

## 9.0 Summary and Conclusions

By letter dated January 9, 2002, as amended by letter dated January 18, 2002, the Omaha Public Power District (OPPD) submitted an application to the U.S. Nuclear Regulatory Commission (NRC) to renew the operating license (OL) for Fort Calhoun Station, Unit 1 for an additional 20-year period (OPPD 2002). If the OL is renewed, State regulatory agencies and the OPPD will ultimately decide whether the plant will continue to operate based on factors such as the need for power or other matters within the State's jurisdiction or the purview of the owners. If the OL is renewed, the schedule is to issue the renewed license by November 2003. The renewed license would supercede the current license. The renewed license would expire on August 9, 2033, which is 20 years after the original license expiration date. If the OL is not renewed, then the plant must be shut down at or before the expiration of the current OL, which expires on August 9, 2013.

Section 102 of the National Environmental Policy Act (NEPA) (42 USC 4321) directs that an environmental impact statement (EIS) is required for major Federal actions that significantly affect the quality of the human environment. The NRC has implemented Section 102 of NEPA in 10 CFR Part 51, which identifies licensing and regulatory actions that require an EIS. In 10 CFR 51.20(b)(2), the Commission requires the preparation of an EIS or a supplement to an EIS for the renewal of a reactor OL; 10 CFR 51.95(c) states that the EIS prepared at the OL renewal stage will be a supplement to the *Generic Environmental Impact Statement for License Renewal of Nuclear Plants* (GEIS), NUREG-1437, Volumes 1 and 2 (NRC 1996; 1999).<sup>(a)</sup>

Upon acceptance of the OPPD application, the NRC began the environmental review process described in 10 CFR Part 51 by publishing a notice of intent to prepare an EIS and conduct scoping (67 FR 31847 [NRC 2002]) on May 10, 2002. The staff visited the Fort Calhoun Station site in June 2002 and held public scoping meetings on June 18, 2002, in Omaha, Nebraska. The staff reviewed the OPPD Environmental Report (ER; OPPD 2002), compared it to the GEIS, consulted with other agencies, and conducted an independent review of the issues following the guidance set forth in NUREG-1555, Supplement 1, *Standard Review Plans for Environmental Reviews for Nuclear Power Plants, Supplement 1: Operating License Renewal* (NRC 2000). The staff also considered the public comments received during the scoping process for preparation of the draft supplemental EIS (SEIS) for Fort Calhoun Station, Unit 1. The public comments received during the scoping process that were considered to be within the scope of the environmental review are provided in Appendix A, Part I, of this SEIS.

The staff held two public meetings in Omaha, Nebraska, in February 2003 to describe the

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(a) The GEIS was originally issued in 1996. Addendum 1 to the GEIS was issued in 1999. Hereafter, all references to the "GEIS" include the GEIS and its Addendum 1.

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preliminary results of the NRC environmental review and to answer questions to provide members of the public with information to assist them in formulating their comments. All the comments received on the draft SEIS were considered by the staff in developing this final SEIS and are presented in Appendix A, Part II.

This SEIS includes the NRC staff's analysis that considers and weighs the environmental effects of the proposed action, the environmental impacts of alternatives to the proposed action, and mitigation measures available for reducing or avoiding adverse effects. It also includes the staff's recommendation regarding the proposed action.

The NRC has adopted the following statement of purpose and need for license renewal from the GEIS:

The purpose and need for the proposed action (renewal of an operating license) is to provide an option that allows for power generation capability beyond the term of a current nuclear power plant operating license to meet future system generating needs, as such needs may be determined by State, utility, and, where authorized, Federal (other than NRC) decisionmakers.

The goal of the staff's environmental review, as defined in 10 CFR 51.95(c)(4) and the GEIS, is to determine

... whether or not the adverse environmental impacts of license renewal are so great that preserving the option of license renewal for energy planning decisionmakers would be unreasonable.

