

UNITED STATES OF AMERICA
NUCLEAR REGULATORY COMMISSION
BEFORE THE LICENSING BOARD

_____)	
In the Matter of)	
Tennessee Valley Authority)	Docket Nos. 52-014 and 52-015
Bellefonte Nuclear Power Plant)	
Units 3 and 4)	July 9, 2012
Combined License)	
_____)	

**INTERVENORS' MOTION FOR LEAVE TO FILE A NEW CONTENTION
CONCERNING TEMPORARY STORAGE AND ULTIMATE DISPOSAL OF
NUCLEAR WASTE AT BELLEFONTE**

I. INTRODUCTION

Pursuant to 10 C.F.R. §§ 2.309(f)(1) and 2.309(f)(2), Blue Ridge Environmental Defense League and its Bellefonte Efficiency and Sustainability Team and the Southern Alliance for Clean Energy (Intervenors) seek leave to file a new contention which challenges the failure of the Environmental Report for Bellefonte nuclear power plant combined license (COL) to address the environmental impacts of spent fuel pool leakage and fires as well as the environmental impacts that may occur if a spent fuel repository does not become available. The contention is based on the United States Court of Appeals for the District of Columbia Circuit's recent decision in *State of New York v. NRC*, No. 11-1045 (June 8, 2012), which invalidated the Nuclear Regulatory Commission's (NRC) Waste Confidence Decision Update (75 Fed. Reg. 81,037 (Dec. 23, 2010)) (WCD) and the NRC's final rule regarding Consideration of Environmental Impacts of Spent Fuel After Cessation of Reactor Operation (75 Fed. Reg. 81,032 (Dec. 23, 2010)) (Temporary Storage Rule or TSR). *State of New York* vacated the generic findings in 10 C.F.R. § 51.23(a) regarding the safety and environmental impacts of spent fuel storage. As a result, the NRC no longer has any legal basis for Section 51.23(b), which relies on

those findings to exempt both the agency staff and license applicants from addressing long-term spent fuel storage impacts in individual licensing proceedings.

Intervenors recognize that because the mandate has not yet issued in *State of New York*, this contention may be premature. Nevertheless, Intervenors are submitting the contention within 30 days of becoming aware of the court's ruling, in light of Commission precedents judging the timeliness of motions and contentions according to when petitioners became aware of a decision's potential effect on their interests. *Duke Energy Corp.* (McGuire Nuclear Station, Units 1 and 2; Catawba Nuclear Station, Units 1 and 2), CLI-02-28, 56 NRC 373, 386 (2002). If the Atomic Safety and Licensing Board determines that this contention is premature, Intervenors request that consideration of the contention be held in abeyance pending issuance of the mandate.

II. FACTUAL BACKGROUND

In 1984, the NRC issued its first WCD, making findings regarding the safety of spent fuel disposal and the safety and environmental impacts of spent fuel storage. Over the several decades that have passed since then, the NRC has updated the WCD. The latest update was issued in December 2010. On June 8, 2012, the U.S. Court of Appeals for the D.C. Circuit took review of the NRC's 2010 WCD Update and TSR and vacated those rules in their entirety. In the course of reviewing the WCD Update, the court found that the WCD is a "major federal action" under the National Environmental Policy Act ("NEPA"), therefore requiring either a finding of no significant impact ("FONSI") or an environmental impact statement ("EIS"). *Id.*, slip op. at 8. The court also found it was "eminently clear that the WCD will be used to enable licensing decisions based on its findings" because the WCD "renders uncontestable general conclusions about the environmental effect of plant licensure that will apply in every licensing

decision. *Id.*, slip op. at 9 (citing 10 C.F.R. § 51.23(b)).

With respect to the WCD's conclusions regarding spent fuel disposal, the court observed that the NRC has "no long-term plan other than hoping for a geologic repository" and that spent reactor fuel "will seemingly be stored on site at nuclear plants on a permanent basis" if the government "continues to fail in its quest" to site a permanent repository. *Id.*, slip op. at 13. Thus, the court concluded that the WCD "must be vacated" with respect to its conclusion in Finding 2 that a suitable spent fuel repository will be available "when necessary." *Id.*, slip op. at 11. In order to comply with NEPA, the court found that the NRC must "examine the environmental effects of failing to establish a repository." *Id.*, slip op. at 12.

