



Executive Summary

Amid the current global energy crisis, the Japanese government aims at reviving the country's domestic nuclear power industry. Disconnected from reality and overly ambitious, the new Japanese nuclear power policy is off the mark. As such, it is inappropriate as decarbonization, and energy security policy efforts should urgently prioritize the acceleration of energy efficiency improvements and renewable energy deployment.

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Japan's Nuclear Power New Policy:

Off the Mark

February 2023

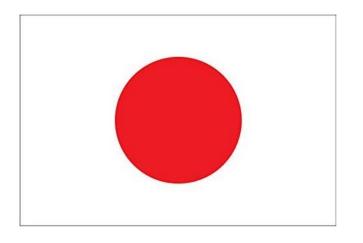
Renewable Energy Institute

Ikata nuclear power plant, Ehime Prefecture, Japan

Part 1: Japan Focus

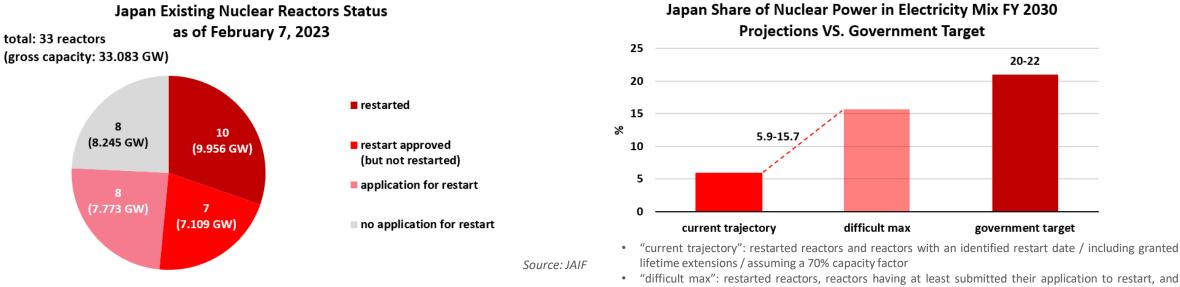


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Issue #1 Japanese government's FY 2030 nuclear power target: wishful thinking





Shimane-3 & Ohma / including granted & requested lifetime extensions / assuming a 70% capacity factor

Overly ambitious	Share of nuclear power to account for 20-22% of Japan's total electricity generation (934 TWh) in fiscal year (FY) 2030 (i.e., April 2030 to March 2031),
government's target	against 6.9% in FY 2021 (Japan government 1). Under the current trajectory, with the permanent closures of 4 restarted reactors (3.52 GW) reaching
	the end of their 40-year lifetime (2024-2025), the share of nuclear power will fall to 5.9% in FY 2030.
Major obstacles	Costs and technical feasibility of safety upgrades, Nuclear Regulation Authority's safety clearing process, and local opposition.
Existing reactors:	For the 10 restarted reactors (9.956 GW), it took 2.2-6.4 years (4.0 years in average) between the submission of their application to restart and the
time-consuming	restart of their commercial operation. For the 15 other reactors having submitted their application to restart (14.882 GW), 7.3-9.6 years (8.8 years in
restart process	average) already passed without a restart, and only 3 of these reactors (2.477 GW) have a restart date identified (2023-2024). For the remaining 8
	existing reactors (8.245 GW) not having submitted their application to restart yet, a restart by FY 2030 is improbable.
Existing reactors:	60-year lifetime extensions granted to 4 reactors (3.578 GW): 1 restarted reactor (0.826 GW), 2 reactors approved to restart with a restart date
lifetime extensions	identified (1.652 GW), and 1 reactor approved to restart without a restart date identified (1.1 GW). Applications by 4 restarted reactors (3.52 GW).
New reactors:	The construction of Shimane-3 (1.373 GW) is expected to be completed in 2024 and that of Ohma (1.383 GW) in 2029. Start dates yet to be announced.
uncertain start dates	Tokyo EPCO's Higashidori-1 (1.385 GW) which construction is stopped because of Fukushima nuclear accident will likely not start by FY 2030.

