

APPENDIX A
FEDERAL REGISTER NOTICES

This appendix presents *Federal Register* notices related to this *Draft Supplemental Environmental Impact Statement for the Nuclear Facility Portion of the Chemistry and Metallurgy Research Building Replacement Project at Los Alamos National Laboratory, Los Alamos, New Mexico (CMRR-NF SEIS)*. They include Records of Decision from previous programmatic, site-wide, and project-specific environmental impacts statements, as well as notices related to the current SEIS. The following *Federal Register* notices are included:

- 75 FR 67711 Extension of Scoping Period for the Supplemental Environmental Impact Statement for the Nuclear Facility Portion of the Chemistry and Metallurgy Research Building Replacement Project at Los Alamos National Laboratory, Los Alamos, NM

- 75 FR 60745 Notice of Intent to Prepare a Supplemental Environmental Impact Statement for the Nuclear Facility Portion of the Chemistry and Metallurgy Research Building Replacement Project at Los Alamos National Laboratory, Los Alamos, NM

- 74 FR 33232 Record of Decision: Site-Wide Environmental Impact Statement for the Continued Operation of Los Alamos National Laboratory, Los Alamos, NM

- 73 FR 77644 Record of Decision for the Complex Transformation Supplemental Programmatic Environmental Impact Statement—Operations Involving Plutonium, Uranium, and the Assembly and Disassembly of Nuclear Weapons

- 73 FR 55833 Record of Decision: Site-Wide Environmental Impact Statement for Continued Operation of Los Alamos National Laboratory, Los Alamos, NM

- 69 FR 6967 Record of Decision: Final Environmental Impact Statement for the Chemistry and Metallurgy Research Building Replacement Project, Los Alamos National Laboratory, Los Alamos, NM

Supplemental Environmental Impact Statement for the Nuclear Facility Portion of the Chemistry and Metallurgy Research Building Replacement Project at Los Alamos National Laboratory, Los Alamos, New Mexico (CMRR–NF SEIS; DOE/EIS–0350–S1). That notice stated that the scoping period would continue until November 1, 2010. NNSA has extended the public scoping period through November 16, 2010.

ADDRESSES: Written comments or suggestions concerning the scope of the CMRR–NF SEIS, or requests for more information on the SEIS and public scoping process, should be directed to: Mr. John Tegtmeier, CMRR–NF SEIS Document Manager, U.S. Department of Energy, National Nuclear Security Administration, Los Alamos Site Office, 3747 West Jemez Road, TA–3 Building 1410, Los Alamos, New Mexico, 87544; facsimile at 505–667–5948; or e-mail at: NEPALASO@doeal.gov. Mr. Tegtmeier may also be reached by telephone at 505–665–0113. Additionally, may record their comments, ask questions concerning the EIS, or request to be placed on the EIS mailing or document distribution list by leaving a message on the SEIS Hotline at (toll free) 1–877–427–9439. The Hotline will provide instructions on how to record comments and requests.

FOR FURTHER INFORMATION CONTACT: For general information on the NNSA NEPA process, please contact: Ms. Mary Martin (NA–56), NNSA NEPA Compliance Officer, U.S. Department of Energy, 1000 Independence Avenue, SW., Washington, DC 20585, or telephone 202–586–9438.

For general information concerning the DOE NEPA process, contact: Ms. Carol M. Borgstrom, Director, Office of NEPA Policy and Compliance (GC–54), U.S. Department of Energy, 1000 Independence Avenue, SW., Washington, DC 20585; (202) 586–4600; leave a message at (800) 472–2756; or send an e-mail to askNEPA@hq.energy.gov. Additional information regarding DOE NEPA activities and access to many DOE NEPA documents are available on the Internet through the DOE NEPA Web site at <http://nepa.energy.gov>.

SUPPLEMENTARY INFORMATION: The Council on Environmental Quality's implementing regulations for the National Environmental Policy Act (NEPA) (40 CFR 1502.9[c] [1] and [2]) and DOE's NEPA implementing regulations (10 CFR 1021.314) require the preparation of a supplement to an environmental impact statement (EIS) when there are substantial changes to a proposal or when there are significant

new circumstances or information relevant to environmental concerns. DOE may also prepare a supplemental EIS at any time to further the purposes of NEPA. Pursuant to these provisions, the NNSA intends to prepare a supplemental environmental impact statement (SEIS) to assess the potential environmental impacts of the construction and operation of the nuclear facility portion of the Chemistry and Metallurgy Research Building Replacement Project (CMRR–NF) at Los Alamos National Laboratory (LANL), Los Alamos, New Mexico.