With respect to the TSR's conclusions regarding the environmental impacts of temporary storage of spent reactor fuel at reactor sites, the court concluded that the NRC's environmental assessment ("EA") and FONSI issued as part of the TSR "are not supported by substantial evidence on the record" in two respects. First, the NRC had reached a conclusion that the environmental impacts of spent fuel pool leaks will be insignificant, based on an evaluation of past leakage. The court concluded that the past incidence of leaks was not an adequate predictor of leakage thirty years hence, and therefore ordered the NRC to examine the risks of spent fuel pool leaks "in a forward-looking fashion." *Id.*, slip op. at 14. In addition, the court found that the NRC's analysis of the environmental impacts of pool fires was deficient because it examined only the probability of spent fuel pool fires and not their consequences. *Id.*, slip op. at 18-19. "Depending on the weighing of the probability and the consequences," the court observed, "an EIS may or may not be required." *Id.*, slip op. at 19.

In remanding the WCD Update and the TSR to the NRC, the court purposely did not express an opinion regarding whether an EIS would be required or an EA would be sufficient.

Instead, it left that determination up to the discretion of the NRC. *Id.*, slip op. at 12, 20.

III. CONTENTION

A. Statement of the Contention

On June 6, 2008 BREDL, BEST and SACE submitted a petition for intervention and request for hearing which contained the following Contention (No. 14 later re-named NEPA-L):
“The Environmental Report for the TVA Bellefonte Unit 3 and 4 COLA is deficient because it fails to discuss the environmental implications of the lack of options for permanent disposal of the irradiated (*i.e.*, spent) fuel that would be generated by the proposed reactors if operated. Nor has the NRC made an assessment on which TVA can rely regarding the degree of assurance now available that radioactive waste generated by the proposed reactors can be safely disposed of [and] when such disposal or off-site storage will be available.” Final Waste Confidence Decision, 49 Fed. Reg. 34,658 (August 31, 1984), citing *State of Minnesota v. NRC*, 602 F.2d 412 (D.C. Cir. 1979). Accordingly, the ER fails to provide a sufficient discussion of the environmental impacts of the proposed new nuclear reactors. The ASLB ruled this contention “Inadmissible” because “its foundational support raise a matter that is not within the scope of this proceeding and impermissibly challenge Commission regulatory requirements” finding that “no ER discussion of any environmental impact of spent fuel storage at a reactor is required in, among others, a COL proceeding. See 10 C.F.R. § 51.23(a)-(b).” LBP-08-16 at 61.

In view of that ruling, the Environmental Report for Bellefonte continues to not satisfy NEPA because it does not include a discussion of the environmental impacts of spent fuel storage after cessation of operation, including the impacts of spent fuel pool leakage, spent fuel pool fires, and failing to establish a spent fuel repository, as required by the U.S. Court of Appeals in *State of New York v. NRC*, No. 11-1045 (June 8, 2012). Therefore, unless and until the NRC conducts such an analysis, no license may be issued.

B. The Contention Satisfies the NRC’s Admissibility Requirements in 10 C.F.R. § 2.309(f)(1)

1. Brief Summary of the Basis for the Contention

The contention is based on the United States Court of Appeals for the District of Columbia Circuit's decision in *State of New York v. NRC*, which invalidated the NRC's generic findings in 10 C.F.R. § 51.23(a) regarding the safety and environmental impacts of spent fuel storage after cessation of reactor operation with respect to spent fuel pool leakage, pool fires, and the environmental impacts of failing to establish a repository. As a result, the NRC no longer has any legal basis for Section 51.23(b), which relies on those findings to exempt both the agency staff and license applicants from addressing spent fuel storage impacts in individual licensing proceedings. To the extent that the Environmental Report for Bellefonte addresses spent fuel storage impacts, it does not address the concerns raised by the Court in *State of New York*. Therefore, before the Bellefonte nuclear power plant can be licensed, those impacts must be addressed.