Both the statement of purpose and need and the evaluation criterion implicitly acknowledge that there are factors, in addition to license renewal, that will ultimately determine whether an existing nuclear power plant continues to operate beyond the period of the current OL.

NRC regulations [10 CFR 51.95(c)(2)] contain the following statement regarding the content of SEISs prepared at the license renewal stage:

The supplemental environmental impact statement for license renewal is not required to include discussion of need for power or the economic costs and economic benefits of the proposed action or of alternatives to the proposed action except insofar as such benefits and costs are either essential for a determination regarding the inclusion of an alternative in the range of alternatives considered or relevant to mitigation. In addition, the supplemental environmental impact statement prepared at the license renewal stage need not discuss other issues not related to the environmental effects of the proposed action and the

alternatives, or any aspect of the storage of spent fuel for the facility within the scope of the generic determination in § 51.23(a) and in accordance with § 51.23(b).<sup>(a)</sup>

The GEIS contains the results of a systematic evaluation of the consequences of renewing an OL and operating a nuclear power plant for an additional 20 years. In the GEIS, the NRC evaluated 92 environmental issues using the NRC's three-level standard of significance—SMALL, MODERATE, or LARGE—developed using the Council on Environmental Quality guidelines. The following definitions of the three significance levels are set forth in a footnote to Table B-1 of 10 CFR Part 51, Subpart A, Appendix B:

SMALL – Environmental effects are not detectable or are so minor that they will neither destabilize nor noticeably alter any important attribute of the resource.

MODERATE – Environmental effects are sufficient to alter noticeably, but not to destabilize, important attributes of the resource.

LARGE – Environmental effects are clearly noticeable and are sufficient to destabilize important attributes of the resource.

For 69 of the 92 issues considered in the GEIS, the analysis in the GEIS shows the following:

- (1) The environmental impacts associated with the issue have been determined to apply either to all plants or, for some issues, to plants having a specific type of cooling system or other specified plant or site characteristic.
- (2) A single significance level (i.e., SMALL, MODERATE, or LARGE) has been assigned to the impacts (except for collective offsite radiological impacts from the fuel cycle and from high-level waste [HLW] and spent fuel disposal).
- (3) Mitigation of adverse impacts associated with the issue has been considered in the analysis, and it has been determined that additional plant-specific mitigation measures are likely not to be sufficiently beneficial to warrant implementation.

These 69 issues were identified in the GEIS as Category 1 issues. In the absence of new and significant information, the staff relied on conclusions as amplified by supporting information in the GEIS for issues designated Category 1 in Table B-1 of 10 CFR Part 51, Subpart A, Appendix B.

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(a) The title of 10 CFR 51.23 is "Temporary storage of spent fuel after cessation of reactor operations – generic determination of no significant environmental impact."

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Of the 23 issues that do not meet the criteria set forth above, 21 are classified as Category 2 issues requiring analysis in a plant-specific supplement to the GEIS. The remaining two issues, environmental justice and chronic effects of electromagnetic fields, were not categorized. Environmental justice was not evaluated on a generic basis and must also be addressed in a plant-specific supplement to the GEIS. Information on the chronic effects of electromagnetic fields was not conclusive at the time the GEIS or this supplement to the GEIS was prepared.

This SEIS documents the staff's evaluation of all 92 environmental issues considered in the GEIS. The staff considered the environmental impacts associated with alternatives to license renewal and compared the environmental impacts of license renewal and the alternatives. The alternatives to license renewal that were considered include the no-action alternative (not renewing the OL for Fort Calhoun Station, Unit 1) and alternative methods of power generation. These alternatives are evaluated assuming that the replacement power-generation plant is located at either the Fort Calhoun Station site or at the OPPD's existing Nebraska City site for coal-fired generation or the OPPD's existing Cass County site for natural-gas-fired generation.

