

SECOND REGULAR SESSION			
C	NE HUNDRED AND T	TENTH LEGISLATURE	
Legislative Doci	ument	No. 17	757
	r Joint Rule 17 pursuant ature and P&SL of 1981, c	presentatives, January 7, 19 to P&SL of 1979, chapter 5 chapter 13 of the 110th Legi	9 of
		EDWIN H. PERT, C	lerk
	STATE OF N	MAINE	
	IN THE YEAR OF		
AN ACT to E	nsure Funding for th of any Nuclear P	ne Eventual Decommissic Power Plant.	oning
Be it enacted	by the People of the	State of Maine as follo	ws:
35 MRSA	c. 269, sub-c. III is (enacted to read:	
	SUBCHAPTE	ER III	
	DECOMMISSIC	ONING	
§3351. Findin	gs		
<u>The Legi</u>	<u>slature finds that ti</u>	imely proper decommi	
		lant is essential to p	
public health,	safety and the env	<u>rironment at the time</u> t and that the cost w	
	nuclear power plan		пе
fits of these		mers who receive the	ne /ill
	o ensure that custor	<u>mers who receive the</u> for these decommiss	ne /ill I ben
costs, the	o ensure that custor e facilities pay	mers who receive the for these decommiss that it is prudent fo	ne /ill ber ion i

1 to collect sufficient funds during the remaining plant 2 useful life of the plant to pay for these costs. The Legisĩ lature further finds that the best way to ensure that the 4 funds collected will be available when they are needed for 5 decommissioning is to require that the funds be placed in a 6 separate trust fund for each plant and invested by a trustee 7 until they are needed for decommissioning. The Legislature further finds that funds set aside for decommissioning pro-8 9 tect the people of the State, and thus serve an essential governmental function, that payment of taxes on these funds 10 11 would be an unreasonable and inappropriate burden on the 12 ratepayers and that the income earned by the fund should be tax exempt and payments made to the fund by the licensee 13 should be tax deductible. The Legislature further finds 14 15 that assurance is needed that funds will be available for the cost of decommissioning which would occur if a nuclear 16 17 power plant is prematurely closed.

18 §3352. Definitions

As used in this subchapter, unless the context indi cates otherwise, the following terms have the following
 meanings.

1. Closing. "Closing" means the time at which a
 nuclear power plant ceases to generate electricity and is
 retired from active service, as determined by the Public
 Utilities Commission.

2. Decommissioning. "Decommissioning" means the series of activities undertaken at the time of closing of a 26 27 nuclear power plant to ensure that the final disposition of 28 site or any radioactive components or material associ-29 the ated with the plant is accomplished safely, in compliance with all applicable state and federal laws. Decommissioning 30 31 32 includes activities undertaken to prepare a nuclear power plant for final disposition, to monitor and maintain it 33 34 after closing and to effect final disposition of any radioactive components of the nuclear power plant. 35

36 3. Decommissioning financing plan. "Decommissioning
 37 financing plan" means the plan approved by the commission
 38 under section 3353.

39 <u>4. Decommissioning fund committee. "Decommissioning fund committee" means a committee established to have over-all responsibility as described in section 3354 for a decommissioning trust fund.
</u>

5. Decommissioning trust fund or fund. "Decommission-ing trust fund" or "fund" means a trust fund set up as pre-scribed in sections 3353 and 3355 to hold moneys for the 1 2 3 eventual purpose of decommissioning. 4 5 6. Escrow account. "Escrow account" means an account established under Public Utilities Commission rules to hold 6 7 funds collected under an interim decommissioning financing plan promulgated under section 3353, subsection 5 temporar-ily until a decommissioning trust fund is established. 8 9 10 7. Licensee. "Licensee" means the holder of the operating permit from the United States Nuclear Regulatory Com-11 mission for a nuclear power plant. 12 13 8. Nuclear power plant or plant. "Nuclear power plant" or "plant" 14 means a nuclear fission thermal power 15 plant. 9. Owner. "Owner" means any electrical company which 16 owns any portion of a nuclear power plant, whether directly or indirectly, through ownership of stock in a company which 17 18 owns any portion of a nuclear power plant or through member-19 ship in a holding company which owns any portion of a 20 21 nuclear power plant or through other means. 10. Premature closing. "Premature closing" means the ng of a nuclear power plant before the projected date 22 23 closing of decommissioning, as projected financing plan under section 3353. 24 in the decommissioning 25 11. Prompt removal and dismantlement. "Prompt removal 26 27 and dismantlement" means to immediately remove radioactive 28 or radioactively contaminated material down to allowable 29 residual levels which permit release of the property for 30 unrestricted access. <u>12. Trustee. "Trustee" means a fiduciary as defined</u> in Title 18-A, section 1-201, which fiduciary shall adminis-31 32 a decommissioning trust fund, subject to sections 3354 33 ter and 3355, in accordance with Title 18-A, Article VII. 34 35 §3353. Decommissioning financing plans; physical decom-36 missioning plan 37 1. Submission of plans. Decommissioning financing 38 plans shall be submitted as follows.