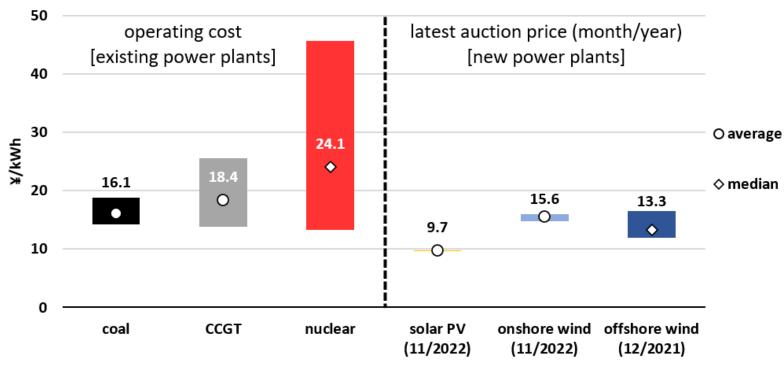
The Japanese government's FY 2030 nuclear power target will largely be missed, resulting in a problematic significant lack of decarbonized electricity.

Issue #2 Existing nuclear reactors: uneconomic



Japan Current Economic Competitiveness of Key Electricity Generating Technologies

- For existing coal and CCGT power plants: the operating cost is essentially the latest fuel cost observed (i.e., steam coal and LNG in December 2022). Operation & maintenance cost is marginal for fossil power plants and therefore not included. Initial investment is assumed fully amortized
- For existing nuclear power plants: the operating cost includes restart cost (i.e., safety upgrades), fuel cost, and operation & maintenance cost. Initial investment is assumed fully amortized
- For new renewable energy power plants: price includes total cost and profit. After auctions, solar PV and onshore wind power plants should typically start operation within 3 and 4 years, respectively, and offshore wind between 2028 and 2030



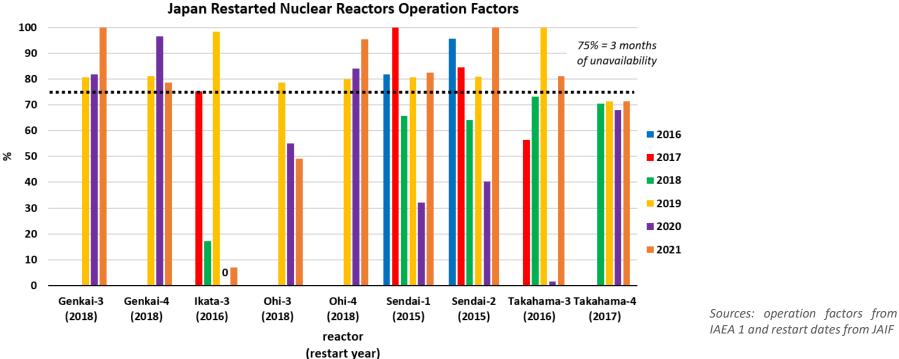
Sources: steam coal from Japan MoF 1, LNG from Japan MoF 2, nuclear from Professor K. Oshima (Ryukoku University), solar PV from OCCTO 1, onshore wind from OCCTO 2, and offshore wind from Japan METI

Existing nuclear reactors	With generating costs ranging between ¥13.3/kWh and ¥45.7/kWh, and a median cost of ¥24.1/kWh, the myth of cheap nuclear power in
	Japan is debunked.
Comparison with expensive	Even amid the current energy crisis characterized by the high costs of steam coal and LNG, the cost competitiveness of existing nuclear reactors
fossil fuels	is often not obvious.
Comparison with affordable	With auction prices below ¥10/kWh new solar photovoltaic (PV) completely outcompetes existing nuclear power. And only a few nuclear
renewable energy	reactors can compete with new onshore and offshore wind projects.

Because the economics of nuclear power is weak, affordable renewable energy should be prioritized to protect consumers from imminent rising electricity bills.

Issue #3 Nuclear reactors availability: prolonged outages





- Operation factor: ratio of the number of hours a reactor is online to the total number of hours in a year (regardless of performance)
- Data from the first full year of operation after restart. Mihama-3 having restarted in 2021, it is not included in this chart

Reasons for	Outages can be planned or unplanned. Planned outages take place for refueling, major maintenance, tests, and inspections. Unplanned outages are related
nuclear reactor	to unexpected issues such as surprising equipment failures, operational errors, external environmental events (e.g., earthquake, hurricane, heat wave),
outages	or political decisions.
Availability	In total, since their restart the Japanese nuclear reactors cumulated 38 full years of operation between 2016 and 2021 (2022 data unavailable). In 16 of
2016-2021	these 38 full years, the operation factors of the restarted reactors were below 75%. This means many reactors were frequently unavailable for a minimum
	of 3 months over a year.
Outages 2022	For various reasons (e.g., periodic inspection, installation of specialized safety facility, lifetime extension application, pressurizer defect, leakage of water)
	all restarted reactors – with the exceptions of Ikata-3 and Sendai-1 – saw their operation factors affected by outages lasting at least 4 months.
Offline periods	Ageing determines the limits of a nuclear power reactor lifetime. A mothballed reactor is not immune from the effects of ageing (IAEA 2). Excluding the
and ageing	periods when a reactor is offline from the limit on its lifespan – as currently planned by the Japanese government – is in contradiction with this principle.