On October 1, 2010, NNSA published a notice of intent to prepare the *Supplemental Environmental Impact Statement for the Nuclear Facility Portion of the Chemistry and Metallurgy Research Building Replacement Project at Los Alamos National Laboratory, Los Alamos, New Mexico* (DOE/EIS–0350–S1). That notice stated that the scoping period would continue until November 1, 2010. In response to public requests, NNSA has extended the public scoping period through November 16, 2010. NNSA will consider comments received after this date to the extent practicable as it prepares the Draft CMRR–NF SEIS.

Issued in Washington, DC, on November 1, 2010.

Thomas P. D'Agostino,
Administrator, National Nuclear Security Administration.

[FR Doc. 2010–27864 Filed 11–1–10; 4:15 pm]

BILLING CODE 6450–01–P

DEPARTMENT OF ENERGY

Extension of Scoping Period for the Supplemental Environmental Impact Statement for the Nuclear Facility Portion of the Chemistry and Metallurgy Research Building Replacement Project at Los Alamos National Laboratory, Los Alamos, NM

AGENCY: National Nuclear Security Administration, U.S. Department of Energy.

ACTION: Notice; extension of scoping period.

SUMMARY: On October 1, 2010, the National Nuclear Security Administration (NNSA), a semi-autonomous agency within the U.S. Department of Energy (DOE), published a notice of intent to prepare the

prepare a supplemental EIS at any time to further the purposes of NEPA. Pursuant to these provisions, the NNSA, a semi-autonomous agency within the DOE, intends to prepare a supplemental environmental impact statement (SEIS) to assess the potential environmental impacts of the construction and operation of the nuclear facility portion of the Chemistry and Metallurgy Research Building Replacement Project (CMRR–NF) at Los Alamos National Laboratory (LANL), Los Alamos, New Mexico.

The CMRR Project, including the CMRR–NF, was the subject of NNSA's *Final Environmental Impact Statement for the Chemistry and Metallurgy Research Building Replacement Project at Los Alamos National Laboratory, Los Alamos, New Mexico* (DOE/EIS–0350; the CMRR EIS) issued in November 2003, and a February 2004 Record of Decision (ROD) (69 FR 6967). Over time, due in large part to detailed site geotechnical investigations, some aspects of the CMRR–NF Project have changed from what was foreseen when the CMRR EIS was prepared. The potential environmental impacts of these proposed changes will be analyzed in the CMRR–NF SEIS.

DATES: NNSA invites stakeholders and members of the public to submit comments and suggestions on the scope of the SEIS during the SEIS scoping period, which starts with the publication of this Notice and will continue for 30 days until November 1, 2010. NNSA will consider all comments received or postmarked by that date in defining the scope of this SEIS. Comments received or postmarked after that date will be considered to the extent practicable. Two public scoping meetings will be held to provide the public with an opportunity to present comments, ask questions, and discuss concerns regarding the SEIS with NNSA officials. Public scoping meetings will be held on October 19, 2010, at the White Rock Town Hall, 139 Longview Drive, White Rock, New Mexico and October 20, 2010, at the Cities of Gold Casino Hotel, Pojoaque, New Mexico. Both meetings will begin at 4 p.m. and end at 7 p.m. The NNSA will publish additional notices regarding the scoping meetings in local newspapers in advance of the scheduled meetings. Any necessary changes will be announced in the local media.

Any agency, state, pueblo, tribe, or unit of local government that desires to be designated a cooperating agency should contact Mr. John Tegtmeier at the address listed below by the closing date of the scoping period.

DEPARTMENT OF ENERGY

National Nuclear Security Administration

Notice of Intent To Prepare a Supplemental Environmental Impact Statement for the Nuclear Facility Portion of the Chemistry and Metallurgy Research Building Replacement Project at Los Alamos National Laboratory, Los Alamos, NM

AGENCY: U.S. Department of Energy (DOE), National Nuclear Security Administration (NNSA).

ACTION: Notice of intent.