1	A. Any licensee receiving a certificate of public con-
2	venience and necessity under section 13-A on or after
3	the effective date of this subchapter for a nuclear
4	power plant shall submit a decommissioning financing
5	plan for the plant to the commission not less than one
6	year prior to beginning commercial operation of the
7	plant.
8	B. Any licensee operating a nuclear power plant on the
9	effective date of this subchapter shall submit a pro-
10	posed decommissioning financing plan for the plant to
11	the Public Utilities Commission as soon as possible,
12	but no later than 60 days after the effective date of
13	this subchapter or such later date as the Public Utili-
14	ties Commission may consider appropriate.
15 16	2. Content of plan. A decommissioning financing plan submitted under subsection1 includes:
17 18	A. An estimate of the time of closing of the nuclear power plant;
19 20 21	B. An estimate of the cost of decommissioning the plant expressed in dollars current in the year the plan is prepared;
22 23	C. The share of the estimated cost attributed to each electrical company to which the plant supplies power;
24	D. Plans for periodic review and updating of the plan,
25	including the cost estimated under paragraph B, con-
26	sistent with subsection 6;
27	E. Plans for establishing as soon as possible a decom-
28	missioning trust fund adequate to pay the cost esti-
29	mated under paragraph B, consistent with subsection 4
30	and section 3355;
31	F. Plans for insuring against or otherwise financing
32	any shortfall in the fund resulting from a premature
33	closing of the nuclear power plant;
34	G. Assurance of responsibility in the event of insuf-
35	ficient assets in accordance with section 3356; and
36 37	H. Any other information related to the financing of decommissioning which the commission requests.
38 39	3. Approval of plan. The plan shall be approved as follows.

1 2	A. The commission shall conduct a public hearing on the proposed decommissioning financing plan.
3 4 5 6	B. The commission shall approve the decommissioning financing plan if it finds that the licensee, in the judgment of the Public Utilities Commission, provided reasonable assurance that:
7 8 9	(1) The estimated time of closing of the nuclear power plant and the estimated cost of decommissioning are reasonable;
10 11 12	(2) The share of the estimated cost for each electrical company to which the plant supplies power is reasonable;
13 14 15 16	(3) The principal and income which will have ac- cumulated in the decommissioning trust fund at the time of closing the plant will be adequate to cover the cost of decommissioning;
17 18 19 20	(4) The trustee of the fund will ensure that the funds in the trust are judiciously invested and will adequately protect the funds until decommissioning is completed;
21 22 23 24	(5) The funds in the fund cannot be withdrawn unless approved by the decommissioning fund com- mittee under section 3355, subsection 5, prior to completion of decommissioning;
25 26 27	(6) Contributions to the fund are equitably spread over the useful life of the plant to the extent feasible;
28 29 30	(7) The plans for insuring against or otherwise financing any shortfall in the fund resulting from a premature closing are adequate and reasonable;
31 32	(8) The plan reflects full compliance with section 3356; and
33 34 35 36	(9) The plan will periodically be reviewed and revised to reflect more closely the costs and available techniques for decommissioning. This update shall be at least every 5 years.
37 38	C. If the commission finds that the decommissioning financing plan does not meet the criteria under para-

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1 graph B, the commission shall reject the plan and order 2 that it be modified as the commission deems necessary 3 to meet those criteria.