Nuclear power reactors may suffer lengthy outages affecting their availability and penalizing power system adequacy.

Issue #4 Japanese "next-generation" nuclear reactors: not innovative design prioritized

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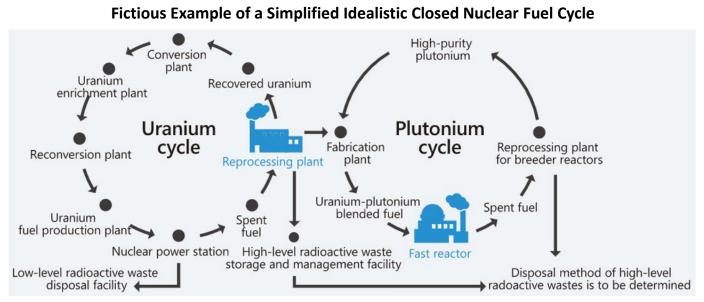
			Japan "	Next-Gen	eration" In	novative N	uclear Reac	tors Road	lmap							
		2023	2024	2025	2026	2027	2028	2029	2030	2031-2	040 2	041-2050				
	innovative LWRs	basi	c design			detailed	design (DD)			M/C	opera	tion (O)				
	*commercial		0													
	SMRs		conce	pt design			basic design		DD	М	/c	0				
	*demonstration					JL										
	FNRs			conc	ept design			basio	design	DD	M/C	0				
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	HTGRs			basic desig	n		DD		M/C		operat	ion				
	*demonstration															
	fusion reactors	cor	ncept design			detaile	d design		ma	nufacturing/	constructio	on (M/C)		Source: Jap	an governmen	it 2
	*prototype															
xt-generation" ear reactors	"next-gener large light w	ation" nuc ater reacte e presenta	lear reactor ors (LWRs) (ation by the	s. None of e.g., press	these techr urized water	nologies is m reactors (PV	mperature ga ature (see pa VRs) or boilin e LWRs (e.g.,	age 13). Re g water rea	gardless o actors (BW	f the evo (Rs)) are f	olution fundam	of their ientally	designs not "ne	s, convent ext-genera	tional ition"	
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mely deployme	in The SkZ-120	o will likel	y not be in c	peration	unui 2035-20	J40 at the ea	rliest, wherea	as the urge	ency of the	current	Crisis re	equires l	immedi	ate action	1.	

Designating innovative LWRs as "next-generation" nuclear reactors is misleading. The innovations considered are too little too late.

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Issue #5 Nuclear power to strengthen energy security: impossibility to go from theory to reality





Source: Toshiba

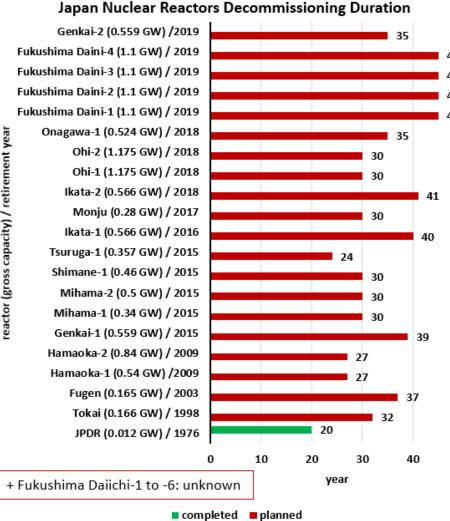
Uranium imports	Japan has no indigenous uranium resources, and essentially relies on imports to meet its uranium needs. This is certainly a weakness in terms of energy security. This issue could theoretically be partially alleviated by successfully developing a closed nuclear fuel cycle – which no country ever achieved.
Two prerequisites for the	A functioning reprocessing plant (to recover reusable materials from spent fuel) and operational fast neutron reactors (FNRs) (using the
closed nuclear fuel cycle	output of the reprocessing plant). Until now, Japan failed in developing these two indispensable technologies.
Rokkasho reprocessing plant –	Under construction since 1993 and originally planned to be completed in 1997, this plant is now expected to be finally completed in 2024 at
endless delays	the earliest after an at least 27-year delay (JNFL). The project is estimated to cost ¥14.44 trillion (about \$109 billion) (NuRO).
Monju fast breeder reactor –	The prototype fast breeder reactor (FBR) Monju (gross capacity: 0.28 GW) was Japan's unique FNR (a FBR is a type of FNR designed to produce
a failure and an end	more plutonium than the uranium and plutonium it consumes) (IAEA 3). Connected to the grid in August 1995, it suffered a sodium leakage
	causing a fire in December 1995. Until its permanent shutdown in 2017, it remained largely offline. No new FNR is emerging for the succession
	of Monju, making it impossible for Japan to realize its closed nuclear fuel cycle.

