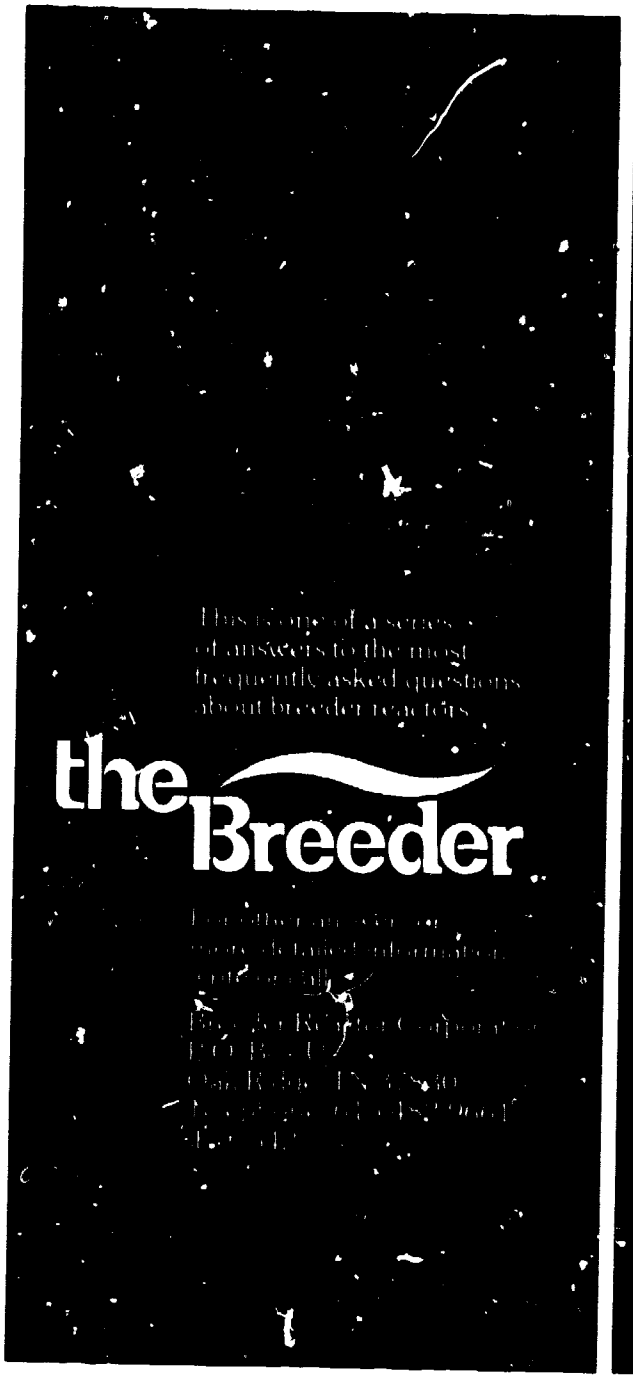

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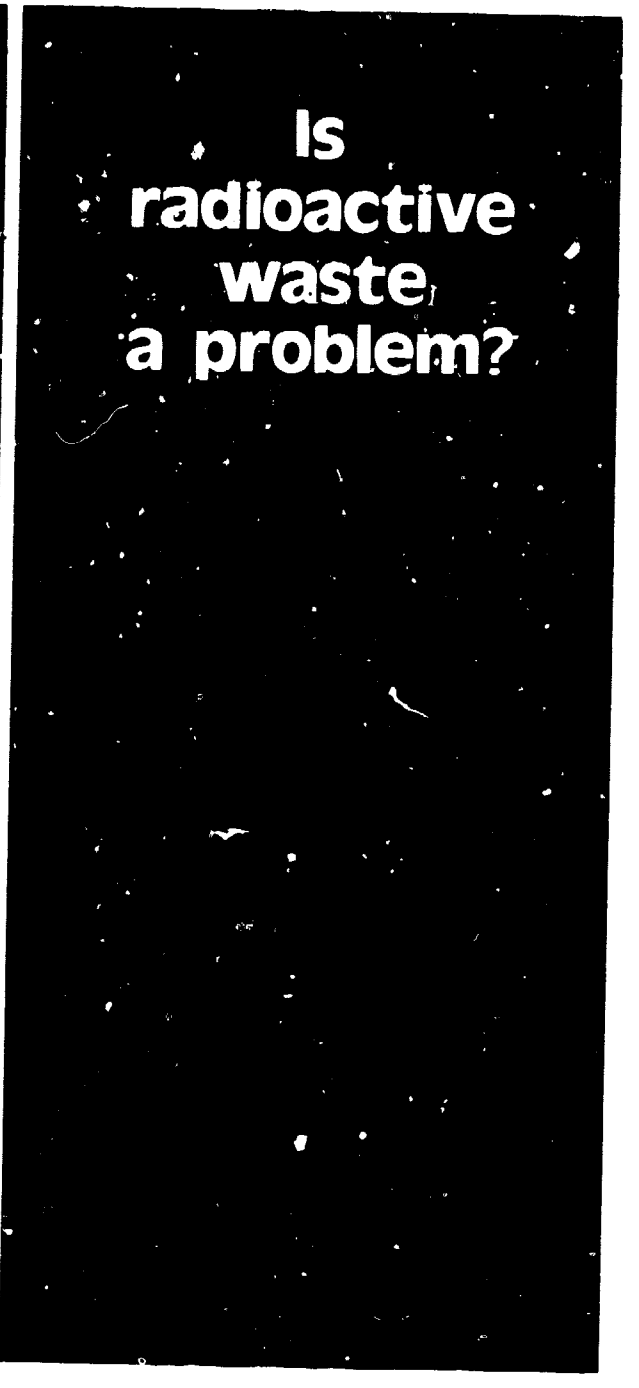