4 D. The commission shall take final action on the pro-5 decommissioning financing plan within 180 days posed after the filing date. The filing date shall 6 be the 7 date when complete information has been filed by the applicant, as determined by the commission. 8 lf the commission does not notify the applicant of any defi-9 ciencies in the information in the 10 application within 11 60 days of receipt, the application shall be considered complete as of the date of receipt. 12

13 Cost of decommissioning. Based upon the plan, the 4. 14 Public Utilities Commission shall establish the cost of de-15 commissioning of any nuclear power plant located in the 16 State and shall establish a schedule of monthly payments the decommissioning trust fund established for that 17 into 18 plant as necessary and convenient to meet that cost at the of closing. The schedule shall be established so that 19 time 20 contributions received by the licensee are paid to the fund 21 soon after receipt as practicable. For purposes of cost as estimates, the method of decommissioning shall be the method 22 23 of prompt removal and dismantling unless the United States 24 Nuclear Regulatory Commission or its successor requires another method. The commission shall periodically review 25 the cost of decommissioning in accordance with subsection 6 26 27 and adjust the size of the payments accordingly.

28 5. Plans required for operation and decommissioning.
 29 After the effective date of this subchapter, new nuclear
 30 power plants may only commence operation as follows.

- A. No licensee which receives a certificate of public
 convenience and necessity after the effective date of
 this subchapter may commence operation of a nuclear
 power plant unless it has a decommissioning financing
 plan approved by the commission under subsection 3.
- 36 B. The Public Utilities Commission shall promulgate an interim decommissioning financing plan one year after 37 effective date of this subchapter for any licensee 38 the 39 which does not have a decommissioning financing plan 40 approved under subsection 3. Payments shall commence immediately under the interim decommissioning financing 41 42 plan and be deposited in an escrow account. That escrow account may be invested in investments permitted for the trust fund under section 3355, subsection 3, 43 44

1	paragraph B. When a decommissioning plan is approved
2	and a decommissioning trust fund established, the
3	interim plan shall terminate and the money in the
4	escrow account shall be transferred to the fund.
5 6	6. Periodic review of plan. Decommissioning financing plans for nuclear power plants shall be reviewed as follows.
7	A. If the commission approves a decommissioning
8	financing plan under subsection 3, the commission
9	shall, at least every 5 years and annually in the 5
10	years preceding scheduled closing, review the financing
11	plan to assess its adequacy. If changed circumstances
12	make a more frequent review desirable or if the company
13	operating the nuclear power plant requests it, the com-
14	mission may review the plan after a shorter time inter-
15	val. The review shall include, but not be limited to,
16	the following considerations:
17	(1) The estimated date of closing the plant;
18	(2) The estimated cost of decommissioning;
19 20	(3) The reasonableness of the method selected for cost estimate purposes;
21	(4) The size and growth rate of the decommission-
22	ing trust fund, taking into account the effect of
23	inflation; and
24 25 26	(5) The adequacy of the assurance against shortfall required under subsection 2, paragraph F.
27	B. After review under paragraph A, the commission may
28	order such changes in the decommissioning financing
29	plan as it deems necessary to make the plan comply with
30	the criteria in subsection 3, paragraph B.
31	7. Physical decommissioning plan. At least 3 years
32	prior to closing a nuclear power plant, the licensee shall
33	submit a physical decommissioning plan to the Governor and
34	the commission, with updates annually thereafter.
35	The commission shall review the plan to ascertain its
36	contents and determine under subsection 6 the adequacy of
37	the decommissioning fund to pay for that plan, but not to
38	duplicate the health and safety review conducted by the
39	United States Nuclear Regulatory Commission or its succes-

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sor. The Public Utilities Commission is designated as lead 1 2 agency for determination that all necessary state permits 3 have been obtained. The commission shall refer the physical 4 decommissioning plan to all interested agencies in order to 5 ensure that it complies with all applicable law. Those 6 agencies shall inform the commission when they issue any 7 licenses or permits or take any other final action. No 8 licensee may decommission a nuclear power plant unless the 9 physical decommissioning plan has been submitted to the com-10 mission and the commission certifies that all necessary permits and licenses have been received. The one-year limit 11 not apply to decommissioning after the premature clos-12 does ing of the plant. Then, a decommissioning plan must be sub-13 mitted as soon as possible and in no case later 14 than 9 15 months after the premature closing.

