

# Nuclear Energy and Nuclear Fuel Cycle Policy Options after the Fukushima Accident

East Asian Alternative Nuclear Weapons Future Conference &  
East Asian Alternative Energy Futures Conference

Honolulu, Hawaii,

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*Note: The views expressed here are of my own and do not necessarily reflect those of the JAEC  
nor the government.*



# Summary

- After 3/11, priority of nuclear energy policy has changed significantly. **Top priority should be on measures dealing with the Fukushima Daiichi nuclear power plant decommissioning and securing welfare of people affected by the accident.**
- Given the uncertainty in future directions of nuclear energy, **priority should be on the necessary measures regardless of future of nuclear energy policy.**
- Based on the assessments, on economics, safety, and proliferation risks etc., made by the subcommittee, JAEC issued a policy statement that **nuclear fuel cycle policy needs to be more flexible** in order to cope with future uncertainty.
- Specifically, priority should be on the following measures.
  - **Expansion of spent fuel storage (especially dry cask storage)**
  - **Measures to enable “direct disposal” of spent fuel**
  - **Plutonium stockpile management**



# Japan Atomic Energy Commission (JAEC)

## ○The Role of Japan Atomic Energy Commission

The Japan Atomic Energy Commission is set up in the Cabinet Office and has five commissioners. Its mission is *to conduct planning, deliberations, and decision-making* regarding basic policy for research, development, and utilization of nuclear energy, including the formulation of the Framework for Nuclear Energy Policy *except matters related to nuclear safety regulation*. When the JAEC deems it necessary as a part of its assigned mandate, *JAEC can recommend and demand reports of the head of relevant administrative organization through the Prime Minister*.

Members: 5 (appointed by the Prime Minister with the consent of the House of Representatives and House of Councilors)



Chairman  
Dr. Shunsuke KONDO



Vice Chairman  
Dr. Tatsujiro SUZUKI



Commissioner  
Ms. Etsuko AKIBA



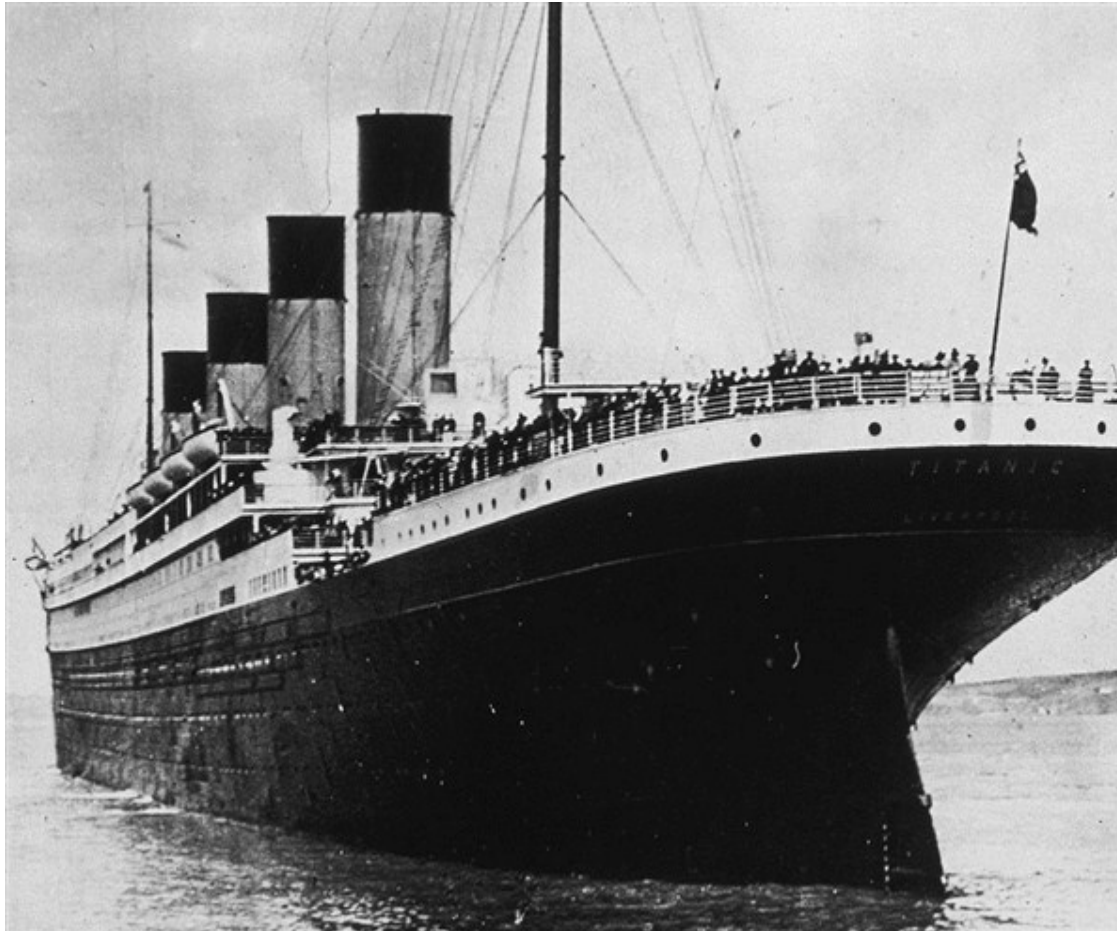
**RESIGNED**  
~~Commissioner~~  
Dr. Mie OBA



**RESIGNED**  
~~Commissioner~~  
Dr. Akira OMOTO

## Role of JAEC (??)

- A small tag-boat for a giant Titanic? –



# Expert Panel on Reviewing Role of AEC

## 2013/12/10

Role of AEC should be fundamentally **changed from basic policy maker as a promoter of nuclear energy to act as an advisor for better governance** of nuclear energy, while maintaining its neutral positions. Its activities should focus on the following areas:

- ① **Assuring peaceful use of nuclear energy and non-proliferation**
- ② Management and disposal of radioactive waste
- ③ Other important matters (such as decommissioning of Fukushima nuclear power plants)

[http://www.cas.go.jp/jp/seisaku/genshiryoku\\_kaigi/dai12/siryou2.pdf](http://www.cas.go.jp/jp/seisaku/genshiryoku_kaigi/dai12/siryou2.pdf)



# Fukushima Daiichi Decommissioning and Restoring life in Fukushima area





Struggling with contaminated water...during the recent typhoon (Sept. 15, 2013)



[http://www.tepco.co.jp/nu/fukushima-np/handouts/2013/images/handouts\\_130917\\_01-j.pdf](http://www.tepco.co.jp/nu/fukushima-np/handouts/2013/images/handouts_130917_01-j.pdf)

*"I think the current situation is that it is not under control,"* by a TEPCO official.

*-Fukushima 'not under control' – TEPCO official refutes PM's assurances, Reuter, Sept. 13, 2013*

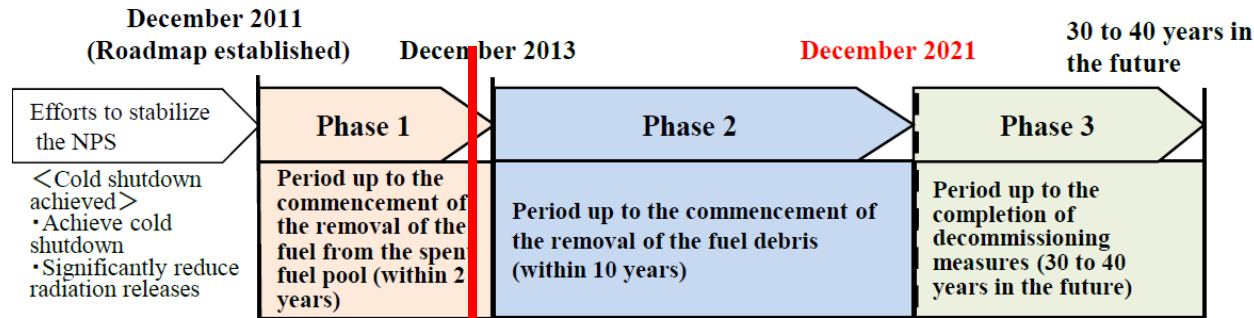
<http://rt.com/news/fukushima-under-control-tepco-819/>



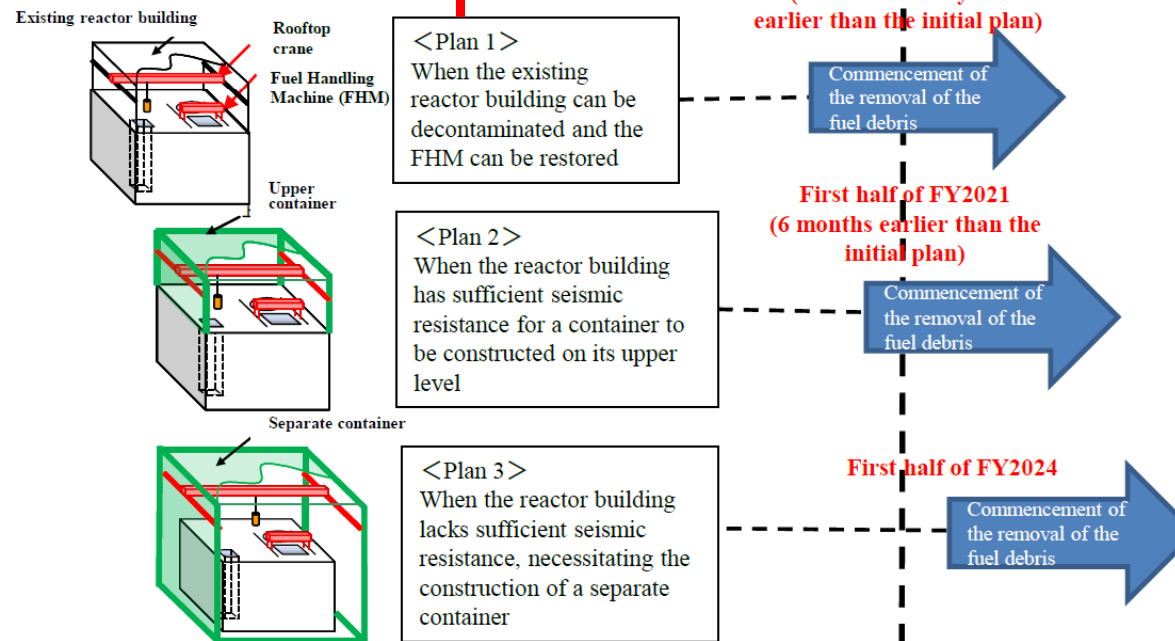
[http://www.meti.go.jp/english/earthquake/nuclear/decommissioning/pdf/20130903\\_01a.pdf](http://www.meti.go.jp/english/earthquake/nuclear/decommissioning/pdf/20130903_01a.pdf)