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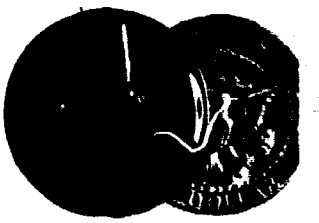
Radioactive waste is small in volume, easily controlled, and tightly regulated.

Nuclear power plants generate small quantities of waste. We have effectively dealt with these wastes and the large quantities of wastes from weapons programs for over 30 years. We have developed techniques for effectively isolating these wastes from the environment.

The few leaks that have occurred resulted from actions taken many years ago. These leaks have been corrected without any adverse impact on the environment.

We are handling these wastes well now. And we are finalizing our techniques for long-term storage of these wastes.

No member of the public has ever been harmed by wastes generated through the use of nuclear power.

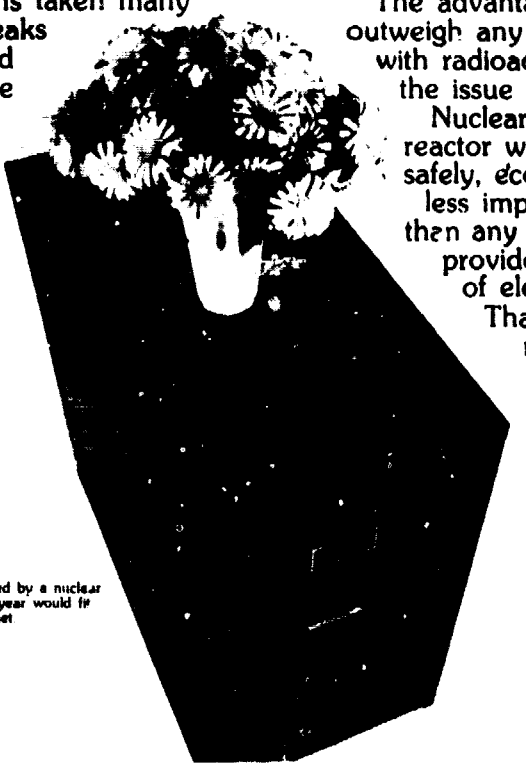


A nuclear plant produces only this much waste in a year generating electricity for a family of four.

The advantages of nuclear power so outweigh any difficulties associated with radioactive wastes as to make the issue minor by comparison.

Nuclear power with the breeder reactor will generate electricity safely, economically, and with less impact on the environment than any other means. It will provide an unlimited source of electricity.

That's what America needs now.



All high level waste created by a nuclear power plant in an entire year would fit in a two drawer file cabinet.