16 §3354. Decommissioning fund committee

17 1. Establishment. A 7-member decommissioning fund 18 established, including: The Treasurer committee is of State, the Chairman of the Public Utilities Commission, a 19 20 member nominated by the selectmen or other legislative body any municipality containing a nuclear power plant and 3 21 of members nominated by the Governor, including 2 from 22 the financial community and one from the general public. Any 23 licensee may name a member of the committee. For any plant, 24 a representative designated by the licensee shall serve as the 7th member of the committee to participate only in mat-25 26 ters related to that plant or the fund for that plant. 27 The 28 Treasurer of State shall act as chairman.

29 2. Terms. Initially, the members appointed by the Governor shall draw lots for terms. There shall be a one-year term, a 3-year term and a 5-year term. Thereafter, 30 31 their terms shall be for 5 years. The municipal representa-32 33 tive and the licensee's representative shall be named for 34 5-year terms. In the event of a vacancy, an interim appointment shall be made to fill the unexpired portion 35 of 36 the term. The Treasurer of State and the Chairman of the while they hold 37 Public Utilities Commission shall serve 38 those offices. Other members shall serve until their re-39 placements are sworn in.

40 <u>3. Responsibilities and duties. The decommissioning</u> 41 fund committee is responsible for the prudent management of 42 each decommissioning trust fund in order to assure that the 43 principal and income which will have accumulated in the fund 44 at the time of closing the nuclear power plant for which it 45 was established will equal the cost established in the decommissioning financing plan approved by the commission.
 Their specific duties are to:

3 A. Appoint the trustee;

7

- 4 B. Approve selection of other financial managers, if
 5 any, by the trustee;
- 6 C. Establish investment policy;
 - D. Evaluate investment policy and trustee performance;
- 8 E. Authorize expenditures from the fund; and
- 9 F. Such other duties as they find necessary to carry
 10 out their responsibility.

4. Compensation. Members of the decommissioning fund
 committee shall receive compensation and be reimbursed for
 expenses as deemed reasonable by the Public Utilities Com mission. These shall be paid from the decommissioning trust
 fund, for which services are rendered or expenses incurred.

16 5. Conflict of interest. Except for the licensee's 17 representative, members of the committee shall have no direct or substantial indirect financial 18 interest in any nuclear power plant covered by this subchapter in any com-19 pany which owns directly or indirectly any portion 20 of a nuclear power plant covered by this subchapter or in any 21 institution involved in managing or handling a decommission-22 23 ing trust fund.

24 Report; audit. The decommissioning fund committee 6. shall report annually to the Governor and the Legislature on 25 its activities and the status of each fund. It shall also 26 report to the owners of any nuclear power plant in the State on its activities relating to that plant and on the status 27 28 29 of the associated fund. A summary of this information shall be included in the annual reports of any owners 30 in Maine. The report shall contain a breakdown of all adminis-31 trative expenses. The decommissioning fund committee shall 32 33 cause an annual audit to be made of each decommissioning 34 trust fund.

T. Establishment of decommissioning fund committee by
 the licensee. A decommissioning fund committee may be
 established for a particular nuclear power plant by the
 licensee operating that plant within one year after the
 effective date of this subchapter. Upon a finding by the

1 Public Utilities Commission that this licensee-established 2 decommissioning fund committee will be able to carry out the 3 responsibilities and duties of subsection 3, that the fund 4 will be managed in accordance with the requirements of 5 section 3355 and that the change is in the public interest, 6 the commission may order that the existing decommissioning committee be dissolved with respect to that fund and 7 fund 8 that its duties be assumed by the licensee-established decommissioning fund committee. At that time, the Governor 9 10 shall have the authority to appoint a nonvoting representathe licensee-established decommissioning fund com-11 tive on 12 mittee.

13 <u>8. Separate committee for each plant. There shall be</u>
 a separate decommissioning fund committee for each nuclear
 power plant covered by this subchapter. Members may serve
 on more than one decommissioning fund committee.

17 §3355. Decommissioning trust fund

18 1. Trustee. The decommissioning fund committee shall select a trustee or trustees to manage the money within a 19 20 decommissioning trust fund in order to ensure that it will 21 be available when needed and, insofar as possible, consistwith protection of principal, that it may grow to keep 22 ent 23 pace with inflation or faster. Preference may be given to 24 financial institutions incorporated in the State if consistfiduciary responsibility, but only if they 25 ent with their meet the criteria for trustees established by the decommis-26 27 sioning fund committee. That committee may, by a majority 28 vote of its entire membership, change trustees at any time. 29 trustee shall be subject to the same duties and may Any exercise the same powers as trustees under Title 18-A, Arti-30 cle VII, to the extent they are not inconsistent with 31 this subchapter. The trustee may appoint subsidiary financial 32 managers, subject to approval by the decommissioning fund 33 34 committee.