# Mid-Long Term Roadmap for Fukushima Dai-ichi

## Targets under the Initial Roadmap



## Plan under the Revised Roadmap (example: Unit 2)



Source: Agency for Natural Resources and Energy, Announcement of the Revised Version of the Mid-and-Long-Term Roadmap towards the Decommissioning of TEPCO's Fukushima Daiichi Nuclear Power Station Units 1-4, June 2013,

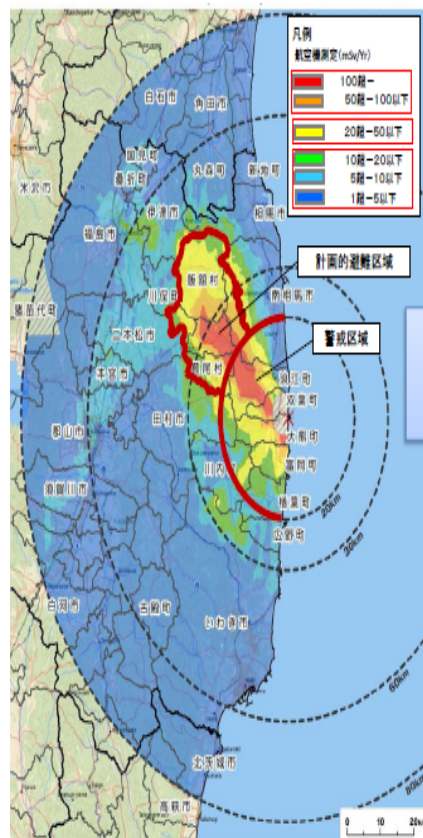
[http://www.meti.go.jp/english/press/2013/0627\\_01.html](http://www.meti.go.jp/english/press/2013/0627_01.html)



# Evacuation Area Amended (13/08/08)

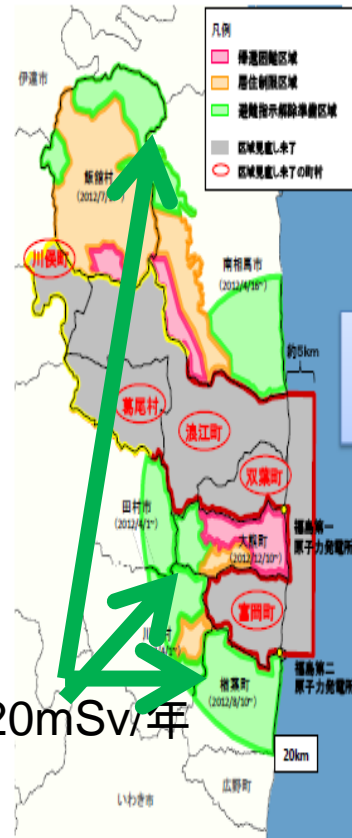
(2012/04/29)

平成23年4月29日時点の  
線量分布



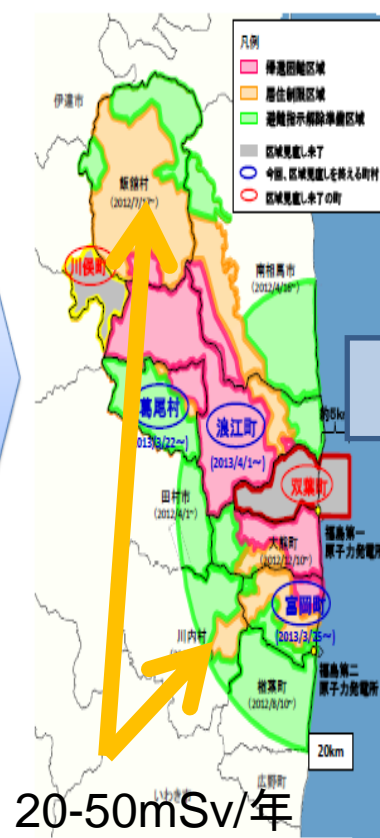
(12/12/10)

平成24年12月10日時点  
(今回の区域見直し前)



(13/04/01)

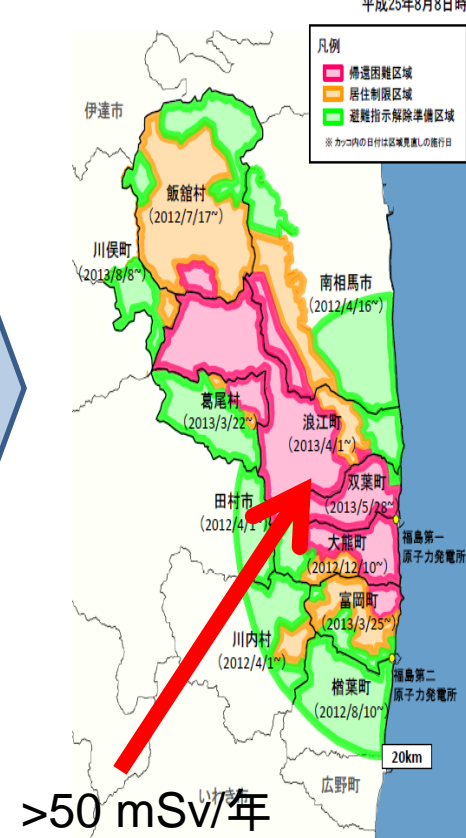
平成25年4月1日以降  
(今回の区域見直し後)



(13/08/08)

避難指示区域の概念図

平成25年8月8日時点



<http://www.kantei.go.jp/saigai/pdf/20130307gainenzu.pdf>,

<http://www.kantei.go.jp/saigai/pdf/20130808gainenzu.pdf>

Tomioka

# Cherry blossom in Tomioka Town (10 km from Fukushima Daiichi, 2012/04)



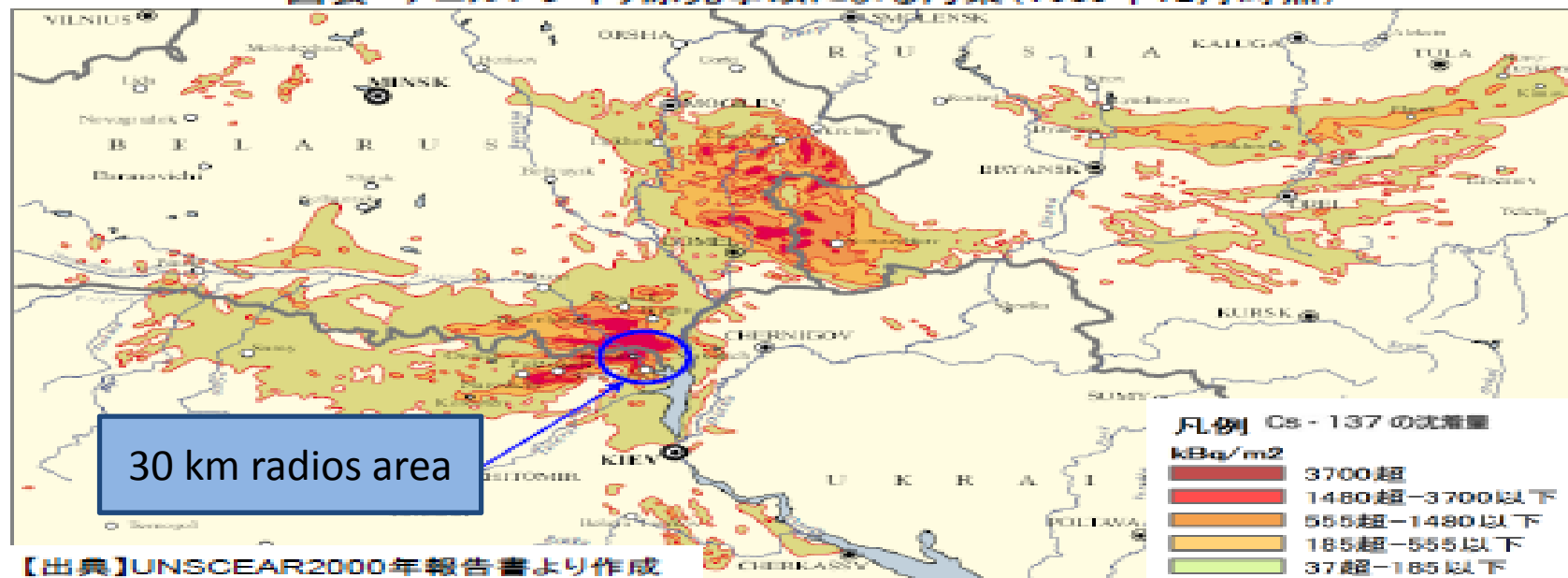
<http://www.asahi.com/special/10005/images/TKY201204190192.jpg>



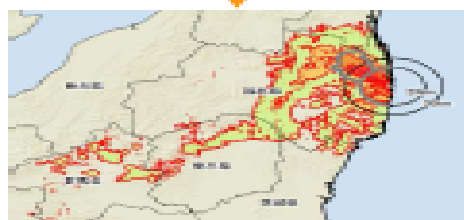
<http://img.47news.jp/PN/201204/PN2012041901001125.-.-.CI0003.jpg>

# Compared with the Chernobyl accident

図表 チェルノブイリ原発事故による汚染(1989年12月時点)



両図を同縮尺  
で記載



図表 東電福島第一  
原発事故による汚染  
(2011年11月時点)

【出典】文部科学省発表資料(2011年11月)より作成

図表 汚染地域の面積

汚染濃度 (kBq/m <sup>2</sup> )	汚染地域の面積(km <sup>2</sup> )		
	Chernobyl	Fukushima	F/C
> 1,480	3,100	200	6 %
555 - 1,480	7,200	400	6 %
185 - 555	18,900	1,400	7 %
37 - 185	116,900	6,900	6 %
合計面積	146,100	8,900	6 %