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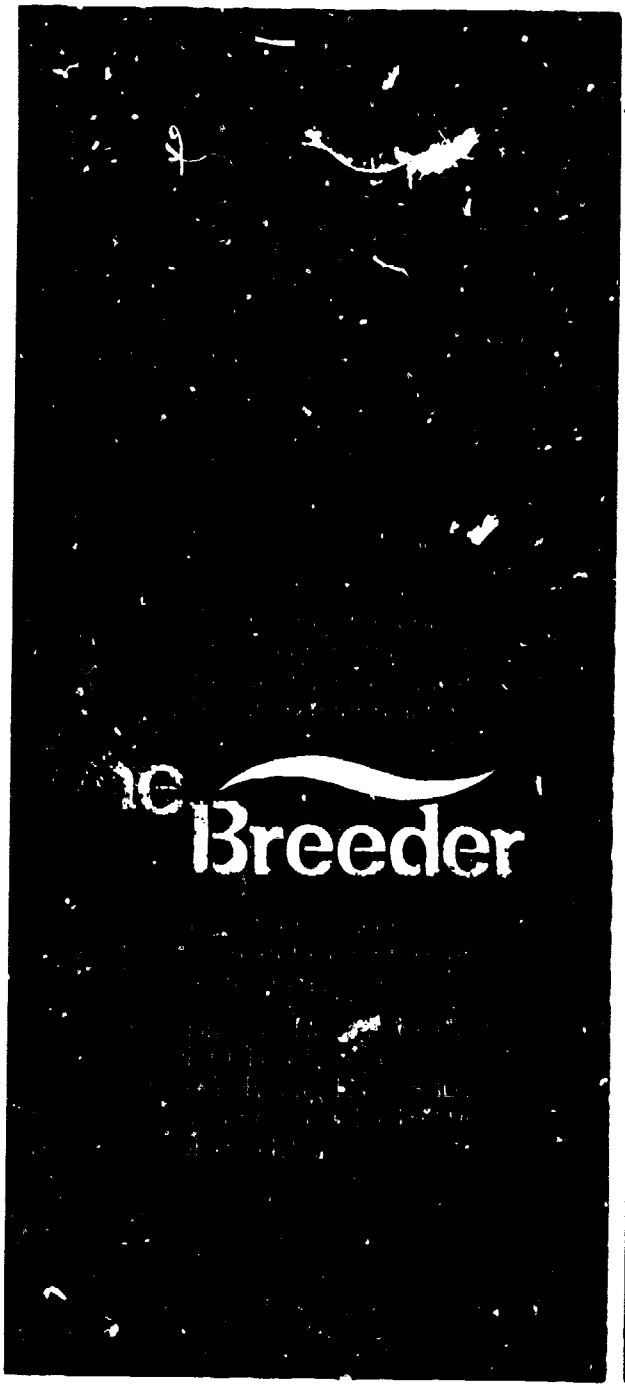

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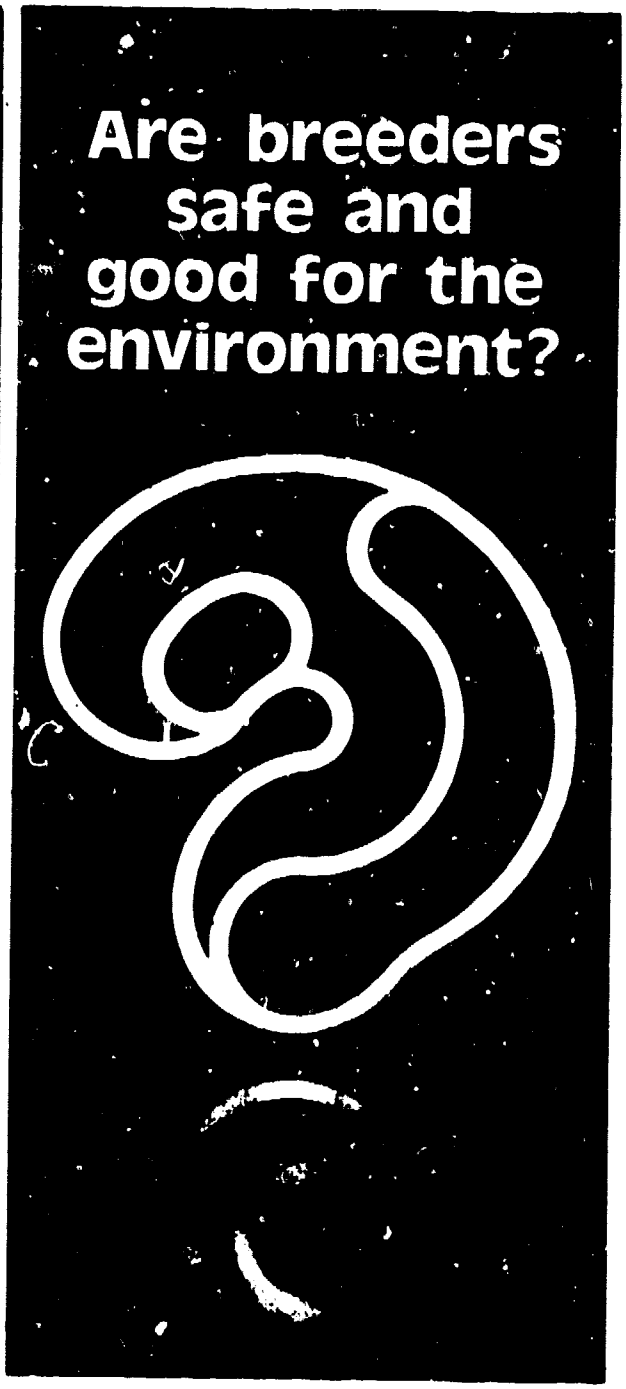