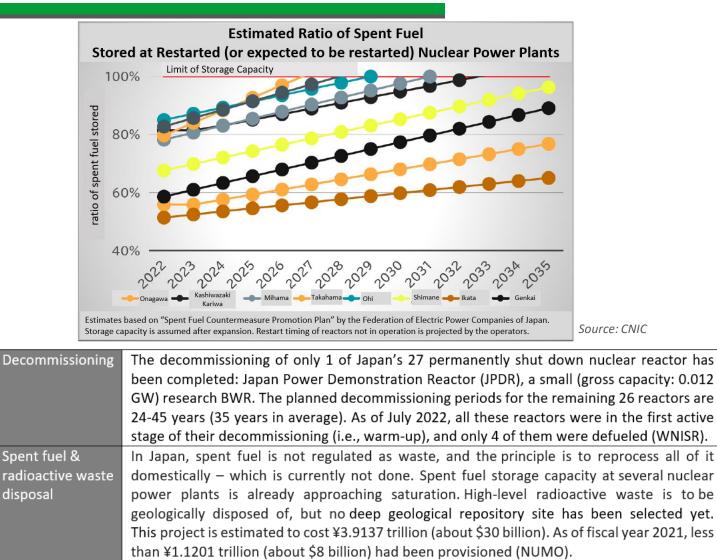
The closed nuclear fuel cycle is a pipe dream, therefore nuclear power cannot strengthen Japan's energy security.

Issue #6 Reactor decommissioning and spent fuel & radioactive waste disposal: slow progress

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Source: JAIF

Reactor decommissioning and radioactive waste disposal are critical challenges for which almost everything remains to be done.

Part 2: Global Trends

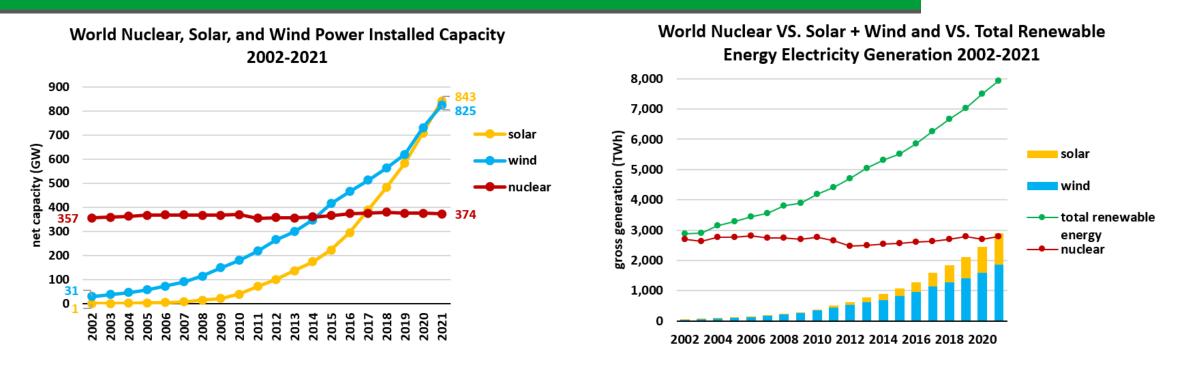


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Issue #1 Nuclear power installed capacity and electricity generation: eclipsed by solar and wind