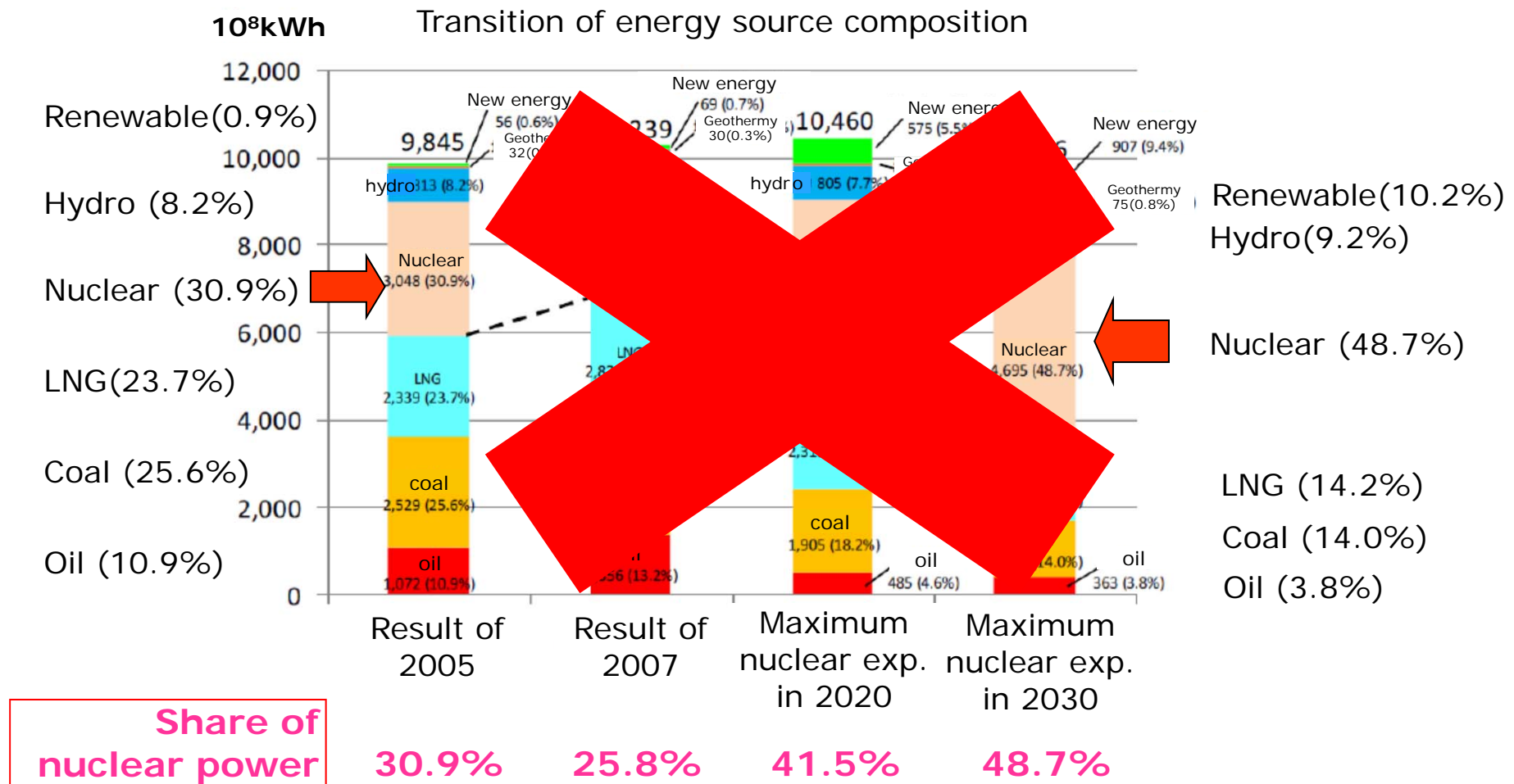
# Restoring Public Trust in Nuclear Safety and Energy Policy





# Goal of Power Production Mix in 2030

## Before 2011/3/11



Source: Institute of Energy Economics, March 2010



~80-85%

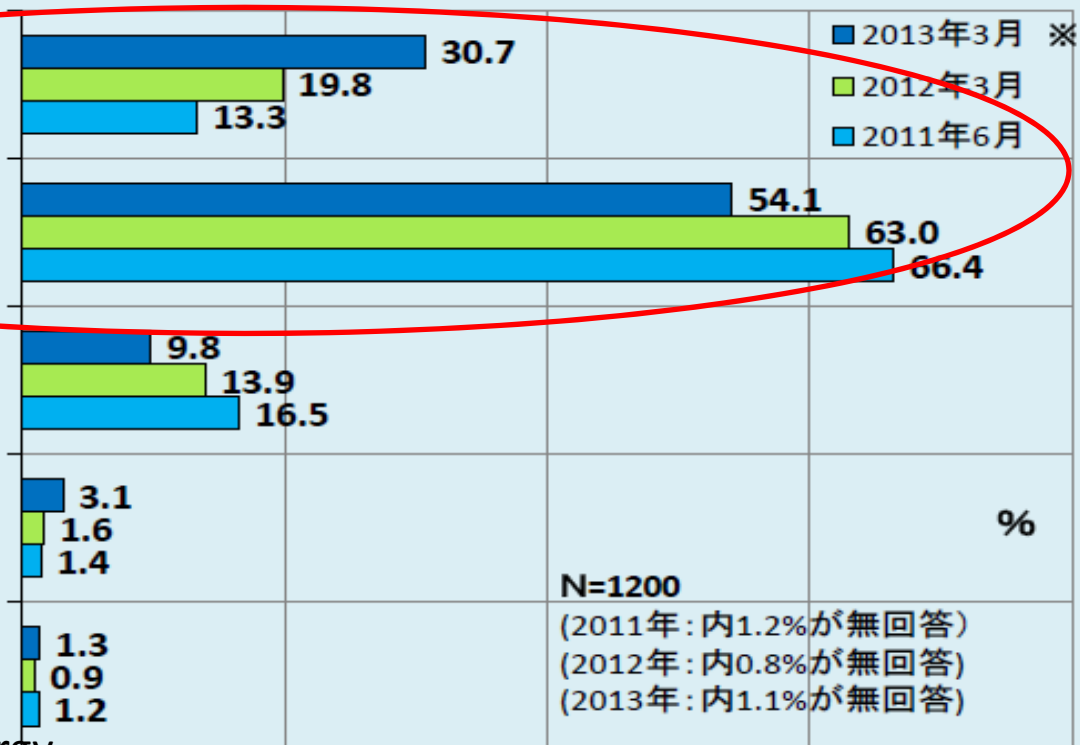
原子力発電は直ちにやめるべき  
Immediately shutdown

段階的に縮小すべき  
Gradually phase-out

現状を維持すべき  
Status quo

段階的に増やすべき  
Gradually increase

全面的に原子力発電に依存すべき



Total Dependence on Nuclear Energy

What is your opinion about nuclear power in Japan?

## 日本の原子力発電はどうあるべきか

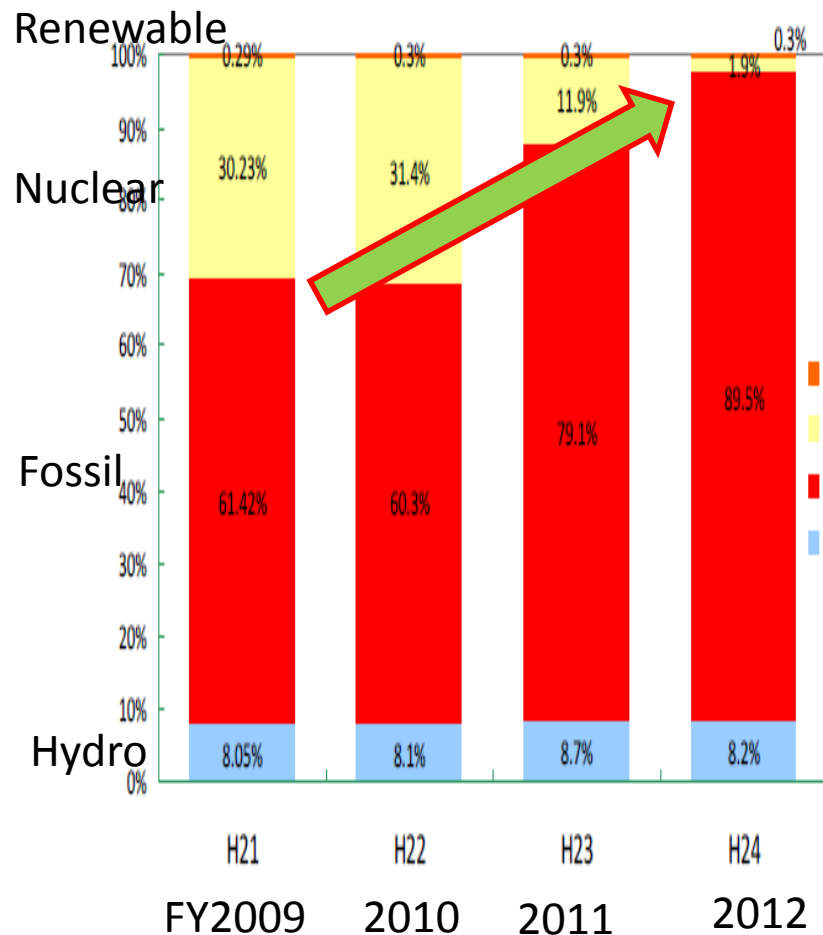
※2013年の調査では、回答項目は「再稼働を認めず、直ちにやめるべき」「再稼働を認めて段階的に縮小すべき」「再稼働を認めて現状を維持すべき」「再稼働を認めて段階的に増やすべき」であった。

Source: Prof. Hirotada Hirose, "Changes of Public Opinion about Nuclear Power,"  
Presented at Japan Atomic Energy Commission, July 17, 2013