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Clearly the breeder is safer and better for our environment than any other source of electricity.

No member of the public has ever been harmed or injured by the commercial use of nuclear power. No other technology can claim this. Breeders will continue this excellent record of safety.

This record is the result of a deliberate effort to make the generation of electricity from nuclear energy as safe as possible. Even under the most severe accident conditions imagined, radioactivity cannot escape into the atmosphere.

And contrary to what many people believe, nuclear reactors cannot blow up.

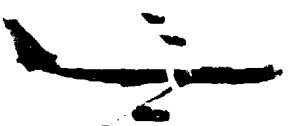
Compared to other means of generating electricity, the breeder is clean.

Clean to the air we breathe, the water we drink, and the land we live on.

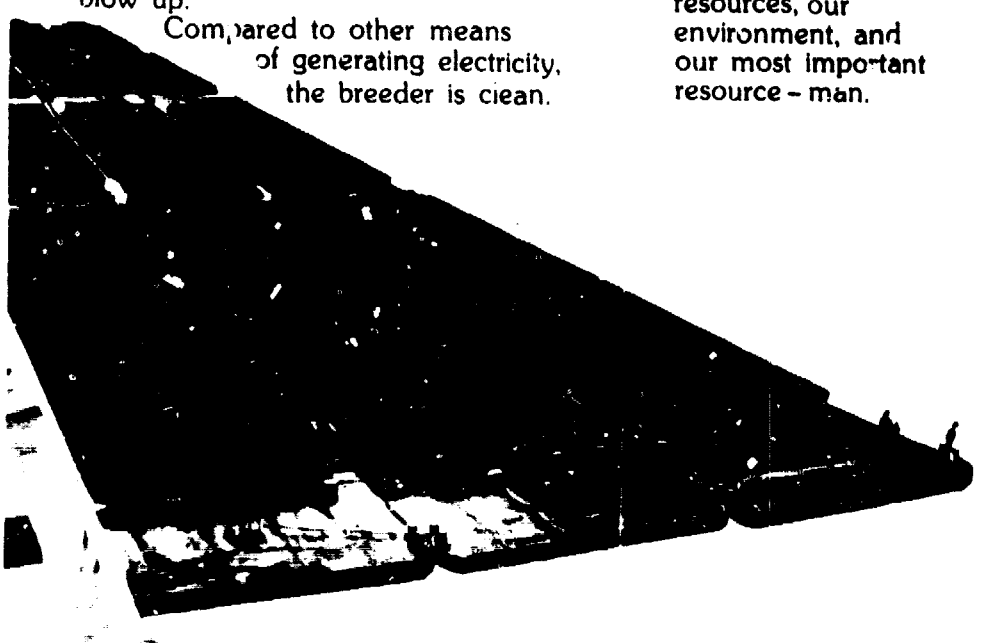
In addition, the breeder dramatically reduces the amount of land disturbed by mining and requires significantly less fuel transportation.

The breeder uses uranium which has no other known use than the generation of electricity. Thus conserving our irreplaceable fossil fuels for other uses – plastics, medicines, fertilizers, etc.