### **9.1 Environmental Impacts of the Proposed Action — License Renewal**

The OPPD and the NRC staff have established independent processes for identifying and evaluating the significance of any new information on the environmental impacts of license renewal. Neither the OPPD nor the staff has identified information that is both new and significant related to Category 1 issues that would call into question the conclusions in the GEIS. Similarly, neither the scoping process, the OPPD, nor the staff has identified any new issue applicable to Fort Calhoun Station, Unit 1 that has a significant environmental impact. Therefore, the staff relies upon the conclusions of the GEIS for all Category 1 issues that are applicable to Fort Calhoun Station, Unit 1.

The OPPD's license renewal application presents an analysis of the Category 2 issues that are applicable to Fort Calhoun Station, Unit 1 plus environmental justice. The staff has reviewed the OPPD analysis for each issue and has conducted an independent review of each issue. Five Category 2 issues are not applicable because they are related to plant design features or site characteristics not found at Fort Calhoun Station. Four Category 2 issues are not discussed in this SEIS because they are specifically related to refurbishment. The OPPD (OPPD 2002) has indicated that its evaluation of structures and components, as required by 10 CFR 54.21, did not identify any major plant refurbishment activities or modifications as necessary to support the continued operation of Fort Calhoun Station, Unit 1 for the license renewal period. In addition, any replacement of components or additional inspection activities are within the bounds of normal plant component replacement and, therefore, are not expected to affect the environment outside of the bounds of the plant operations evaluated in the *Final Environmental Statement Related to the Operation of Fort Calhoun Station Unit 1* (AEC 1972).

Twelve Category 2 issues related to operational impacts and postulated accidents during the renewal term, as well as environmental justice, are discussed in detail in this SEIS. Five of the Category 2 issues and environmental justice apply to both refurbishment and to operation during the renewal term and are only discussed in this SEIS in relation to operation during the renewal term. For all 12 Category 2 issues and environmental justice, the staff concludes that the potential environmental effects are of SMALL significance in the context of the standards set forth in the GEIS. In addition, the staff determined that appropriate Federal health agencies have not reached a consensus on the existence of chronic adverse effects from electromagnetic fields. Therefore, no further evaluation of this issue is required. For severe accident mitigation alternatives (SAMAs), the staff concludes that a reasonable, comprehensive effort was made to identify and evaluate SAMAs. Based on its review of the SAMAs for Fort Calhoun Station, Unit 1 and the plant improvements already made, the staff concludes that with the exception of the seven candidate SAMAs identified for implementation, none of the remaining candidate SAMAs are cost-beneficial.

Mitigation measures were considered for each Category 2 issue. Current measures to mitigate the environmental impacts of plant operation were found to be adequate, and no additional mitigation measures were deemed sufficiently beneficial to be warranted.

The following sections discuss unavoidable adverse impacts, irreversible or irretrievable commitments of resources, and the relationship between local short-term use of the environment and long-term productivity.

### **9.1.1 Unavoidable Adverse Impacts**

An environmental review conducted at the license renewal stage differs from the review conducted in support of a construction permit because the plant is in existence at the license renewal stage and has operated for a number of years. As a result, adverse impacts associated with the initial construction have been avoided, have been mitigated, or have already occurred. The environmental impacts to be evaluated for license renewal are those associated with refurbishment and continued operation during the renewal term.

The adverse impacts of continued operation identified are considered to be of SMALL significance, and none warrant the implementation of additional mitigation measures. The adverse impacts of likely alternatives if Fort Calhoun Station, Unit 1 ceases operation at or before the expiration of the current OL will not be smaller than those associated with continued operation of these units, and they may be greater for some impact categories in some locations.

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### **9.1.2 Irreversible or Irretrievable Resource Commitments**

The commitment of resources related to construction and operation of Fort Calhoun Station, Unit 1 during the current license periods was made when the plant was built. The resource commitments to be considered in this SEIS are associated with the continued operation of the plant for an additional 20 years. These resources include materials and equipment required for plant maintenance and operation, the nuclear fuel used by the reactors, and ultimately, permanent offsite storage space for the spent fuel assemblies.