<http://www.aec.go.jp/jicst/NC/iinkai/teirei/siryo2013/siryo27/siryo2.pdf>

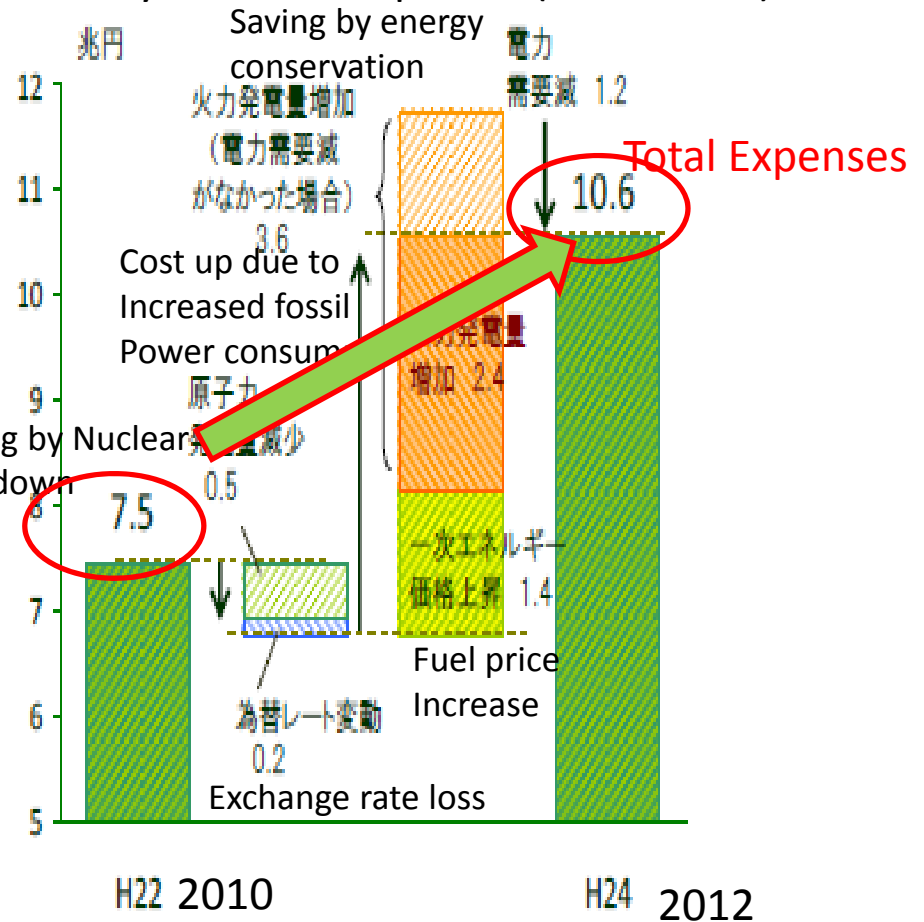


# Impact of Shutdown of Nuclear Power from FY 2010 to FY 2012



Share of nuclear power down from 31% to 2%

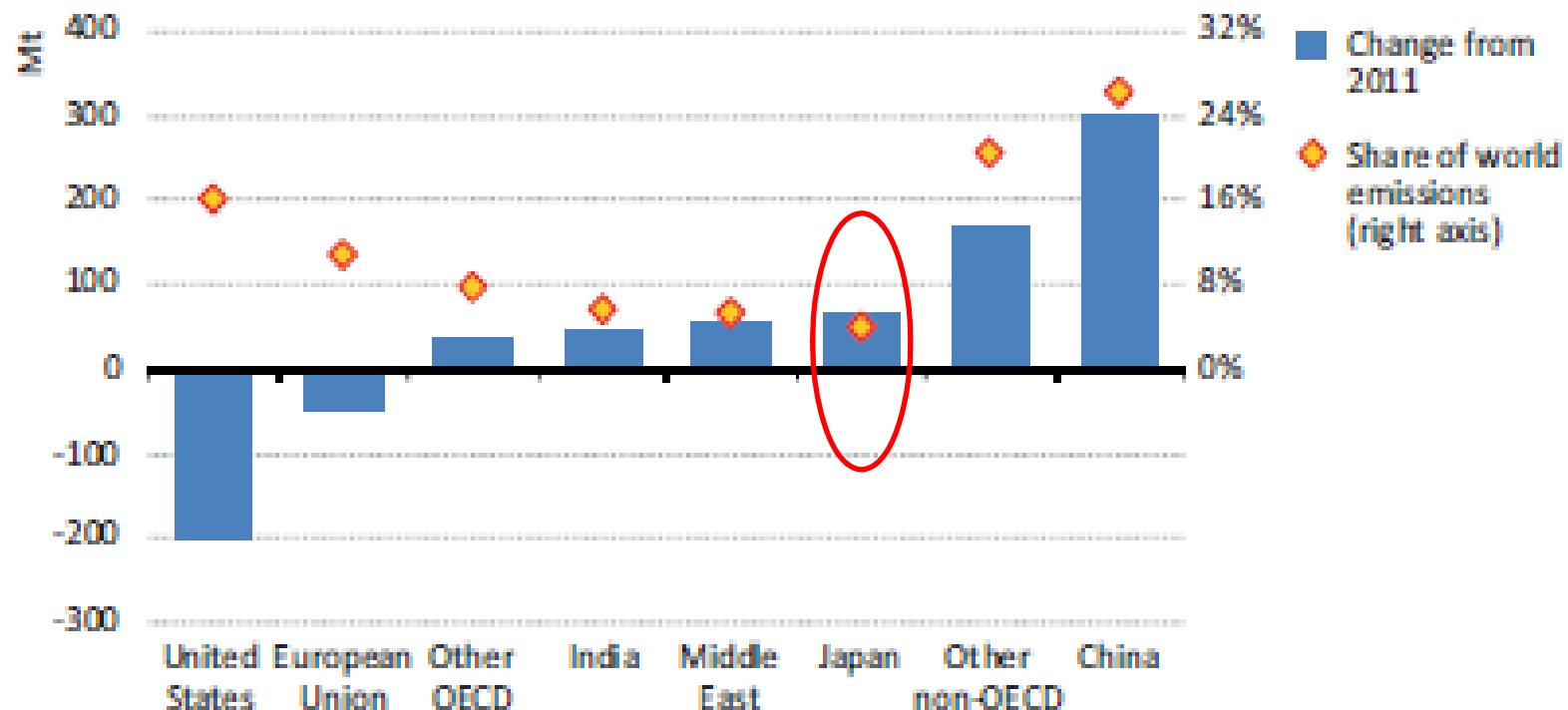
Expenses by Power Companies (Trillion Yen)



3.1 trillion yen extra expenses due to loss of nuclear power

# Japan's CO<sub>2</sub> emission increased by 70 MT or 5.8% from 2011

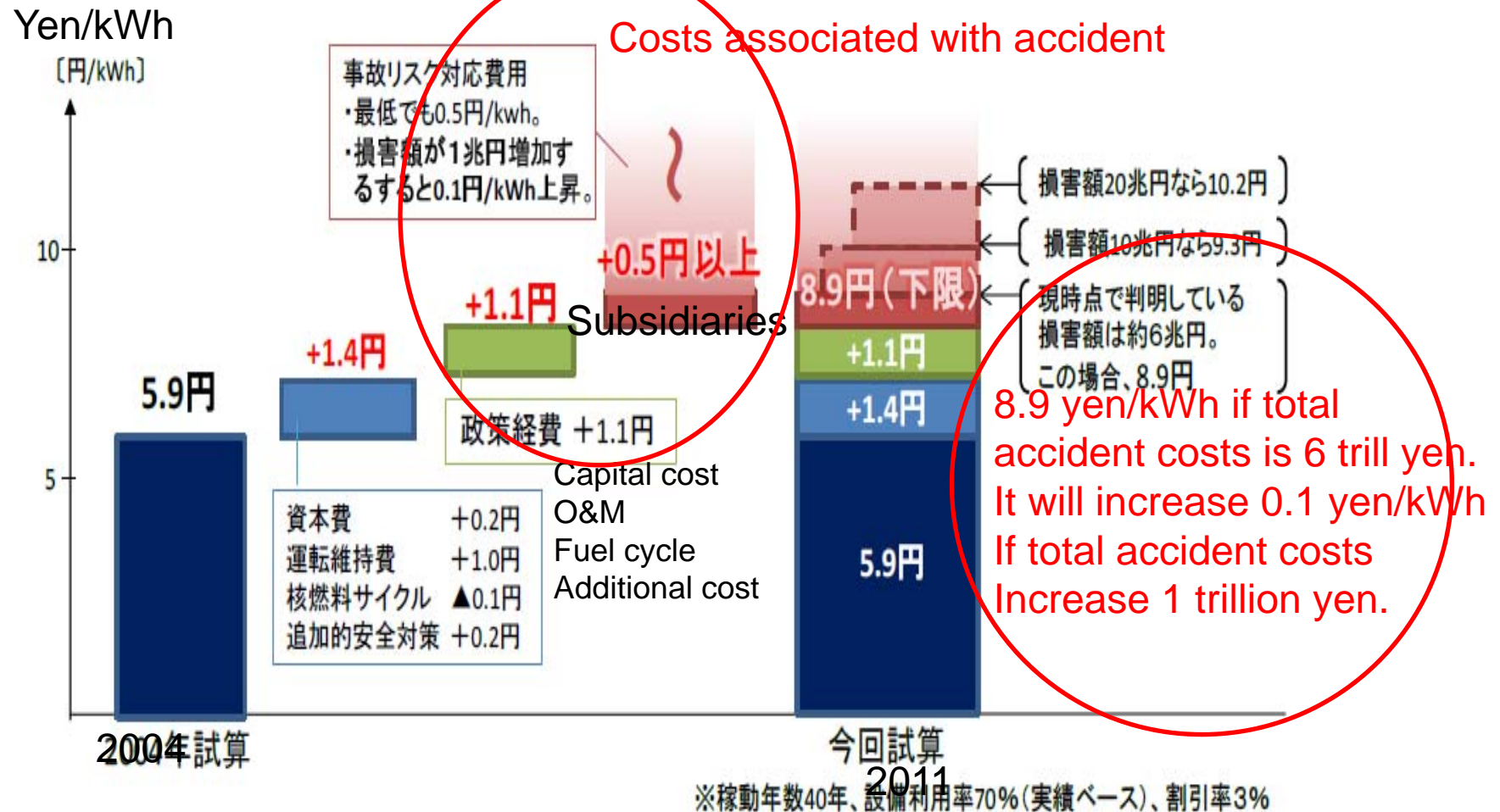
**Figure 1.8** CO<sub>2</sub> emissions trends in 2012



Source: International Energy Agency (IEA), "Redrawing Energy Climate Map," 10 June 2013, <http://www.worldenergyoutlook.org/media/weowebiste/2013/energyclimatemap/RedrawingEnergyClimateMap.pdf>



# Nuclear Power Generation Costs (2004, 2011)



(図 20) 原子力の発電コスト (2004 年試算と今回試算)

出所: コスト等検証委員会報告書、2011年12月19日

<http://www.npu.go.jp/policy/policy09/pdf/20111221/siryo3.pdf>



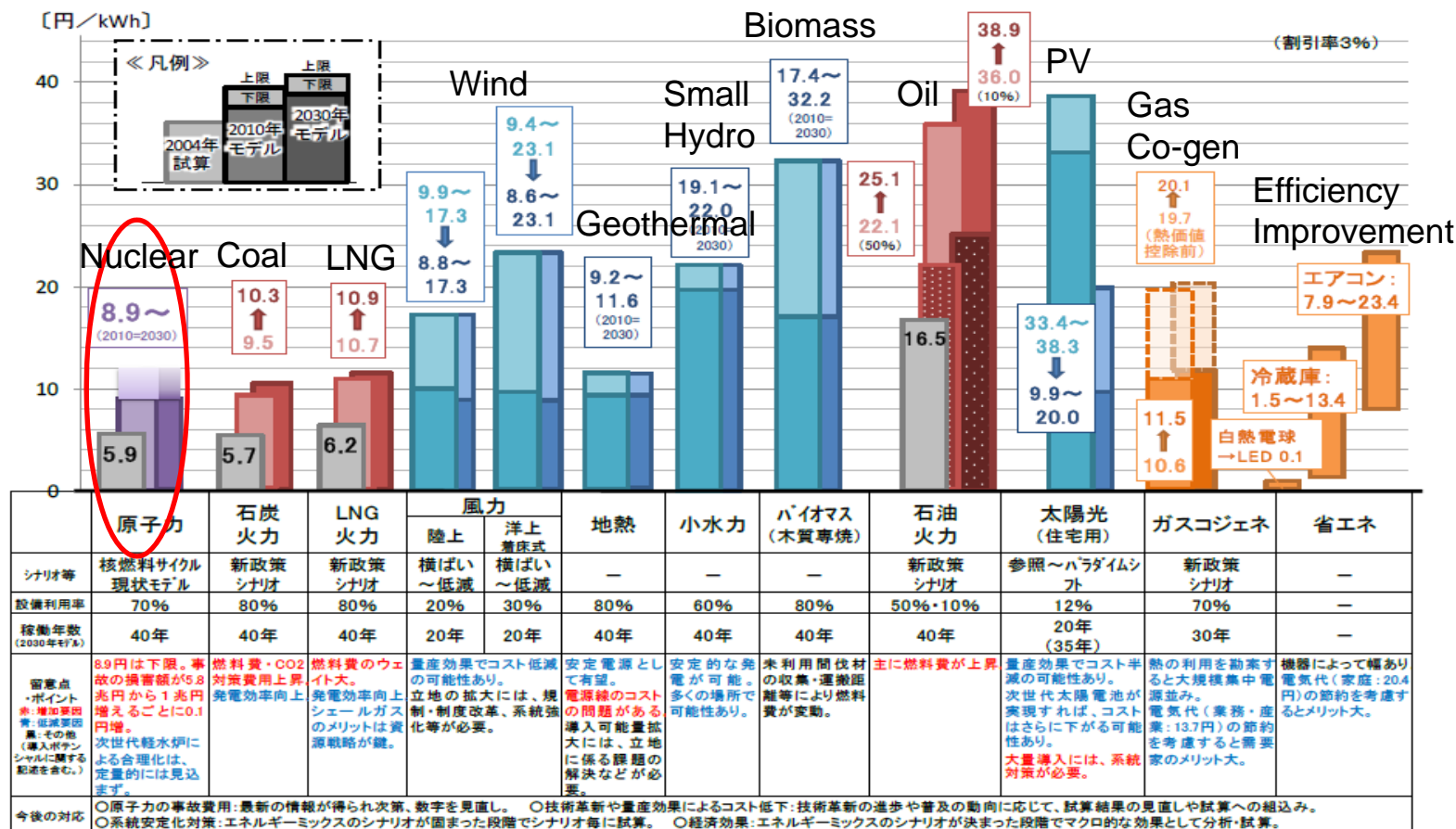
# Nuclear power can be competitive, but social costs can be high...