Intervenors do not currently take a position on the question of whether the environmental impacts of post-operational spent fuel storage should be discussed in an individual EIS or environmental assessment for this facility or a generic EIS or environmental assessment. That question must be decided by the NRC in the first instance. *Baltimore Gas and Electric Co. v. NRDC*, 462 U.S. 87 (1983). Intervenors reserve the right to challenge the adequacy of any generic analysis the NRC may prepare in the future to address the site-specific environmental conditions at Bellefonte. The current circumstances, however, are such that the NRC has no valid environmental analysis, either generic or site-specific, on which to base the issuance of a license for this facility.

2. The Contention is Within the Scope of the Proceeding

The contention is within the scope of this licensing proceeding because it seeks to ensure that the NRC complies with the NEPA before issuing a COL for Bellefonte. There is no doubt

that the environmental impacts of spent fuel storage must be addressed in all NRC reactor licensing decisions. *State of New York*, slip op. at 8 (holding that the WCD is a predicate to every licensing decision); *Minnesota v. NRC*, 602 F.2d 412 (D.C. Cir. 1979).

3. The Issues Raised Are Material to the Findings that the NRC Must Make to Support the Action that is Involved in this Proceeding

The issues raised in this contention are material to the findings the NRC must make to support the action that is involved in this proceeding, in that the NRC must render findings pursuant to NEPA covering all potentially significant environmental impacts. *See* discussion above in subsection (2). As such, in the absence of 10 C.F.R. § 51.23(a), it is clear that this contention addresses a material omission in the NRC staff's environmental review pursuant to NEPA.

4. Concise Statement of Facts of Expert Opinion Support the Contention

This contention is based primarily on law rather than facts. Intervenors have adequately supported their contention by citing *State of New York* and discussing its legal effect on this proceeding. Intervenors also rely on the undisputed fact that the NRC has taken no steps to cure the deficiencies in the basis for 10 C.F.R. § 51.23(a) that the Court identified in *State of New York*.

5. A Genuine Dispute Exists with the Applicant on a Material Issue of Law or Fact.

The Intervenors have a genuine dispute with the applicant regarding the legal adequacy of the environmental analysis on which the applicant relies in seeking [a COL or license renewal] in this proceeding. Unless or until the NRC cures the deficiencies identified in *State of New York* or the applicant withdraws its application, this dispute will remain alive.

IV. THE CONTENTION IS TIMELY PURSUANT TO 10 C.F.R. § 2.309(f)(2).

The contention meets the timeliness requirements of 10 C.F.R. § 2.309(f)(2), which call for a showing that:

- (i) The information upon which the amended or new contention is based was not previously available;
- (ii) The information upon which the amended or new contention is based is materially different than information previously available; and
- (iii) The amended or new contention has been submitted in a timely fashion based on the availability of the subsequent information.

Id.

Intervenors satisfy all three prongs of this test. First, the information on which the contention is based -- *i.e.*, the invalidity of 10 C.F.R. § 51.23(b) and the findings on which it is based -- is new and materially different from previously available information. Prior to June 8, 2012, 10 C.F.R. § 51.23 was presumptively valid. Subsequent to the issuance of *State of New York* by the U.S. Court of Appeals, the NRC no longer has a lawful basis for relying on that regulation to exempt itself or license applicants from considering the environmental impacts of post-operational spent fuel storage in the environmental analyses for individual reactor license applications. By the same token, the generic analyses in the WCD and the TSR, on which the NRC relied for all of its reactor licensing decisions, are no longer sufficient to support the issuance of a license. Therefore the NRC lacks an adequate legal or factual basis to issue a COL for Bellefonte Units 3 and 4.

Finally, the contention is timely because it has been submitted within 30 days of June 8, 2012, the date the U.S. Court of Appeals issued *State of New York*.

V. CONSULTATION CERTIFICATION PURSUANT TO 10 C.F.R. § 2.323(b)

Intervenors certify that on July 6, 2012, we contacted counsel for the applicant and the NRC staff in an attempt to obtain their consent to this Motion. Counsel for the applicant Steven P. Frantz, Esq. Counsel for the NRC staff Andra Silvia, Esq.

VI. CONCLUSION

For the reasons stated, Intervenors respectfully requests that the Atomic Safety and Licensing Board grant leave to file their contention.

Respectfully submitted this 9th day of July, 2012.