- 2. Tax exemption. The following tax exemptions apply
 to the decommissioning trust fund.
- A. Payments to a decommissioning trust fund shall be
 considered a necessary operating expense of the licensee and shall be tax deductible for state income tax
 purposes. All income of the fund shall also be exempt
 from state income taxation.
- 42 B. It is the intent of this subchapter that payments
 43 to a decommissioning trust fund should be considered a

1	necessary operating expense to the licensee and exempt
2	from federal income tax. It is also the legislative
3	intent that all income to the fund should be exempt
4	from federal income taxation, because the fund serves
5	an essential governmental function.
6 7	3. Restrictions. The following restrictions apply to the decommissioning trust fund.
8	A. All funds collected by any licensee for decommis-
9	sioning shall be immediately segregated from the compa-
10	ny's assets and transferred to the trustee for place-
11	ment in the decommissioning trust fund established for
12	the licensee's plant.
13	B. The assets in a decommissioning trust fund may only
14	be invested in secure assets with maturity no later
15	than the estimated end of the useful life of the plant
16	as follows:
17	(1) The bonds, notes, certificates of deposit or
18	other obligations issued or guaranteed by the
19	United States or by any agency or instrumentality
20	of the United States;
21	(2) The bonds, notes, certificates of deposit or
22	other obligations issued or guaranteed by any
23	state or by any agency, instrumentality or polit-
24	ical subdivision of any state, provided that
25	securities are rated within the 2 highest grades
26	by any rating service approved by the Superinten-
27	dent of Banking; or
28	(3) The bonds and other obligations of any United
29	States corporation, provided they are rated within
30	the 2 highest grades by any rating service
31	approved by the Superintendent of Banking.
32 33	The assets in a fund shall not be invested in the securities of the owner of any nuclear power plant.
34	C. Except as provided in section 3354, subsections 1
35	and 5, a decommissioning trust fund shall be adminis-
36	tered only by persons not normally involved with opera-
37	tions of the licensee or any owner of a nuclear power
38	plant within the State.
39 40	D. Neither the licensee nor any other owner of any nuclear power plant in the State may receive any bene-

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- 1 <u>fit from funds remaining in the decommissioning trust</u> 2 fund after completion of decommissioning.
- 3 4

5

E. All income of a fund shall be accumulated and added to the principal of the fund, except as otherwise provided in subsection 5.

6 <u>4. Contributions to the fund. The trustee of a decom-</u> 7 missioning trust fund shall bill the licensee operating the 8 nuclear power plant for which the fund was established and 9 the licensee shall make payments to the trustee of the fund 10 in amounts and on a schedule determined by the Public Utili-11 ties Commission in accordance with section 3353, subsection 12 4.

13 5. Expenditures from the fund; payments for costs of decommissioning. At the time of decommissioning, the decom-missioning fund committee shall authorize the trustee to 14 15 16 make payments as necessary from the fund to the licensee to 17 cover actual costs of decommissioning in accordance with the 18 decommissioning plan authorized by the United States Nuclear Regulatory Commission or its successor. The decommissioning 19 fund committee may not approve any withdrawal for this pur-20 pose prior to completion of decommissioning 21 unless the physical decommissioning plan has been reviewed and certi-22 fied by the Public Utilities Commission under section 23 3353. 24 subsection 7.

The decommissioning fund committee may authorize withdrawals from a fund as necessary to pay reasonable expenses for administering the fund. No other withdrawal may be made prior to the commencement of decommissioning without the approval of the commission and unless the withdrawal is for the purpose of paying reasonable expenses related to decommissioning.

32	6. Expenditure of money remaining after decommission-
33	ing. Upon termination of decommissioning, the commission
34	shall conduct a final audit of the decommissioning trust
35	fund. The commission may by rule, if the public interest
36	requires, establish a decommissioning contingency reserve at
37	that time. If there are assets remaining in the fund
38	attributable to a given plant, after its decommissioning has
39	been completed, such assets shall be returned, in proportion
40	to their payments, to the owners and any other persons who
41	originally made payments to the licensee for decommissioning
42	purposes. No portion of the remaining assets in a fund may
43	accrue to the benefit of the licensee.