## 【コスト試算のポイント】

○モデルプラント形式(最近7年間の稼働開始プラント、最近3年間の補助実績等を基に設定)

○CO2対策費用、原子力の事故リスク対応費用、政策経費等の社会的費用も加算。

○2020年、2030年モデルは燃料費・CO2対策費の上昇、技術革新等による価格低減を見込んで試算。



(図 36) 主な電源の発電コスト (2004年試算/2010年・2030年モデルプラント)



出所:コスト等検証委員会報告書、2011年12月19日

<http://www.npi.go.jp/policy/policy09/pdf/20111221/siryo3.pdf>



# PM Abe's Statement at Diet on Energy Policy (2013/02/28)

- Reflecting on the accident at Tokyo Electric Power Company's Fukushima Daiichi Nuclear Power Station, under the Nuclear Regulation Authority, **we will foster a new culture of safety that will uncompromisingly enhance the degree of safety.** After doing so **we will restart nuclear power plants where safety has been confirmed.**
- **We will promote the introduction of energy conservation and renewable energies to the greatest possible extent to reduce our degree of dependency on nuclear power as much as possible.** At the same time, we will begin **a fundamental reform of the electric system.**

[http://www.kantei.go.jp/foreign/96\\_abe/statement/201302/28siseuhousin\\_e.html](http://www.kantei.go.jp/foreign/96_abe/statement/201302/28siseuhousin_e.html)



Recommendations to the Energy Basic Plan (Draft)  
by METI's Advisory Council on Energy  
- For Nuclear Energy Policy (2013/12/06)

- We continue to use nuclear energy **as an important base-load energy source** to support stable energy supply
- We **reduce dependence on nuclear energy as much as possible** by expanding renewable energy, energy efficiency and more efficient fossil power plants.
- Under this basic policy, considering the constraints of energy resource situations, we **maintain the necessary level of nuclear power** from the viewpoints of energy supply stability, cost reduction, climate change, human resources to maintain the safety.

<http://www.enecho.meti.go.jp/info/committee/kihonseisaku/12th/12th1-2.pdf>



# Recommendations to the Energy Basic Plan (Draft) by METI's Advisory Council on Energy - For Nuclear Energy Policy (2013/12/06)

- (1) Measures to recover and revitalize Fukushima
- (2) Enhance safety constantly and establish environment for stable nuclear business operations
- (3 ) Steady progress in measures without delay
  - ① Comprehensive and enhanced measures to deal with spent nuclear fuel
    - Strengthen measures for final disposal of HLW
    - Expansion of spent fuel storage capacity
    - R&D on reduction of toxicity/volume of radioactive waste
  - ② Steady progress in nuclear fuel cycle
    - Important to increase flexibility of nuclear fuel cycle
- (4) Building confidence with citizens, local governments and international society
  - ① Public communication after Fukushima accident
  - ② Building confidence with local siting community
  - ③ Contribution to peaceful use of nuclear energy in the world and non-proliferation

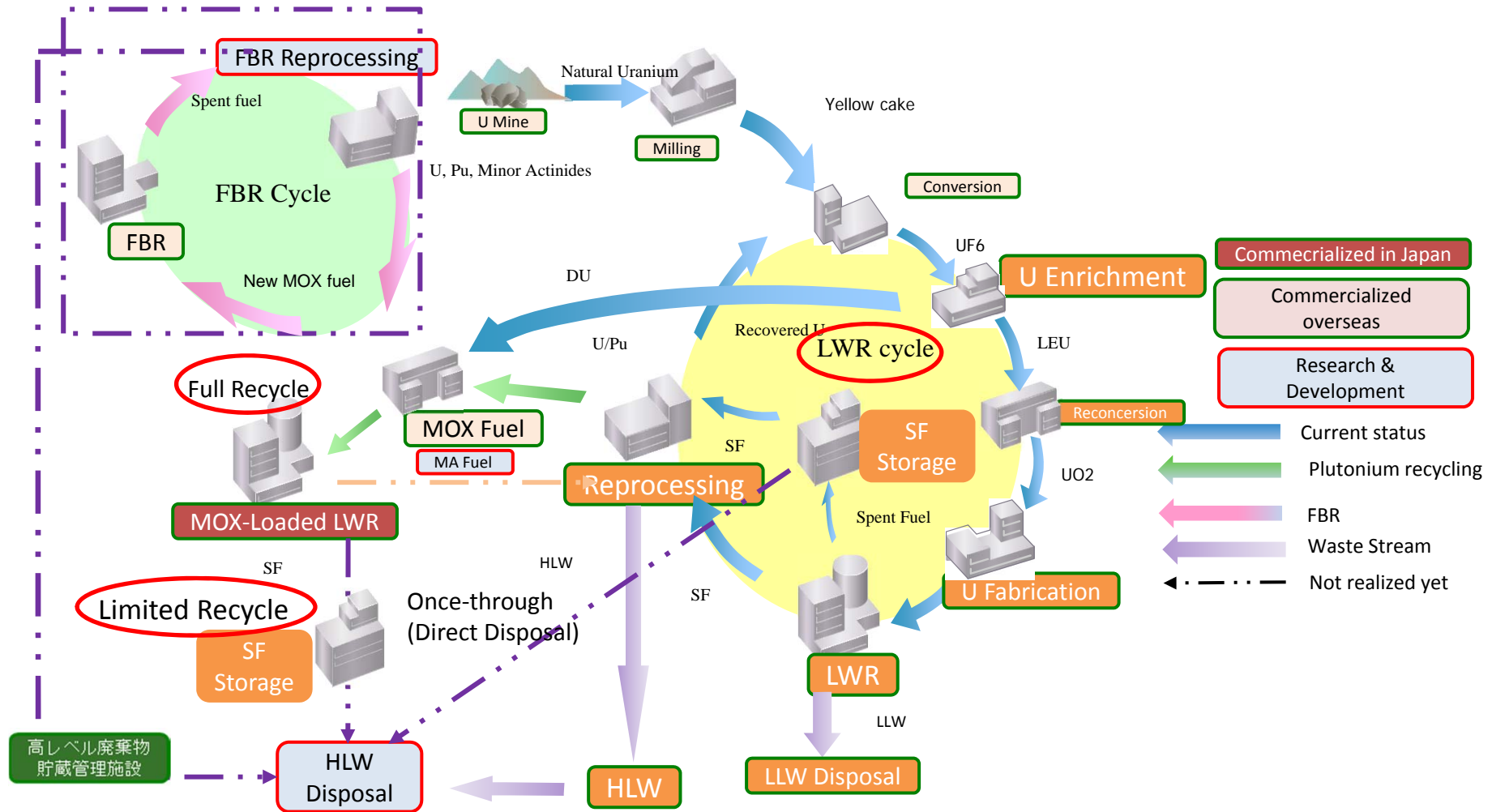
<http://www.enecho.meti.go.jp/info/committee/kihonseisaku/12th/12th1-2.pdf>