A handwritten signature in black ink that reads "Louis A. Zeller". The signature is written in a cursive style and is followed by a horizontal line.

Louis A. Zeller
Blue Ridge Environmental Defense League
PO Box 88 Glendale Springs, NC 28629
(336) 982-2691
BREDL@skybest.com

July 9, 2012

**UNITED STATES OF AMERICA
NUCLEAR REGULATORY COMMISSION**

**ATOMIC SAFETY AND LICENSING BOARD PANEL
BEFORE THE LICENSING BOARD**

_____)	
In the Matter of)	
Tennessee Valley Authority)	Docket Nos. 52-014, 52-015
Bellefonte Nuclear Power Plant)	ASLBP No. 08-864-02-COL-BD01
Units 3 and 4)	
_____)	

CERTIFICATE OF SERVICE

I hereby certify that copies of the
**INTERVENORS' MOTION FOR LEAVE TO FILE A NEW CONTENTION
CONCERNING TEMPORARY STORAGE AND ULTIMATE DISPOSAL OF
NUCLEAR WASTE AT BELLEFONTE**
were served this day July 18, 2012 on the following persons
via Electronic Information Exchange.

US Nuclear Regulatory Commission Atomic
Safety and Licensing Board Panel
Mail Stop T-3F23
Washington, DC 20555-0001

G. Paul Bollwerk, III, Chair
Administrative Judge
(Email: gpb@nrc.gov)

Dr. Anthony J. Baratta
Administrative Judge
(Email: ajb5@nrc.gov)

Dr. William W. Sager
Administrative Judge
(Email: wws1@nrc.gov)

Erica LaPlante, Law Clerk
(E-mail: eall@nrc.gov)

US Nuclear Regulatory Commission
Office of the Secretary
Mail Stop O-16C1
Washington, DC 20555-0001
Hearing Docket
(E-mail: hearingdocket@nrc.gov)

Office of Commission Appellate
Adjudication
Mail Stop: O-16C1
US Nuclear Regulatory Commission
Washington, DC 20555-0001
(E-mail: ocaamail@nrc.gov)

US Nuclear Regulatory Commission
Office of the General Counsel
Mail Stop O-15 D21
Washington, DC 20555-0001
Kathryn Winsberg, Esq.
(E-mail: klw@nrc.gov)

Continued next page

Patrick A. Moulding, Esq.
E-mail: pam3@nrc.gov
Ann P. Hodgdon, Esq.
(E-mail: aph@nrc.gov)
Jody C. Martin, Esq.
(E-mail: jcm5@nrc.gov)
OGC Mail Center
(E-mail: OGCMailCenter@nrc.gov)

Bellefonte Efficiency & Sustainability Team
Louise Gorenflo
185 Hood Drive
Crossville, TN 28555
(E-mail: lgorenflo@gmail.com)

Morgan, Lewis & Bockius LLP
1111 Pennsylvania Ave., NW
Washington, DC 20004
Steven P. Frantz, Esq.
(E-mail: sfrantz@morganlewis.com)
Stephen J. Burdick, Esq.
(E-mail: sburdick@morganlewis.com)
Alvin H. Gutterman, Esq.
(E-mail: agutterman@morganlewis.com)
Jonathan M. Rund, Esq.
(E-mail: jrund@morganlewis.com)

Tennessee Valley Authority
400 West Summit Hill Dr., WT 6A-K
Knoxville, TN 37902
Edward J. Vigluicci, Esq.
E-mail: ejvigluicci@tva.gov

North Carolina Waste Awareness and
Reduction Network
2121 Damascus Church Road
Chapel Hill, NC 27515
John D. Runkle, Esq.
(E-mail: jrunkle@pricecreek.com)

Southern Alliance for Clean Energy
428 Bull Street, Suite 201
Savannah, Georgia 31401
Sara Barczak, Director
(E-mail: sara@cleanenergy.org)

Signed this day in Glendale Springs, NC

A handwritten signature in black ink that reads "Louis A. Zeller". The signature is written in a cursive style and is followed by a horizontal line.

Louis A. Zeller
Blue Ridge Environmental Defense League
PO Box 88 Glendale Springs, NC 28629
(336) 982-2691 (336) 977-0852
(E-mail: BREDL@skybest.com)

July 9, 2012