The most significant resource commitments related to operation during the renewal term are the fuel and the permanent storage space. The OPPD replaces approximately one-third of the fuel assemblies in Fort Calhoun Station, Unit 1 during every refueling outage, which occurs on an 18-month cycle.

The likely power-generation alternatives if Fort Calhoun Station, Unit 1 ceases operation on or before the expiration of the current OL will require a commitment of resources for constructing the replacement plants as well as for fuel to run the plants.

### **9.1.3 Short-Term Use Versus Long-Term Productivity**

An initial balance between short-term use and long-term productivity of the environment at the Fort Calhoun Station site was set when the plant was approved and construction began. That balance is now well established. Renewing the OL for Fort Calhoun Station, Unit 1 and the continued operation of the plant will not alter the existing balance, but renewing the OL may postpone the availability of the site for other uses. Denial of the application to renew the OL will lead to the shutdown of the plant and will alter the balance in a manner that depends on subsequent uses of the site. For example, the environmental consequences of turning the Fort Calhoun Station site into a park or an industrial facility are quite different.

## **9.2 Relative Significance of the Environmental Impacts of License Renewal and Alternatives**

The proposed action is renewal of the OL for Fort Calhoun Station, Unit 1. Chapter 2 describes the site, power plant, and interactions of the plant with the environment. As noted in Chapter 3, no refurbishment and no refurbishment impacts are expected at Fort Calhoun Station, Unit 1. Chapters 4 through 7 discuss environmental issues associated with renewing the OL. Environmental issues associated with the no-action alternative and alternatives involving power generation and use reduction are discussed in Chapter 8.

The significance of the environmental impacts from the proposed action (approval of the application for renewing the OL), the no-action alternative (denial of the application),

alternatives involving nuclear or coal- or natural-gas-fired generation of power at the Fort Calhoun Station site and the OPPD's existing natural-gas- or coal-fired generation sites, and a combination of alternatives are compared in Table 9-1.

Table 9-1 shows that the significance of the environmental effects of the proposed action are SMALL for all impact categories (except for collective offsite radiological impacts from the fuel cycle and from HLW and spent fuel disposal, for which a single significance level was not assigned [see Chapter 6]). The alternative actions, including the no-action alternative, may have environmental effects in at least some impact categories that reach MODERATE or LARGE significance.

**Table 9-1.** Summary of Environmental Significance of License Renewal, the No-Action Alternative, and Alternative Methods of Generation

Alternative	Impact Category	Land Use	Ecology	Water Use and Quality	Air Quality	Waste
Proposed Action	License Renewal	SMALL	SMALL	SMALL	SMALL	SMALL
No-Action Alternative	Denial of Renewal	SMALL	SMALL	SMALL	SMALL	SMALL
Coal-Fired Generation	Fort Calhoun Station Site	SMALL to LARGE	SMALL	SMALL to MODERATE	MODERATE	MODERATE
	Alternate Site	SMALL to MODERATE	SMALL to MODERATE	SMALL to MODERATE	MODERATE	MODERATE
Natural-Gas-Fired Generation	Fort Calhoun Station Site	SMALL to MODERATE	SMALL to MODERATE	SMALL	MODERATE	SMALL
	Alternate Site	SMALL to MODERATE	SMALL to MODERATE	SMALL	MODERATE	SMALL
New Nuclear Generation	Fort Calhoun Station Site	MODERATE	MODERATE	SMALL	SMALL	SMALL
	Alternate Site	LARGE	MODERATE to LARGE	SMALL to MODERATE	SMALL	SMALL
Combination of Alternatives	Fort Calhoun Station Site	SMALL to MODERATE	SMALL to MODERATE	SMALL	MODERATE	SMALL
	Alternate Site	SMALL to MODERATE	MODERATE to LARGE	SMALL to MODERATE	MODERATE	SMALL