# Nuclear Fuel Cycle Options



# Nuclear Fuel Cycle Technology Options



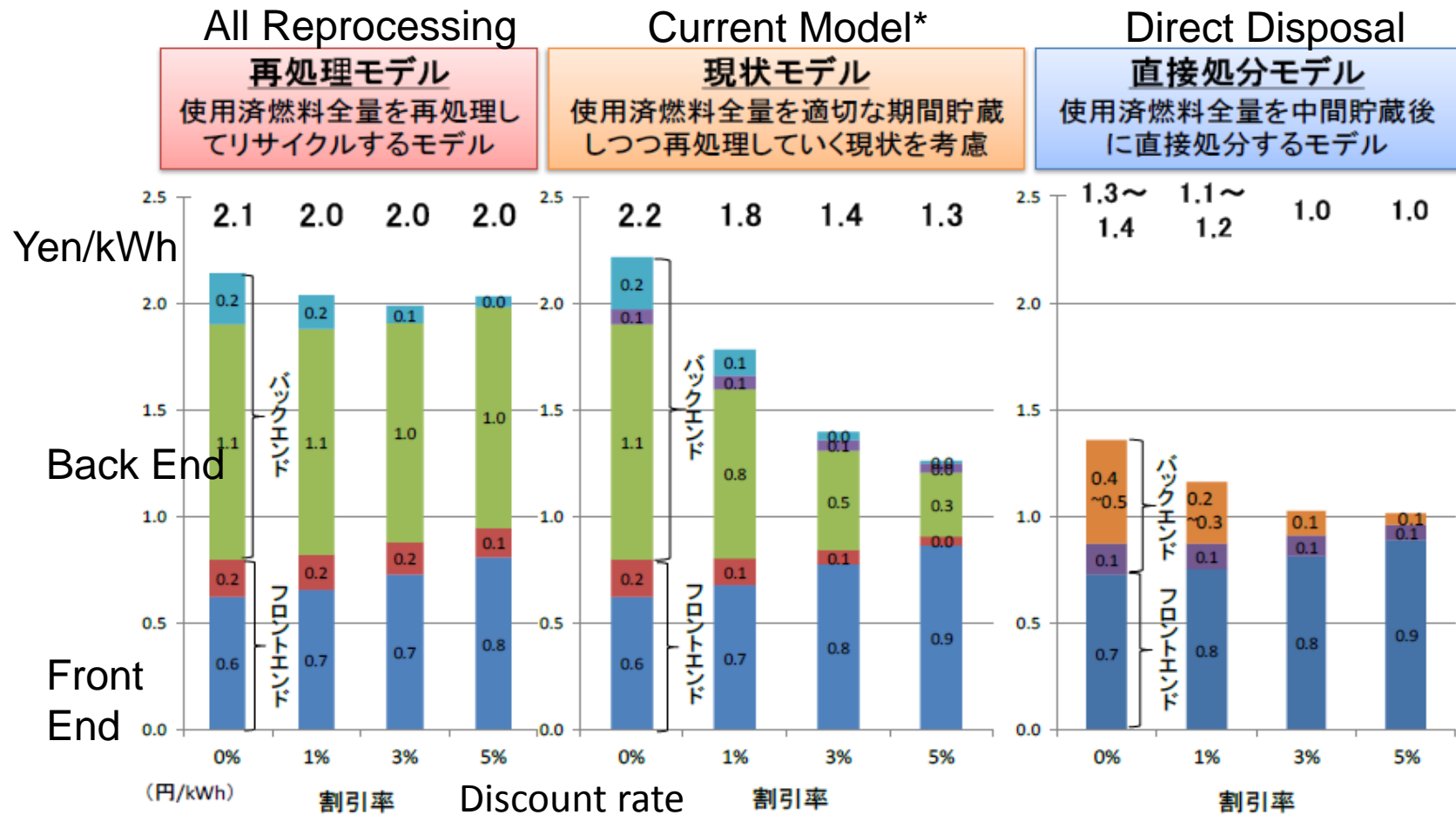


## Major Findings of JAEC subcommittee on nuclear power and fuel cycle (12/06/05)

- For the next 20~30 years, “MOX recycling” and “Once-through” fuel cycle are the only commercially available options.
  - “Once-through” is more desirable from economic and nuclear proliferation/security standpoints, but “MOX recycling” is more desirable from resource efficiency standpoint.
  - No significant difference in terms of safety and waste management.

Source: Chairman’s report on Subcommittee on nuclear power and fuel cycle technologies, June 5, 2012.  
(in Japanese) <http://www.aec.go.jp/jicst/NC/iinkai/teirei/siryo2012/siryo22/siryo1-1.pdf>





(図 17) 核燃料サイクル費用の比較

(再処理モデルと現状モデルと直接処分モデル)

\*50% immediate reprocessing and 50% reprocessing after long term storage

Source: National Policy Unit, Energy and Environmental Council, Cost etc.

Verification Committee.



<http://www.npu.go.jp/policy/policy09/pdf/20111221/siryo3.pdf>

# Fuel Cycle Economics in Variation of Options (Summary)

## ～3 Fuel Cycle Options～

1. Total reprocessing
2. Mixed option
3. Total disposal

## ～4 Nuclear Share Options～

1. Nuclear share: 35 % (Installed capacity: 50 GW)
2. Nuclear share: 20 % (Installed capacity: 30 GW)
3. Nuclear share: 15 % (Installed capacity: 20 GW)
4. Nuclear share: 0 %

○For all nuclear share option, **total expense of F.C. option 3 is less than the other F.C. options.**

○As for F.C. option 3, SF stored in Aomori pref. may have to be sent back and under the worst case, **nuclear power operation could be suspended if new SF storage capacity is not available.**

Total Expense of Fuel Cycle (Unit: trillion yen)

<Discount rate: 0 %>

	F.C. Option 1 Total reprocessing	F.C. Option 2 Coexistence of reprocessing/disposal	F.C. Option 3 Total disposal
Nuclear Share Option I: 35 %	18.4	17.3～18.4	13.9～14.8
Nuclear Share Option II: 20 %	15.4	15.3～15.4	12.0～12.8
Nuclear Share Option III: 15 %	14.4	14.4	10.9～11.6
Nuclear Share Option IV: 0 %	—	—	8.1～8.7

Ref. : <http://www.aec.go.jp/jicst/NC/tyoki/hatukaku/siryo/siryo15/index.htm>

16 May 2012 Technical Subcommittee on Nuclear Power, Nuclear Fuel Cycle, etc., Material No. 1-1, No. 1-2, No. 1-3, No. 1-4 (Japanese)

## Assessment of Nuclear Fuel Cycle Policy Options by Subcommittee (June, 2012)

- “All reprocessing” option: Most desirable when nuclear power will expand or stay as it is
- “Co-existing of reprocessing/direct disposal” option: Most desirable when future of nuclear energy is uncertain
- “All direct disposal” option: Most desirable when nuclear energy will be phased out

Source: Chairman's report on Subcommittee on nuclear power and fuel cycle technologies,  
June 5, 2012. (in Japanese) <http://www.aec.go.jp/jicst/NC/iinkai/teirei/siryo2012/siryo22/siryo1-1.pdf>



## JAEC's Decision on Nuclear Fuel Cycle Policy Options (2012/06/21)

- As recommended by the technical subcommittee, regardless of the policy choice, it is vital to build a system ready to cope with future policy changes

[http://www.aec.go.jp/jicst/NC/about/kettei/kettei120621\\_2.pdf](http://www.aec.go.jp/jicst/NC/about/kettei/kettei120621_2.pdf)





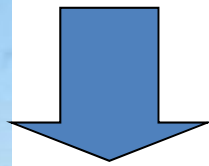
# Three types of spent fuel storage capacity

(As of September 2013, total of 17,335 tons are in storage)

## At-reactor storage

Storage capacity: 20,640 tU/17 sites (as of Sept. 2013, 14,340 tons ~70% full)

**On-site dry cask storage is not allowed by local governments (Fukushima-1 & Tokai-2 was allowed).**



If Rokkasho was cancelled...

## Rokkasho reprocessing plant

Storage capacity: **3,000tU**

(storage **2,945 tU** as of Sept. 2013)

Construction cost: ¥2.14Trillion

Commission date: not known

## Mutsu Interim storage site

Dry Cask storage type

Capacity : totally 5,000 tU

1<sup>st</sup> 3,000 tU, add 2,000tU in future

Operation: October 2013 (postponed)

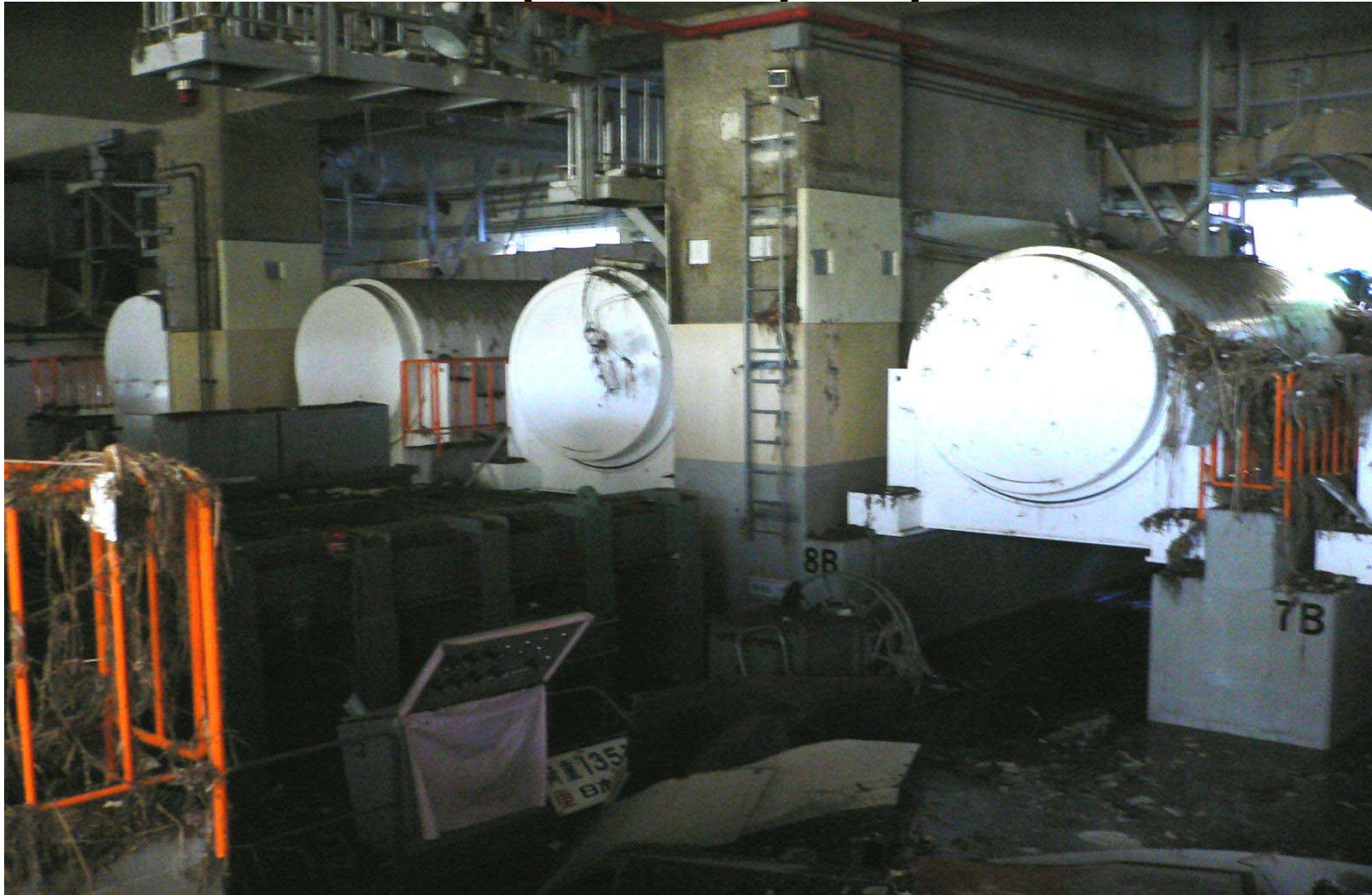
(Status : under construction)

Construction cost: ¥0.1Trillion

(including dry casks)



# Dry Cask Storage at Fukushima Daiichi (after 3/11)



[http://photo.tepco.co.jp/library/110909\\_2/110909\\_69.jpg](http://photo.tepco.co.jp/library/110909_2/110909_69.jpg)

# Basic Policy for FY 2014 Nuclear Energy Budget (2013/07/17)

- On nuclear fuel cycle policy, **there are measures which are necessary regardless of future of nuclear energy policy**. Parties should promote such measures with **increased flexibility** as JAEC decision on June 21, 2013.
- Especially, government should take more active leadership in **expanding storage capacity of spent fuel, measures to enable direct disposal and final disposal of high-level radioactive waste**.
- Especially, on plutonium management, principle of **“no plutonium surplus policy”** should be strictly followed, **with enhanced transparency and more persuasive programs** than the current measures.





## JAEC's "No Pu surplus policy"

- Since 1991, Japan stick to a principle of "no plutonium surplus policy" , i.e. Japan does not have any plutonium which does not have specific purposes to use.
- In August 2003, JAEC announced its new guideline for plutonium management preparing for commissioning of the first commercial reprocessing plant.
  - Utilities are expected to submit **its plutonium usage plan annually before separation of plutonium.**

But, Japan now has 44 tons (35 tons in Europe, 9 tons in Japan) of stockpile.