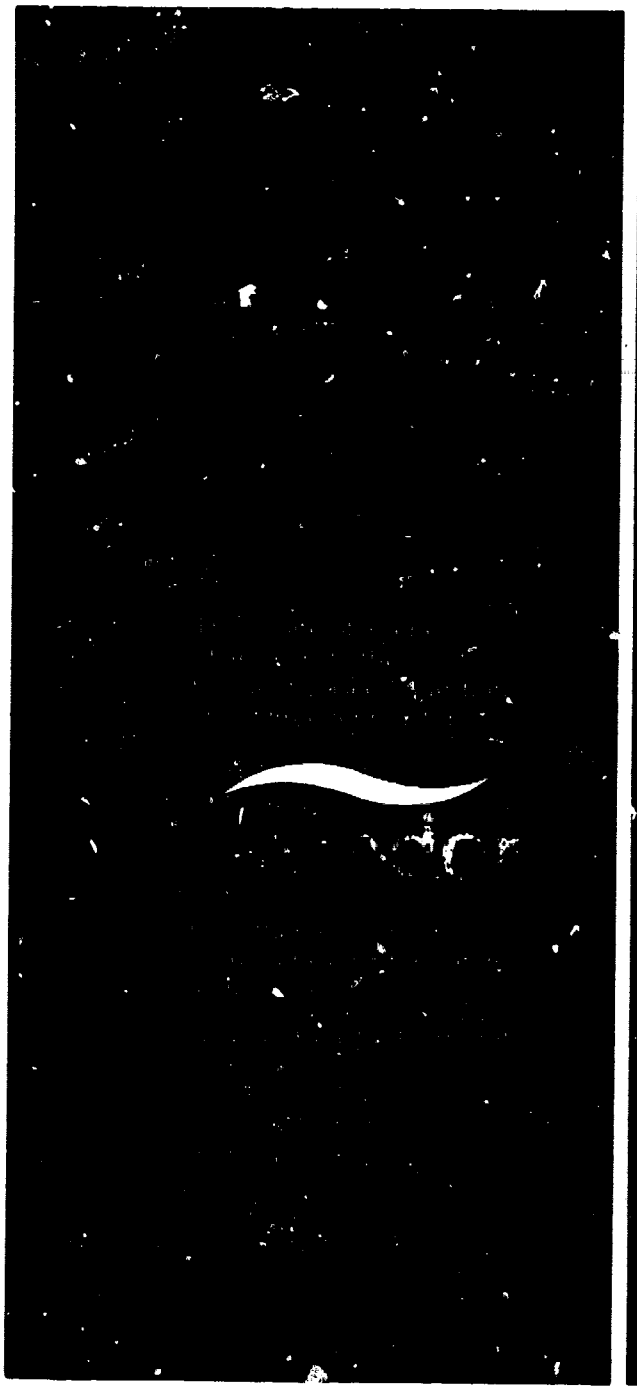
Breeders conserve valuable natural resources, our environment, and our most important resource – man.



You would receive more radiation from one cross-country flight than from living within a mile of a breeder for a year



APPENDIX IV



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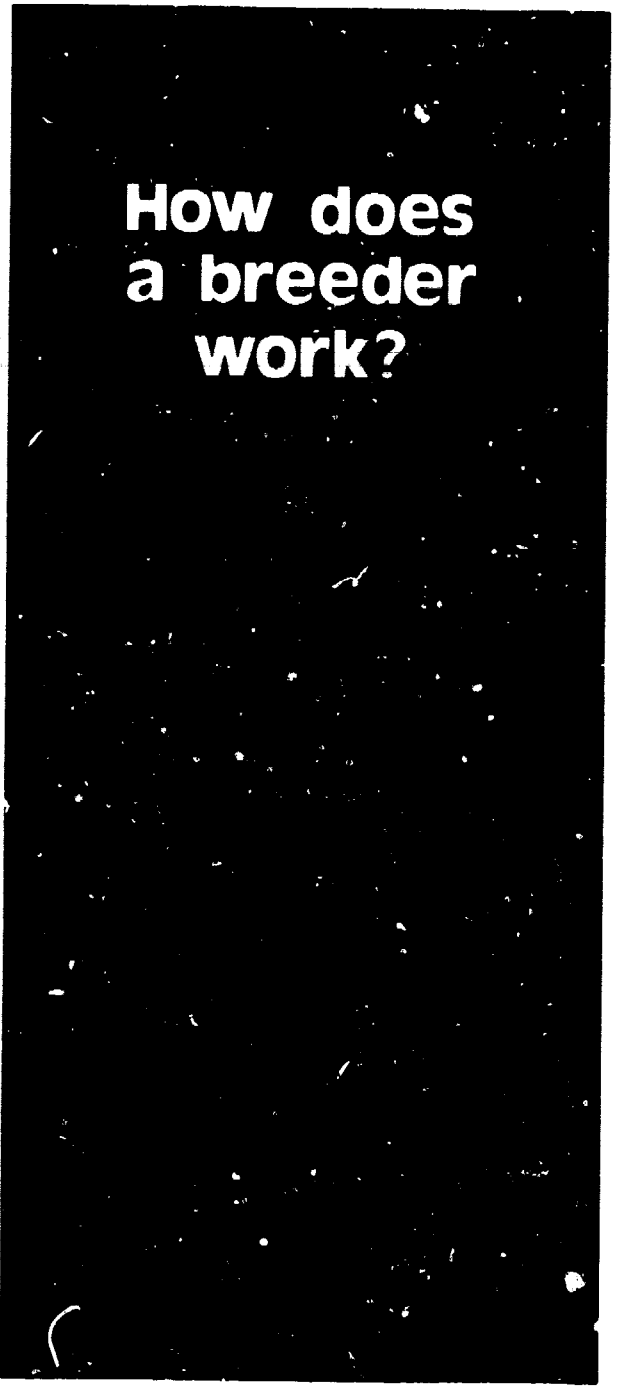