SUMMARY: The Council on Environmental Quality's implementing regulations for the National Environmental Policy Act (NEPA) (40 CFR 1502.9[c][1] and [2]) and DOE's NEPA implementing regulations (10 CFR 1021.314) require the preparation of a supplement to an environmental impact statement (EIS) when there are substantial changes to a proposal or when there are significant new circumstances or information relevant to environmental concerns. DOE may also

ADDRESSES: Written comments or suggestions concerning the scope of the CMRR–NF SEIS or requests for more information on the SEIS and public scoping process should be directed to: Mr. John Tegtmeier, CMRR–NF SEIS Document Manager, U.S. Department of Energy, National Nuclear Security Administration, Los Alamos Site Office, 3747 West Jemez Road, TA–3 Building 1410, Los Alamos, New Mexico, 87544; facsimile at 505–667–5948; or e-mail at: NEPALASO@doeal.gov. Mr. Tegtmeier may also be reached by telephone at 505–665–0113.

In addition to providing comments at the public scoping meetings, all interested parties are invited to record their comments, ask questions concerning the EIS, or request to be placed on the EIS mailing or document distribution list by leaving a message on the SEIS Hotline at (toll free) 1–877–427–9439. The Hotline will provide instructions on how to record comments and requests.

FOR FURTHER INFORMATION CONTACT: For general information on the NNSA NEPA process, please contact: Ms. Mary Martin (NA–56), NNSA NEPA Compliance Officer, U.S. Department of Energy, 1000 Independence Avenue, SW., Washington, DC 20585, or telephone 202–586–9438. For general information about the DOE NEPA process, please contact: Ms. Carol Borgstrom, Director, Office of NEPA Policy and Compliance (GC–54), U.S. Department of Energy, 1000 Independence Avenue, SW., Washington, DC 20585, telephone 202–586–4600, or leave a message at 1–800–472–2756. Additional information about the DOE NEPA process, an electronic archive of DOE NEPA documents, including those referenced in this announcement, and other NEPA resources are provided at <http://nepa.energy.gov>.

SUPPLEMENTARY INFORMATION: LANL is located in north-central New Mexico, 60 miles north-northeast of Albuquerque, 25 miles northwest of Santa Fe, and 20 miles southwest of Española in Los Alamos and Santa Fe Counties. It is located between the Jemez Mountains to the west and the Sangre de Cristo Mountains and Rio Grande to the east. LANL occupies an area of about 25,600 acres [10,360 hectares] or approximately 40 square miles and is operated for NNSA by a contractor, Los Alamos National Security, LLC. It is a multidisciplinary, multipurpose institution engaged in theoretical and experimental research and development. LANL has been assigned science, research and development, and

production mission support activities that are critical to the accomplishment of the NNSA’s national security objectives as reflected in the Stockpile Stewardship and Management Programmatic EIS (DOE/EIS–0236) and the Complex Transformation Supplemental Programmatic EIS (DOE/EIS–0236–S4). LANL’s main role in NNSA mission objectives includes a wide range of scientific and technological capabilities that support nuclear materials handling, processing and fabrication; stockpile management; materials and manufacturing technologies; nonproliferation programs; research and development support for national defense and homeland security programs; and DOE waste management activities.

The capabilities needed to execute the NNSA mission activities require facilities at LANL that can be used to handle actinides and other radioactive materials in a safe and secure manner. (The actinides are any of a series of 14 chemical elements with atomic numbers ranging from 89 (actinium) through 103 (lawrencium)). Of primary importance are the facilities located within the Chemistry and Metallurgy Research (CMR) Building and the Plutonium Facility (located at Technical Areas (TAs) 3 and 55, respectively), which are used for processing, characterizing, and storage of special nuclear material. (Special nuclear material is defined by the Atomic Energy Act of 1954 as plutonium, uranium-233, or uranium enriched in the isotopes uranium-233 or uranium-235). Most of the LANL mission support functions previously listed require analytical chemistry, material characterization, and actinide research and development support capabilities that currently exist within the CMR Building and are not available elsewhere. Other unique capabilities are located at the adjacent Plutonium Facility. Work is sometimes moved between the CMR Building and the Plutonium Facility to make use of the full suite of capabilities that these two facilities provide. CMR Building operations and capabilities are currently restricted in scope due to safety and security constraints; it cannot be operated to the full extent needed to meet NNSA operational requirements.