***"Plutonium stockpile should be reduced regardless of fuel cycle options chosen in the future"***

(Statement in JAEC Subcommittee on Nuclear Power/Nuclear Fuel cycle technologies)  
<http://www.aec.go.jp/jicst/NC/iinkai/teirei/siryo2012/siryo22/siryo1-1.pdf> (in Japanese)



# Pu Use Plan for Rokkasho (FY2010)

	Pu stock (End of FY 2009)	Pu recovered (FY2010)	Pu stock (End of FY2010)	Reactors for Pu use	Pu use per year	Planned period
Hokkaido	72kgfis	0	72kgfis	Tomari#3	0.2tonfis/y	FY2015~
Tohoku	78	0	78	Onagawa#3	0.2	FY2015~
TEPCO	748	0	748	3~4 unit include Fukushima-1#3 (planned)	0.9~1.6	FY2015~
Chubu	182	0	182	Hamaoka#4	0.4	FY2015~
Hokuriku	9	0	9	Shika #1	0.1	FY2015~
Kansai	556	0	556	Takahama#3,4 1~2 unit in Ohi	1.1~1.4	FY2015~
Chugoku	84	0	84	Shimane#2	0.2	FY2015~
Shikoku	133	0	133	Ikata #3	0.4	FY2015~
Kyushu	315	0	315	Genkai #3	0.4	FY2015~
JAPCO	140	0	140	Tsuruga#2. Tokai#2	0.5	FY2015~
J-Power	(purchase from others)			Ohma	1.1	NA
Total	2,317	0	2,317	--	5.5~6.5	--



Source: Federation of Electric Power Cos, Sept. 17, 2010, <http://www.aec.go.jp/jicst/NC/iinkai/teirei/siryo2010/siryo51/siryo1.pdf>

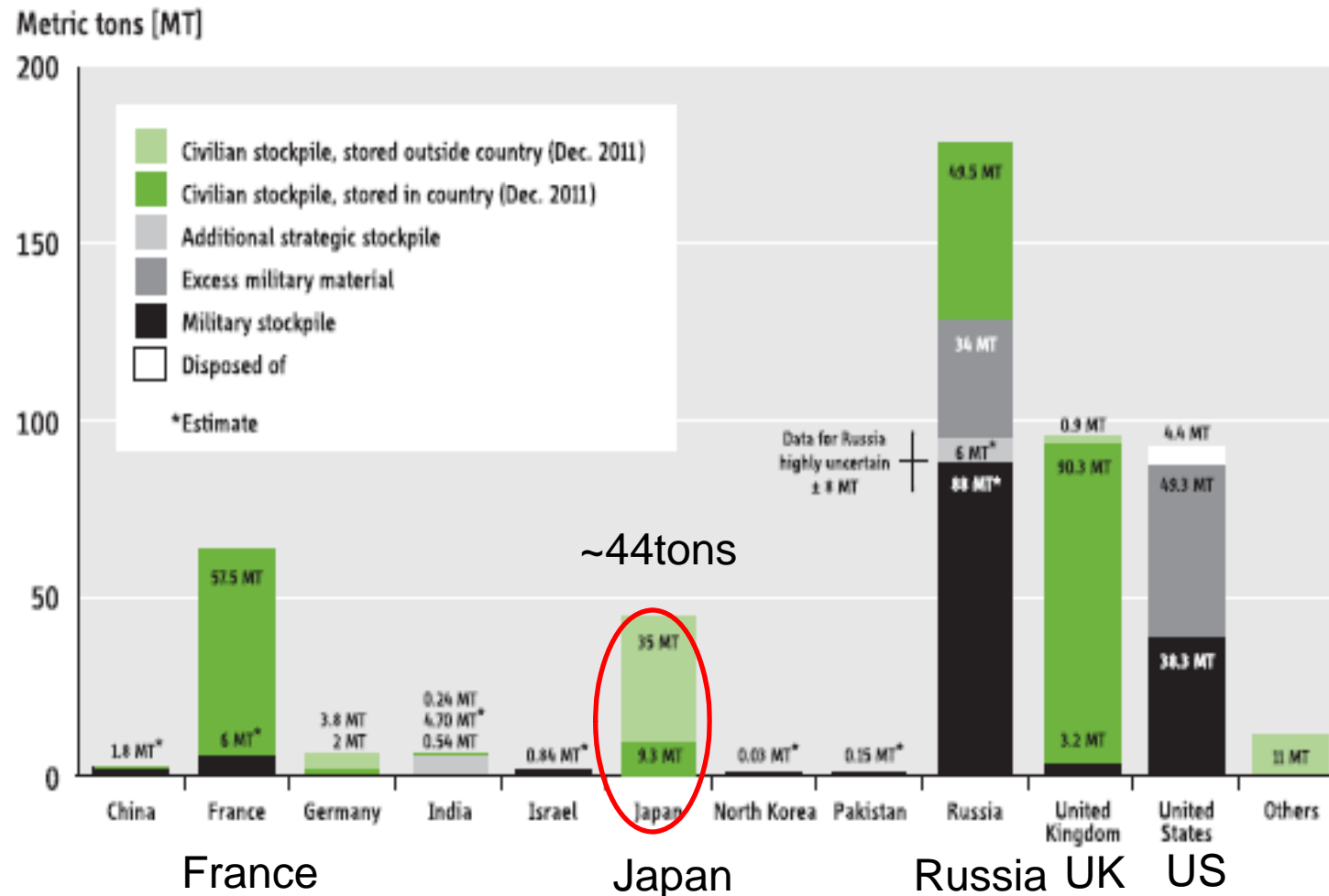
## Plutonium Stockpile in Japan (as of the end of 2012)

	2012 (kg)	2011 (kg)
Stock in Japan (Pu total)		
Reprocessing Plants	4,363	4,364
MOX Fuel Plant	3,364	3,363
Stored at Reactors	1,568	1,568
Sub-total (Pu fissile)	9,295(6,315)	9,295 (6,316)
Stocks in Europe (Pu total)		
UK	17,052	17,028
France	17,895	17,931
Sub-total :Pu total(Pu fissile)	34,946 (23,277)	34,959(23,308)
Total (Pu fissile)	44,241(29,592)	44,254(29,624)



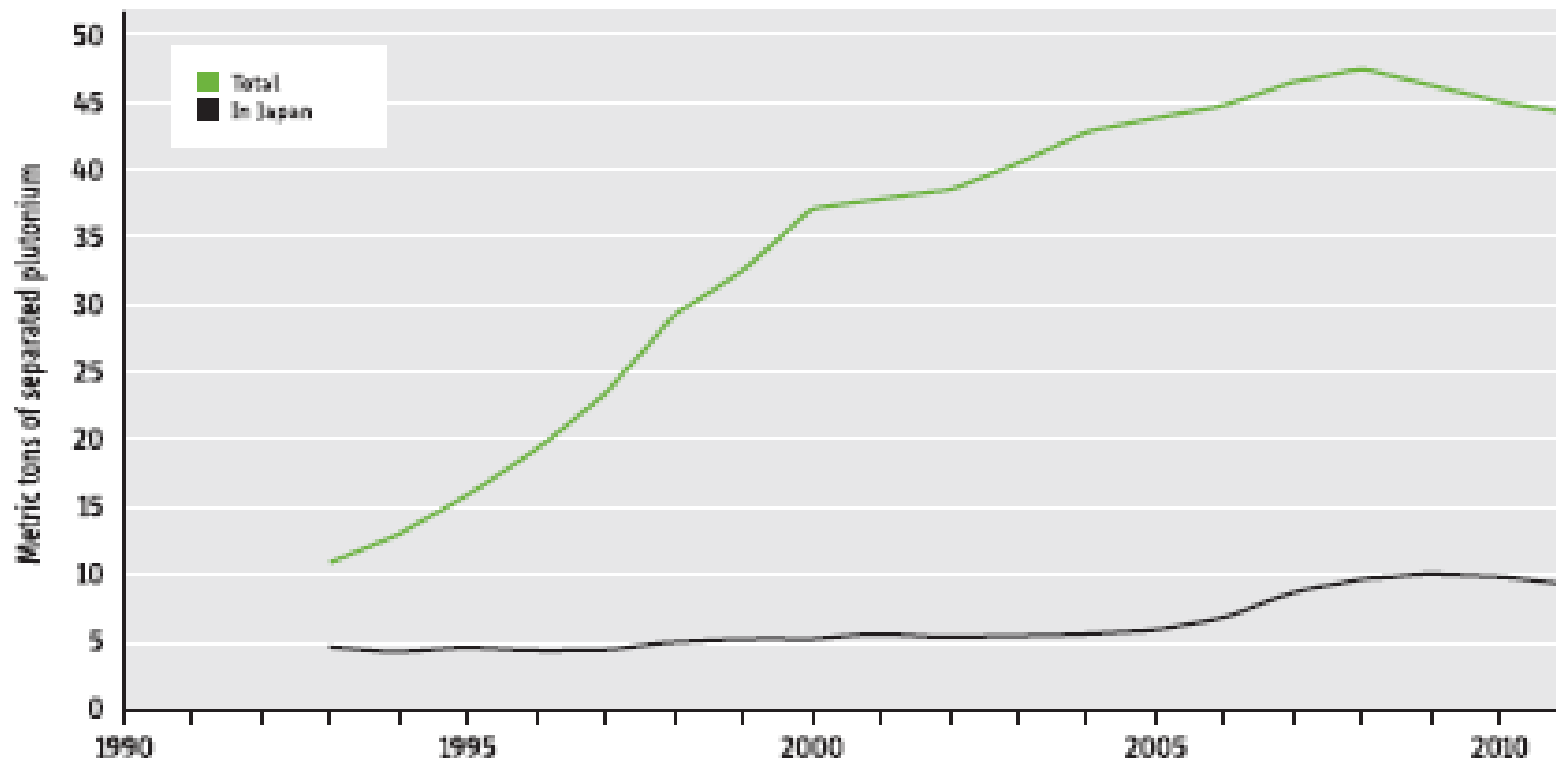
# Global Civilian Plutonium Stockpile (2011)

- Reprocessing has international security implications -



Source: International Panel on Fissile Material (IPFM), Global Fissile Material Report 2013,  
<http://fissilematerials.org/library/gfmr13.pdf>

# Japan's Plutonium Stockpile



Source: International Panel on Fissile Material (IPFM), Global Fissile Material Report 2013,  
<http://fissilematerials.org/library/gfmr13.pdf>



## Second Meeting of the Japan-United States Bilateral Commission on Civil Nuclear Cooperation

(2013/11/4)

- “On nuclear security, Japan and the United States committed to continue to strengthen the nuclear security posture of both countries and to fundamentally reduce the threat that terrorists could acquire nuclear material. Key steps towards these goals include the following:
  - Reducing the quantities and attractiveness of weapons-usable nuclear material;”

<http://www.mofa.go.jp/mofaj/files/000018671.pdf>

<http://www.aec.go.jp/jicst/NC/iinkai/teirei/siryo2013/siryo41/siryo2-2.pdf>



A Proposal for Plutonium Use Policy - personal opinion  
(2013/03/26)

1. **Demand comes first:** Reprocessing should take place only when plutonium demand(use) is specified. In order to achieve this goal, spent fuel storage capacity must be expanded.
2. **Stockpile reduction:** Matching demand/supply is not good enough. Existing stockpile should be reduced before further reprocessing.
3. **Flexible plan:** Current Pu use plan (MOX recycling in 16~18 units) is no longer certain. Other options (Pu ownership transfer, disposition as waste etc.) need to be pursued. With minimizing cost, transportation and time required to dispose.