FRONT

APPENDIX VI

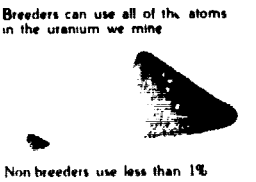
A breeder generates electricity while it creates its own fuel. And extra fuel.

The breeder works in much the same way as most other electrical generation plants. The major difference is the heat source. Some plants burn coal or oil. Non-breeders use uranium as a fuel. And breeders use plutonium. Fission, or splitting atoms, creates the heat in nuclear plants.

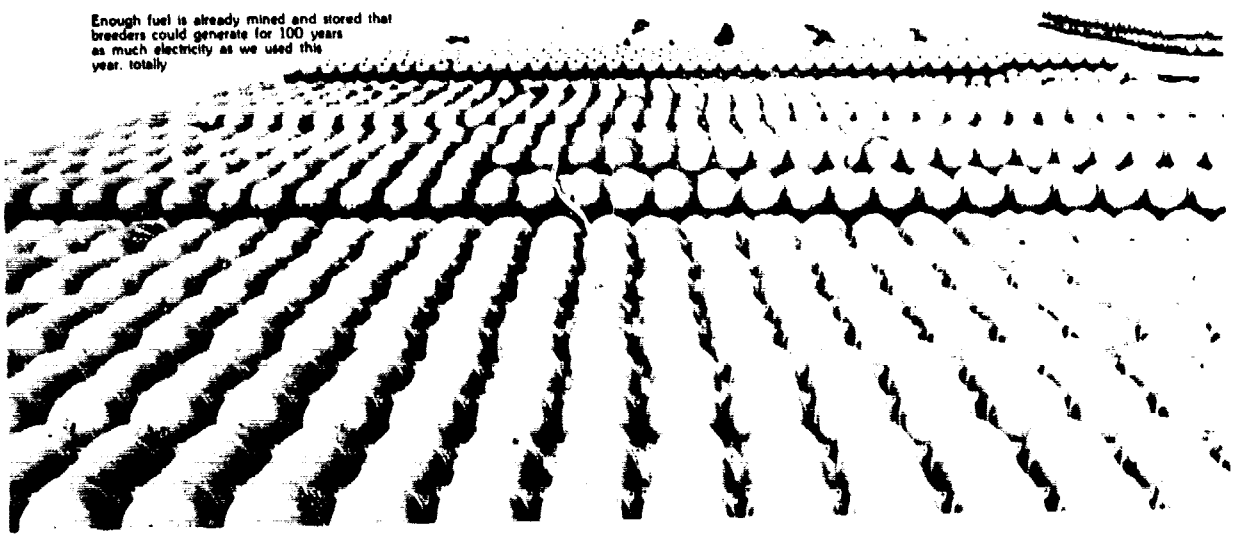
Nuclear power is better than other sources of electricity because it's cleaner, safer and more economical.

But the potential of our uranium resources depends on the breeder. Almost all of the uranium we mine is U-238. It isn't useable as a fuel in non-breeders. The breeder can use this otherwise useless uranium.