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**Table 9-1 (contd)**

<b>Alternative</b>	<b>Impact Category</b>	<b>Human Health<sup>(a)</sup></b>	<b>Socioeconomics</b>	<b>Aesthetics</b>	<b>Historic and Archaeological Resources</b>	<b>Environmental Justice</b>
Proposed Action	License Renewal	SMALL	SMALL	SMALL	SMALL	SMALL
No-Action Alternative	Denial of Renewal	SMALL	SMALL to MODERATE	SMALL	SMALL	SMALL
Coal-Fired Generation	Fort Calhoun Station Site	SMALL	SMALL to LARGE	SMALL to MODERATE	SMALL	SMALL
	Alternate Site	SMALL	SMALL to MODERATE	SMALL	SMALL	SMALL
Natural Gas-Fired Generation	Fort Calhoun Station Site	SMALL	SMALL to MODERATE	SMALL to MODERATE	SMALL	SMALL
	Alternate Site	SMALL	SMALL to MODERATE	SMALL	SMALL	SMALL
New Nuclear Generation	Fort Calhoun Station Site	SMALL	SMALL to LARGE	SMALL to MODERATE	SMALL	SMALL
	Alternate Site	SMALL	SMALL to LARGE	SMALL to LARGE	SMALL	SMALL
Combination of Alternatives	Fort Calhoun Station Site	SMALL	SMALL to MODERATE	SMALL to MODERATE	SMALL	SMALL
	Alternate Site	SMALL	SMALL to MODERATE	SMALL	SMALL	SMALL

(a) Except for collective offsite radiological impacts from the fuel cycle and from HLW and spent fuel disposal, for which single significance levels were not assigned. See Chapter 6 for details.

### 9.3 Staff Conclusions and Recommendations

Based on (1) the analysis and findings in the GEIS (NRC 1996; 1999); (2) the ER submitted by the OPPD (OPPD 2002); (3) consultation with Federal, State, and local agencies; (4) the staff's own independent review; and (5) the staff's consideration of the public comments received, the staff recommends that the Commission determine that the adverse environmental impacts of license renewal for Fort Calhoun Station, Unit 1 are not so great that preserving the option of license renewal for energy-planning decision makers would be unreasonable.

## 9.4 References

10 CFR Part 51. Code of Federal Regulations, Title 10, *Energy*, Part 51, “Environmental Protection Regulations for Domestic Licensing and Related Regulatory Functions.”

National Environmental Policy Act of 1969 (NEPA). 42 USC 4321, et seq.

Omaha Public Power District (OPPD). 2002. *Applicant’s Environmental Report – Operating License Renewal Stage Fort Calhoun Station Unit 1*. Omaha, Nebraska.

U.S. Atomic Energy Commission (AEC). 1972. *Final Environmental Statement Related to the Operation of Fort Calhoun Station Unit 1*. Omaha Public Power District. Docket No. 50-285. Directorate of Licensing, Washington, D.C. August 1972.

U.S. Nuclear Regulatory Commission (NRC). 1996. *Generic Environmental Impact Statement for License Renewal of Nuclear Plants*. NUREG-1437, Volumes 1 and 2, Washington, D.C.

U.S. Nuclear Regulatory Commission (NRC). 1999. *Generic Environmental Impact Statement for License Renewal of Nuclear Plants, Main Report*, “Section 6.3 – Transportation, Table 9.1 Summary of findings on NEPA issues for license renewal of nuclear power plants, Final Report.” NUREG-1437, Volume 1, Addendum 1, Washington, D.C.

U.S. Nuclear Regulatory Commission (NRC). 2000. *Standard Review Plans for Environmental Reviews for Nuclear Power Plants, Supplement 1: Operating License Renewal*. NUREG-1555, Supplement 1, Washington, D.C.

U.S. Nuclear Regulatory Commission (NRC). 2002. “Notice of Intent to Prepare an Environmental Impact Statement and Conduct Scoping Process.” *Federal Register*, Vol. 67, No. 91, pp. 31847–31848. May 10, 2002.