# REFERENCE



# Life cycle analysis of exposure risk

## 安全性：ライフサイクルでの被ばくリスク(2/3)

### 核燃料サイクルの主要工程毎の被ばく量概算値について

核燃料サイクル 工程		操業後500年間にわたるヨーロッパの 一般公衆の集団被ばく線量 解析値 (manSv/GWe-year)		作業従事者の集団被ばく線量 (manSv/GWe-year)	
U mine	Once-through	Recycle	Once-through	Recycle	
	採掘、精錬	1	0.79 (1)	0.7	0.55 (1)
	転換、濃縮	0 (2)	0 (2)	0.02	0.016
	燃料成形加工	0.0009 (4)	0.0007 (3)	0.00657 (5)	0.0941 (3)
	発電	0.65 (6)	0.65 (6)	2.7 (7)	2.7 (7)
Reprocessing	再処理、ガラス固 化、中間貯蔵	0	1.534 (8)	0	0.012 (9)
	合計	1.65	2.97	3.43	3.37

#### 注釈

(1) 天然ウラン必要量に基づいて算出、作業従事者の線量はUNSCEAR88による

(2) 燃料成形加工による影響に合算した

(3)  $UO_2$ とMOX燃料の重量(21.1t、5.5t)で重み付けして算出

(4) 一般公衆: 解析結果: Romans  $3.21 \times 10^{-4}$ 、Melox  $2.51 \times 10^{-3}$

(5) 作業従事者: Romans  $6.57 \times 10^{-3}$ 、Melox  $4.3 \times 10^{-1}$  出典:

(6) 一般公衆: 海岸 0.54、内陸 0.65

(7) 作業従事者: フランス 900MW(e)プラントの平均

(8) 一般公衆: サイトを特定しない一般的な評価

(9) 作業従事者: La Hagueにおけるデータ

・OECD/NEA, "Trends in the Nuclear Fuel Cycle: Economic, Environmental and Social Aspects" (2001).

#### 参考文献:

・UNSCEAR88, United Nations Scientific Committee on the Effects of Atomic Radiation(UNSCEAR): "Sources, Effects and Risks of Ionizing Radiation, 1988, Report to the General Assembly, with annexes", United Nations, New York, 1988.

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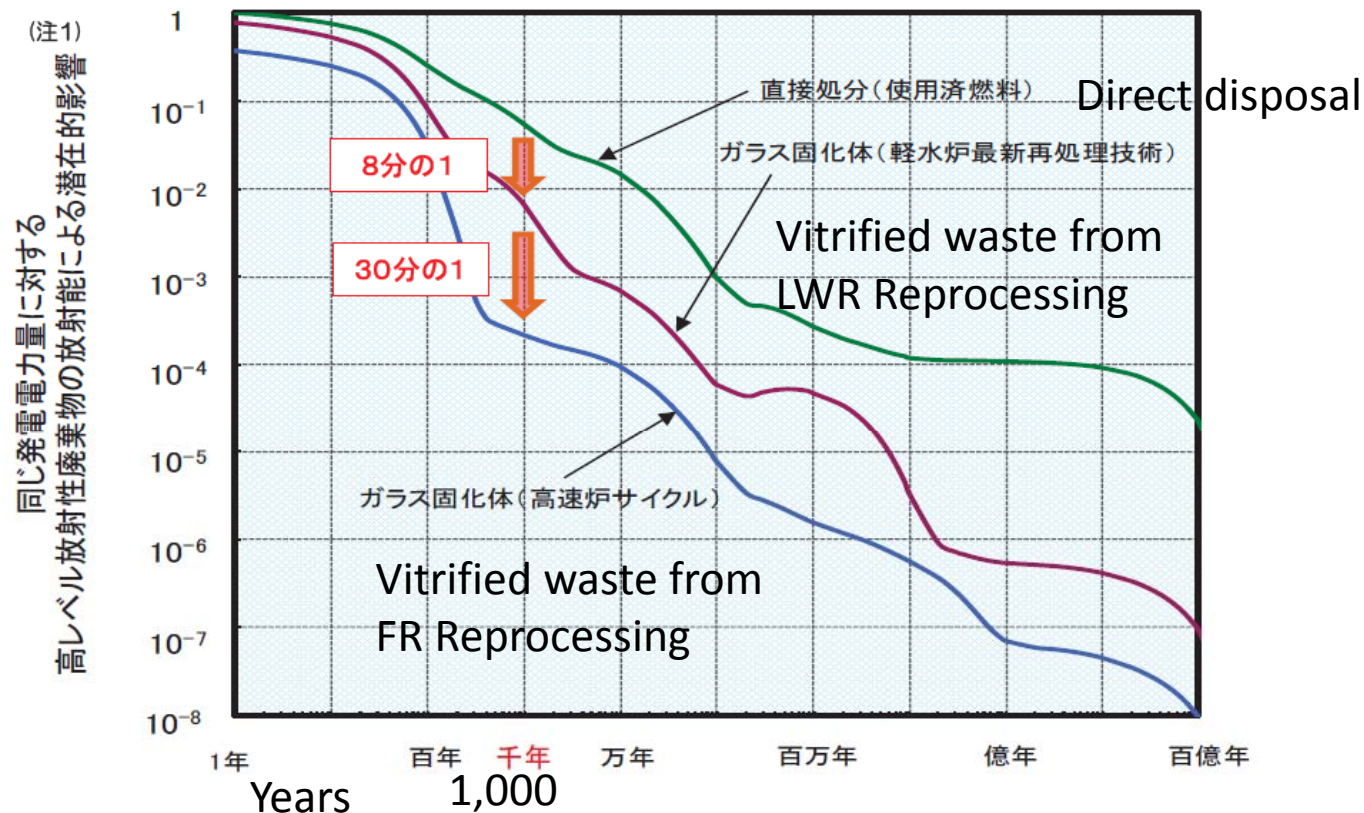
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# 廃棄物 Potential Hazard of HLW by form 高レベル放射性廃棄物の潜在的有害度(毒性) (2/2)



(注1) 高レベル放射性廃棄物と人間との間の障壁は考慮されておらず、高レベル放射性廃棄物の実際の危険性ではなく、潜在的な有害度(経口摂取による年摂取限度で規格化)を示している。使用済燃料取り出し直後の潜在的影響を1とした相対値。

出典: 原子力委員会 原子力政策大綱(平成17年)を基に編集

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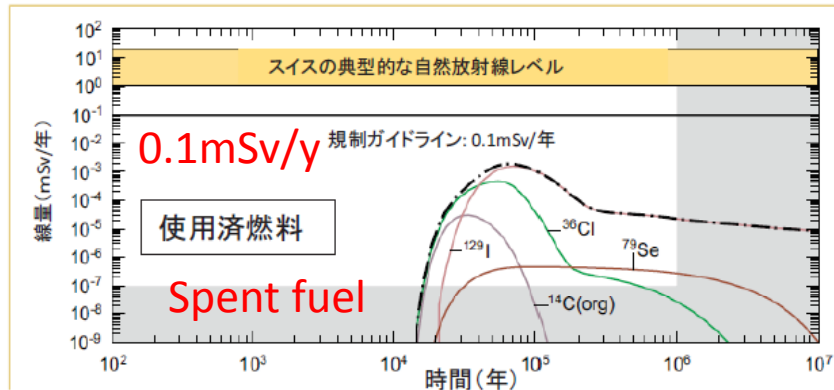
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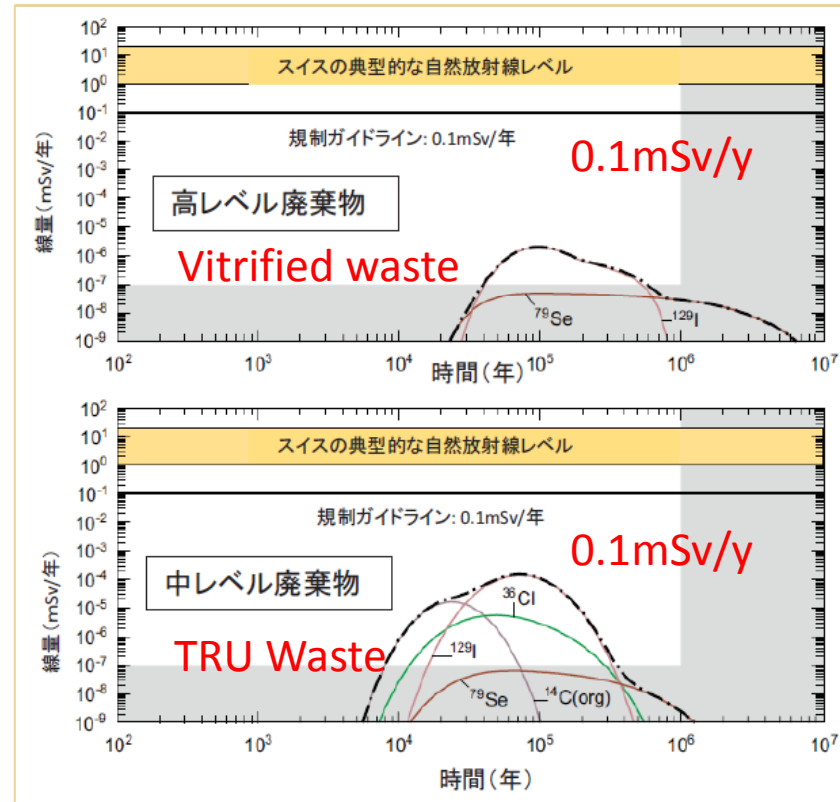
# Potential Exposure Risk from HLW

## 廃棄物：高レベル放射性廃棄物の被ばくリスク(2/2)

“What if” case studies in Switzerland assuming 100 times speed of  
 スイスの解析例 underground flow  
 “what if”ケースとして、地下水の流量をリファレンスケースの100倍と仮定した場合の放射線量



直接処分の場合(左上図)及び再処理を行った場合(右上+右下図)のいずれも、廃棄物からの被ばく線量は、諸外国で提案されている安全基準(0.1~0.3mSv/年)に比べて十分低い



出典: Nagra Technical Report NTB 02-05(2002)より事務局作成

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