While a breeder is generating electricity, it changes U-238 into breeder fuel – plutonium 239. And it creates enough of it to refuel that same reactor. With fuel left over for other breeders and non-breeders.



The breeder will extend our supply of uranium for many hundreds of years. Giving us a virtually unlimited source of economical electricity. Totally independent of foreign countries.



APPENDIX VII

Department of Energy
Washington, D.C. 20545

Nov 25 1977

Mr. Monte Canfield, Jr., Director
Energy and Minerals Division
U.S. General Accounting Office
Washington, DC 20548

Dear Mr. Canfield:

We appreciate the opportunity to review and comment upon the GAO draft report entitled "Review of Certain Clinch River Breeder Reactor Project Related Publications."

In general, we do not disagree with the basic idea that contracts for jointly funded DOE/industry RD&D projects should provide for DOE review of all project-generated informational literature. However, to carryover such a review concept to privately funded, generic material which is not project-generated, as appears to be suggested by the report, is an over-simplistic approach with which we do not agree.

At the outset, we would point out that no federal funds were used in connection with the four pamphlets referred to in this report and they were not CRBR project-generated publications. They were prepared and disseminated by BRC on its own as part of its responsibility to its constituent utilities. Nowhere in any of them is the CRBR project mentioned or even referred to. Thus, the references in the proposed report to these pamphlets as "project related" are inaccurate.

With respect to GAO's observation that DOE should exercise some responsibility for seeing to it that the public and its elected representatives receive balanced and objective information on the merits and problems of any RD&D project in which it is participating, as you know, DOE does in fact have an extensive public information program and other means of disseminating full, complete, and objective factual information relating to its RD&D projects, including the CRBR. Many reports have been made to Congress, extensive hearings have been held, and many other detailed informational avenues have been and are being utilized on a continuous basis to assure public and congressional awareness of all the pros and cons of this program. Further, the Administration's (DOE's) position with respect to this project and the other subject matter referenced in these pamphlets has been widely publicized and both Congress and the public certainly are well aware of that position. Accordingly, the inference which seems to be suggested by the report, that these publications will

mislead the Congress or the public into believing that the DOE either approved or endorsed them, without some further action by DOE to affirmatively disavow them, is, in our opinion, not credible.

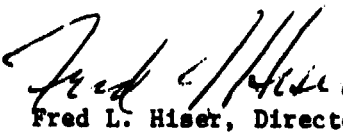
The extension of a literature review process to a contractor's privately funded activities, as seems to be proposed by GAO's recommendations that DOE develop procedures and amend the existing CRBR contracts to include standards and a review provision whereby DOE would review all existing and future BRC privately funded public information efforts to ensure that they are reasonably fair and objective, and work with BRC to either stop circulation of all material which is not fair and objective by our standards or put a disclaimer on it, raises serious public policy and legal questions which it does not appear the GAO has adequately considered. What GAO seems to be suggesting is that governmental standards should be developed and imposed on private industry's right to express its own views and spend its own money for public relations or commercial informational activities simply because industry may have entered into a generically related joint venture contractual relationship with the Government. This could have an undesirable (albeit unintended) ripple effect across the entire spectrum of government contracting. In our judgment, implementation of this suggestion is neither practical nor possible if carried to its logical extreme, and in view of the serious policy and legal questions noted above, deserves far more serious consideration than is given here. To date where Congress has considered this type of problem, it has been very precise in its treatment, e.g., prohibition of expenditure of federally appropriated funds for lobbying, 18USC 1913; Government Printing and Building Regulations issued by the Joint Congressional Committee on Printing, Title III, paragraph 13; general prohibition on hiring of publicity experts, 5USC 3107, among others.

In summary, we wish to advise that: (1) we generally have no difficulty with the basic idea of document review, insofar as it relates solely to jointly funded project-generated documents--in fact, mechanisms both contractual and otherwise are already in place and functioning to accomplish this; (2) we have serious doubts as to the authority, legal or contractual, to impose governmental review/approval "standards" upon privately funded commercial informational activities and to attempt to do so would have serious public policy as well as potential legal implications, would be impractical to implement and would be of questionable value. We will, however, continue our efforts to persuade BRC to be more complete and circumspect in its publications.

APPENDIX VII

We urge your serious consideration of these comments in the development of the finalized version of your report.

Sincerely,



Fred L. Hiser, Director
Division of GAO Liaison