Sources: nuclear from IAEA 4, and solar & wind from BP

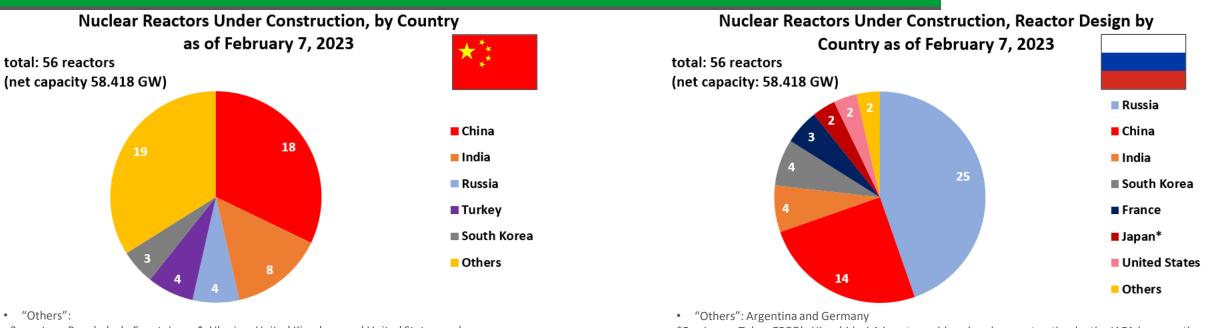
Source: BP

Installed capacity	In 2015, global wind power installed capacity exceeded global nuclear power installed capacity. In 2017, global solar power installed capacity
	exceeded global nuclear power installed capacity.
Electricity generation	In 2021, electricity generation from solar + wind power surpassed electricity generation from nuclear power.
Share in electricity generation	While in 2021 the shares of solar + wind and nuclear in the world's total electricity generation were both approximately 10%, it is forecasted
- 2021 & 2050 projection	that to reach carbon neutrality by 2050 the share of solar + wind will be an impressive 71% and that of nuclear a modest 8% (IEA).

In the past ten years, stagnating nuclear power has been overtaken by the explosive growths of solar and wind power. In the coming decades, the gap between these technologies will just keep widening.

Issue #2 Nuclear reactors under construction: China and Russia's leaderships





- 2 reactors: Bangladesh, Egypt, Japan*, Ukraine, United Kingdom, and United States, and

- 1 reactor: Argentina, Belarus, Brazil, France, Iran, Slovakia, and United Arab Emirates

*For Japan, Tokyo EPCO's Higashidori-1 is not considered under construction by the IAEA because the first major placing of concrete for the base mat of the reactor building has not been made

Source: IAEA 5

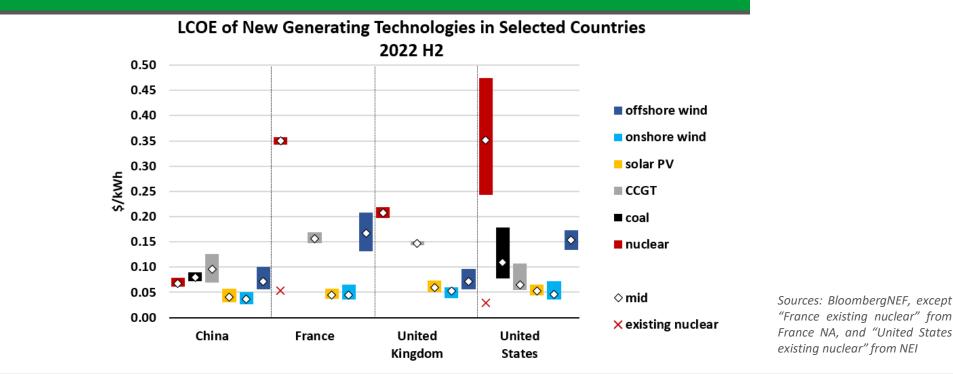
*For Japan, Tokyo EPCO's Higashidori-1 is not considered under construction by the IAEA because the first major placing of concrete for the base mat of the reactor building has not been made

New constructions: by	China is the world leading country for nuclear reactors under construction: 18 nuclear reactors under construction (32% of the world's nuclear
country	reactors under construction). China also has 55 operational nuclear reactors (#3 behind the United States and France). However, the share of
	nuclear power in China's electricity generation mix was only 5% in 2021 (against 12% for solar + wind) (BP).
New constructions: reactor	Russia is the world leading country for the design of nuclear reactors under construction: 25 nuclear reactors under construction are based
design by country	on Russian designs (45% of the world's nuclear reactors under construction). The fact that only 4 of these 25 reactors are being built in Russia
	shows well how remarkably successful Russia is in exporting its reactor designs (e.g., China, India, Turkey).
China & Russia common point	In both countries there is a strong national policy support in favor of nuclear for both civilian and military (i.e., nuclear weapons) purposes.

While China is the main country for nuclear reactors under construction, Russia is the main designer for nuclear reactors under construction.