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An electrical utility in the State which receives remaining
 decommissioning funds under this subchapter shall distribute
 the funds equitably, under the guidance of the commission,
 to its customers.

7. Public Utilities Commission review for licensee-5 established committee. Notwithstanding any other portion of 6 subchapter, if the decommissioning fund committee is 7 this established by the company under section 3354, subsection withdrawals from the fund shall be reviewed and approved 8 7, 9 by 10 Public Utilities Commission. No withdrawal shall be the the purpose of paying reasonable 11 approved except for expenses related to decommissioning. 12

13 8. Separate fund for each plant. There shall be a
14 separate decommissioning trust fund for each nuclear power
15 plant covered by this chapter. The assets of these funds
16 shall not be commingled in any way.

17 §3356. Responsibility for decommissioning

18 <u>1. Decommissioning trust fund. In the first instance,</u>
 19 <u>the cost of decommissioning shall be paid from the decommis-</u>
 20 <u>sioning trust fund, established for the plant being</u>
 21 <u>decommissioned.</u>

22 <u>2. Licensee responsible. If the assets of the decom-</u> 23 <u>missioning trust fund are insufficient to pay for the cost</u> 24 <u>of decommissioning, the licensee shall be responsible for</u> 25 <u>the additional cost.</u>

26 3. Insufficient assets. In case the assets of the licensee are insufficient to cover the remaining cost of 27 deafter the decommissioning trust fund commissioning 28 is exhausted, the owners are jointly and severally liable 29 for the safe and proper decommissioning of that nuclear power 30 31 plant.

4. State not financially responsible; protective ac-The State shall have no financial responsibility for 32 33 tion. decommissioning. If the Governor finds that, because 34 of inadequate action by the responsible parties in carrying out 35 36 decommissioning, protective action is reasonably required to protect the public health and safety, the State may under-37 take that action. In that case, the Attorney General shall bring action against the fund, the licensee and the owners 38 39 to recover the cost of that protective action. Expenses 40 incurred by the office of the Attorney General in bringing the suit shall be paid from the decommissioning trust fund. 41 42

1 5. Additional expense in rates. The Public Utilities 2 Commission shall include, as an allowable operating expense, 3 in calculation of authorized rates, additional decommission-4 ing funds actually supplied by an electrical utility in the 5 State, to the extent these are just and reasonable.

6 §3357. Incorporation by reference

7 To the extent they are not in conflict with this chap-8 ter, chapters 15 and 17 shall apply to this chapter.

9

STATEMENT OF FACT

10 Maine Yankee will complete its depreciable life in 11 2002, after 30 years of operation. That year has been used 12 in rate cases as the estimated year of decommissioning, 13 although the operating license extends to 2008 and opera-14 tional considerations could lead to actual decommissioning 15 occurring either earlier or later. For financial planning purposes an assumed date of closing and decommissioning of 16 17 2002 seems reasonable. Maine Yankee has selected prompt 18 removal and dismantling as the method of decommissioning. 19 The estimated cost is \$57,511,000. The Public Utilities 20 Commission has already approved collection of \$684,000 annu-21 ally for decommissioning from ratepayers in the most recent 22 Central Maine Power Company rate case.

23 purposes of this bill are to establish a decommis-The sioning trust fund to be financed by regular payments from 24 25 the licensee operating any nuclear power plant; to provide 26 for prudent management of the fund by a trustee, under the guidance of a decommissioning fund committee composed of 27 28 government and public members and one representative of the 29 licensee and to provide assurance that funds collected for 30 decommissioning will be segregated for decommissioning pur-31 poses only and that they will not be subject to income taxa-32 tion for either state or federal tax purposes.

The bill also makes it clear that the licensee has the ultimate responsibility for decommissioning and that if the resources of the fund are insufficient, the licensee and owners are jointly and severally liable. The State has no financial responsibility for decommissioning.

38 In the event that the licensee can set up a satisfac-39 tory fund committee that meets all the criteria, that 40 licensee-established committee may replace the statutory 41 committee.