Issue #3 Nuclear power costs: new builds outcompeted everywhere



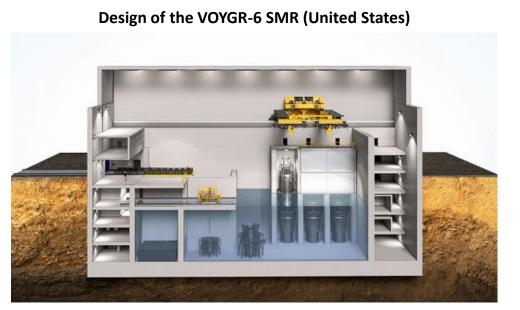


Existing reactors	On the one hand, existing nuclear reactors may still be economically competitive, as for examples in France and the United States. Regarding the United
	States more specifically, from 2012 to 2021, the average cost of existing reactors went down from \$0.048/kWh to \$0.029/kWh mainly thanks to: (1) the
	permanent shutdowns of 12 unprofitable reactors, (2) the increase of the fleet's capacity factor from 86% to 93% (which is outstandingly high and means
	very short outage periods), and (3) the decrease of capital expenditures for lifetime extensions, power uprates, and safety upgrades. Compared to France,
	it may also be noted that the United States has a less strict nuclear safety approach.
New reactors	On the other hand, even in China – the world's most dynamic country for new reactors – the cost competitiveness of new nuclear is relatively weak
	compared to new solar PV and onshore wind. In France, the United Kingdom, and the United States, new reactors are prohibitively expensive compared
	to new solar PV, onshore wind, and offshore wind.

Though existing nuclear reactors may sometimes still be economically competitive, this is not the case of new reactors. Hence, nuclear power contribution to meet future electricity needs will necessary be limited.

Issue #4 "Next-generation" reactors: general lack of maturity





Source: NuScale Power

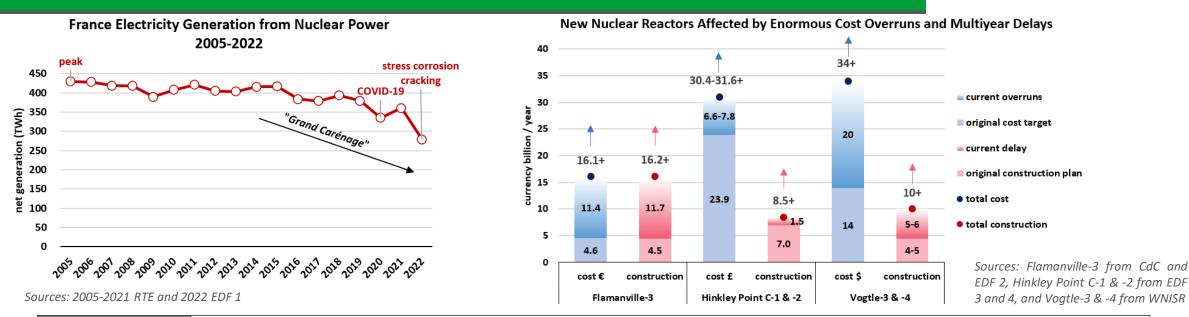
SMRs SMRs are small-scale fission reactors (typically up to 300 MW) which systems and components can be factory-assembled and transported as a unit to a location for installation. Unlike large-scale reactors, SMRs do not benefit from economies of scale. In the United States, the cost of generating electricity from the Carbon Free Power Project using NuScale Power's VOYGR-6 SMR (462 MW / 6 modules of 77 MW), beginning of commercial operation expected in 2029, is estimated at \$0.089/kWh – three times the cost of existing large-scale reactors in this country (WNN).

FNRs	FNRs are fission reactors which do not need a neutron moderator (e.g., water in PWRs and BWRs). By reusing spent fuel, FNRs theoretically lessen the need for uranium imports and reduce nuclear waste. FNRs are not new, but their deployment has been slow because of their poor performances: the top-3 lifetime capacity factors for FNRs are those of Russian Beloyarsk-3 (net capacity: 0.56 GW, operational since 1981) and Beloyarsk-4 (0.82 GW, operational since 2016), and French Phenix (0.13 GW, 1974-2010): only 76.4%, 65.9%, and 40.5%, respectively (IAEA 6).
HTGRs	HTGRs are fission reactors using gas as coolant and graphite as moderator. HTGRs can theoretically generate electricity and produce high temperature process heat. Like FNRs, HTGRs are not new and their deployment has been slow because of their poor performances: the top-3 lifetime capacity factors for HTGRs are those of German AVR Juelich (0.013 GW, 1969-1988) and THTR-300 (0.296 GW, 1987-1988), and American Fort St. Vrain (0.33 GW, 1979-1989): only 62.0%, 41.3%, and 15.2%, respectively (IAEA 6).
Fusion reactors	No fusion reactor has ever been connected to the grid. The most significant fusion experiment project is the ITER project in France, under construction since 2010 and scheduled to be fully operational in 2035 (ITER). The objective of ITER is the investigation and demonstration of burning plasmas (i.e., plasmas in which the energy produced by fusion reactions is enough to maintain the temperature of the plasma, thereby reducing or eliminating the need for external heating – which is key since conventional power plants use heat to produce steam and then electricity by way of turbines and generators). ITER will not generate electricity but prepares the way for future fusion reactors.

Because of their economic and technological immaturity, none of the "next-generation" reactors are credible solutions to tackle the immediate global climate and energy crises the world is confronted with.

Issue #5 Nuclear power new policies: more favorable, but significant hurdles remain to be cleared





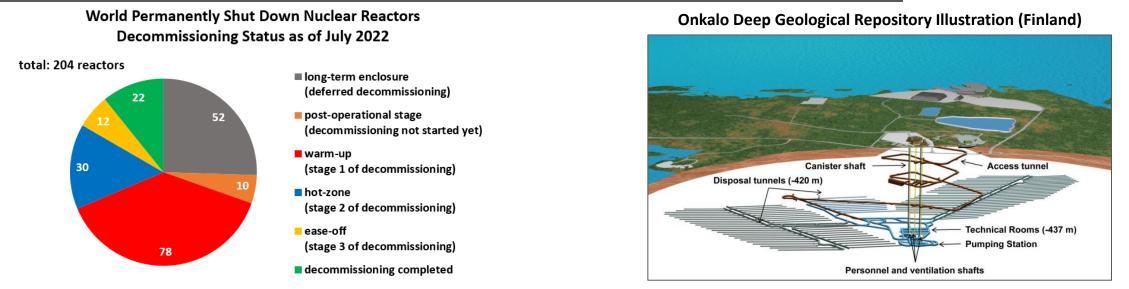
Ongoing climate and	Several countries recently announced new policies in favor of nuclear power: France pursues lifetime extensions beyond 50 years for all its 56 existing
energy crises result	reactors and plans to build 6-14 large new reactors and some SMRs (France government). South Korea abandoned its nuclear power phaseout policy,
in a renewed interest	and instead now targets to increase the share of nuclear power in its electricity mix from 28.0% in 2021 to 34.6% in 2036 (IAEA 7 and KEEI). The United
in nuclear power	Kingdom intends to extend the lifetime of its existing reactors and construct 8 large new reactors and some SMRs (United Kingdom government).
Major obstacles	Cost overruns, delays, deteriorated supply chains, and loss of competent human resources.
Existing reactors:	Extending the lifetime of nuclear reactors involves considerable efforts and limits the availability of reactors. France currently works on its "Grand
seeking lifetime	Carénage", a program notably focusing on reactor lifetime extensions (2014-2025). At a time of vulnerability, the French nuclear power fleet has been
extensions limits	struck by the COVID-19 pandemic (derailing maintenance) and the detection of stress corrosion cracking in emergency cooling systems. In 2022,
availability	electricity generation from nuclear power collapsed, and the country became again – for the first time since 1980 – a net importer of electricity.
New reactors: cost	French Flamanville-3 (net capacity: 1.63 GW, under construction since 2007), British Hinkley Point C-1 & -2 (3.26 GW, under construction since 2018-
overruns and delays	2019), and American Vogtle-3 & -4 (2.234 GW, under construction since 2013) are examples of new reactors suffering from enormous cost overruns
	and multiyear delays. To avoid repeating these failures, revitalizing lethargic supply chains, and training a new capable workforce will be critical.

Renewed political interest in nuclear power could be jeopardized by outages affecting existing reactors and cost overruns & delays plaquing new reactors.

Issue #6 Reactor decommissioning and spent fuel & radioactive waste disposal: widespread difficulties



Source: STUK



Source: WNISR

Decommissioning	Decommissioning is a technically complex process that poses major challenges in terms of long-term planning, execution, and financing. Of the world's
	204 permanently closed nuclear reactors, 140 reactors (or 69%) have seen little to no progress in their decommissioning (i.e., long-term enclosure, post-
	operational stage, and warm-up). In comparison, 22 reactors (or 11%) have been completely decommissioned – out of which 10 reactors have been
	returned to greenfield sites for unrestricted use. The United States, Germany, and Japan are the only three countries to have achieved the
	decommissioning of a nuclear reactor.
Spent fuel &	Following temporary storage, spent fuel and high-level waste are to be disposed of in deep geological repositories at depths of several hundred meters or
radioactive waste	more in suitable geological formations. Today there is still no deep geological repository in operation anywhere in the world. Finland leads global efforts
disposal	and schedules to start the final disposal of spent fuel in the deep geological repository ONKALO in the mid-2020s (Posiva). It is followed by France and
	Sweden which are making concrete progress towards the construction of their own deep geological repositories. Other countries lag behind. In the
	framework of the European Union Taxonomy, nuclear power was included as an eligible technology under the condition that Member States should have
	in place a detailed plan to have in operation a disposal facility for high-level radioactive waste by 2050 (OJEU).

Despite decades of global experience in generating electricity from nuclear power, decommissioning reactors and disposing of radioactive waste remain difficult for all countries.

Appendix: Status of Existing Nuclear Reactors in Japan (as of February 7, 2023)



Status	Reactor (company)	Commercial	Restart date	Operational lifetime	Gross capacity
		operation start date		(year)	(GW)
Restarted	Genkai-3 (Kyushu EPCO)	March 18, 1994	May 16, 2018	40	1.18
	Genkai-4 (Kyushu EPCO)	July 25, 1997	July 19, 2018	40	1.18
	Ikata-3 (Shikoku EPCO)	December 15, 1994	September 7, 2016	40	0.89
	Mihama-3 (Kansai EPCO)	December 1, 1976	July 27, 2021	60	0.826
	Ohi-3 (Kansai EPCO)	December 18, 1991	April 10, 2018	40	1.18
	Ohi-4 (Kansai EPCO)	February 2, 1993	June 5, 2018	40	1.18
	Sendai-1 (Kyushu EPCO)	July 4, 1984	September 10, 2015	40 (application for 60)	0.89
	Sendai-2 (Kyushu EPCO)	November 28, 1985	November 17, 2015	40 (application for 60)	0.89
	Takahama-3 (Kansai EPCO)	January 17, 1985	February 26, 2016	40 (application for 60)	0.87
	Takahama-4 (Kansai EPCO)	June 5, 1985	June 16, 2017	40 (application for 60)	0.87
Sub-total	10				9.956
Restart approved	Kashiwazaki Kariwa-6 (Tokyo EPCO)	November 7, 1996		40	1.356
(But not restarted)	Kashiwazaki Kariwa-7 (Tokyo EPCO)	July 2, 1997		40	1.356
	Onagawa-2 (Tohoku EPCO)	July 28, 1995	February 2024	40	0.825
	Shimane-2 (Chugoku EPCO)	February 10, 1989		40	0.82
	Takahama-1 (Kansai EPCO)	November 14, 1974	June 3, 2023	60	0.826
	Takahama-2 (Kansai EPCO)	November 14, 1975	July 15, 2023	60	0.826
	Tokai-2 (Japan Atomic Power Company)	November 28, 1978		60	1.1
Sub-total	7				7.109
Application for restart	Hamaoka-3 (Chubu EPCO)	August 28, 1987		40	1.1
	Hamaoka-4 (Chubu EPCO)	September 3, 1993		40	1.137
	Higashidori-1 (Tohoku-EPCO)	December 8, 2005		40	1.1
	Shika-2 (Hokuriku EPCO)	March 15, 2006		40	1.206
	Tomari-1 (Hokkaido EPCO)	June 22, 1989		40	0.579
	Tomari-2 (Hokkaido EPCO)	April 12, 1991		40	0.579
	Tomari-3 (Hokkaido EPCO)	December 22, 2009		40	0.912
	Tsuruga-2 (Japan Atomic Power Company)	February 17, 1987		40	1.16
Sub-total	8				7.773
No application for restart	Hamaoka-5 (Chubu EPCO)	January 18, 2005		40	1.38
	Kashiwazaki Kariwa-1 (Tokyo EPCO)	September 18, 1985		40	1.1
	Kashiwazaki Kariwa-2 (Tokyo EPCO)	September 28, 1990		40	1.1
	Kashiwazaki Kariwa-3 (Tokyo EPCO)	August 11, 1993		40	1.1
	Kashiwazaki Kariwa-4 (Tokyo EPCO)	August 11, 1994		40	1.1
	Kashiwazaki Kariwa-5 (Tokyo EPCO)	April 10, 1990		40	1.1
	Onagawa-3 (Tohoku EPCO)	January 30, 2002		40	0.825
	Shika-1 (Hokuriku EPCO)	July 30, 1993		40	0.54
Sub-total	8				8.245
Total	33				33.083

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