The CMR building contains about 550,000 square feet (about 51,100 square meters) of floor space on two floors divided between a main corridor and seven wings. It was constructed in the early 1950s. DOE maintained and upgraded the building over time to provide for continued safe operations. However, beginning in 1997 and 1998, a series of operational, safety, and

seismic issues surfaced regarding the long-term viability of the CMR Building. In January 1999, the NNSA approved a strategy for managing operational risks at the CMR Building. The strategy included implementing operational restrictions to ensure safe operations. These restrictions are impacting the assigned mission activities conducted at the CMR Building. This strategy also committed NNSA to develop plans to relocate the CMR capabilities elsewhere at LANL to maintain support of national security and other NNSA missions. The CMRR EIS was prepared and issued in 2003, followed by a ROD in 2004.

The CMRR EIS analyzed four action alternatives: (1) The construction and operation of a new CMRR facility at TA–55; (2) the construction of a new CMRR facility at a “greenfield” location within TA–6; (3) a “hybrid” alternative maintaining administrative offices and support functions at the existing CMR building with a new Hazard Category 2 laboratory facility built at TA–55; and, (4) a “hybrid” alternative with the laboratory facility being constructed at TA–6. The CMRR EIS also analyzed a no action alternative where the existing CMR building would continue to be kept in service. In the 2004 ROD, NNSA announced its decision to implement the preferred alternative (alternative 1): To construct a new CMRR facility which would include a single above-ground, consolidated nuclear material-capable, Hazard Category 2 laboratory building (construction option 3) with a separate, adjacent administrative office and support functions building, now referred to as the CMRR Radiological Laboratory/Utility/Office Building (CMRR RLUOB). Upon completion, the CMRR Facility would replace the CMR Building, operations would be moved to the new CMRR Facility, and the vacated CMR Building would undergo decommissioning, decontamination, and demolition. (While the CMRR RLUOB has been constructed in TA–55 at LANL, the installation of laboratory equipment has not been completed and operations have not begun). Since 2004, the planning process for the construction and operation of the CMRR–NF has continued to progress and take into consideration newly gathered site-specific data and safety and security requirements.

Purpose and Need: The NNSA’s purpose and need for proposing the construction and operation of the CMRR–NF have not changed since the CMRR EIS was prepared and issued in 2003. NNSA needs to provide the physical means for accommodating the CMR Building’s functional, mission-critical nuclear capabilities, and to

consolidate activities for safer and more efficient operations. In the 2003 CMRR EIS, NNSA analyzed the potential environmental impacts associated with the proposed relocation of LANL analytical chemistry (AC) and materials characterization (MC), and associated research and development capabilities that currently exist primarily at the existing CMR building, to a newly constructed facility, and operation of the new facility for the next 50 years. In the May 2008, *Final Site-Wide Environmental Impact Statement for Continued Operation of Los Alamos National Laboratory, Los Alamos, New Mexico* (DOE/EIS-0380), the CMRR was considered and its potential environmental impacts analyzed as a part of the No Action Alternative and each of the action alternatives for continued operation of LANL.

The potential environmental impacts associated with the construction and operation of the CMRR-NF were also analyzed within certain alternatives in the Complex Transformation SPEIS (DOE/EIS-0236-S4) as part of the proposal to reconfigure and streamline NNSA's nuclear security enterprise. NNSA issued two RODs based on the Complex Transformation SPEIS analysis in December 2008. In the SPEIS ROD for operations involving plutonium, uranium, and the assembly and disassembly of nuclear weapons (73 FR 77644), NNSA announced its decision to retain plutonium manufacturing and research and development at LANL, and in support of these activities, to proceed with construction and operation of the CMRR-NF at LANL as essential to its ability to meet national security requirements regarding the nation's nuclear deterrent.

Proposed Action and Alternatives

Proposed Action: The Proposed Action is to construct the CMRR-NF at TA-55. Over time some aspects of the proposed CMRR-NF Project plans have changed. These proposed changes include, for example:

- Changes to the CMRR-NF structure required for seismic safety based on new information from additional geotechnical investigations conducted at the site. These changes involve incorporating additional structural steel and concrete into the building construction and increasing the quantity of material that must be excavated for the building foundation;
 - Changes to the infrastructure to support the CMRR-NF construction activities, such as concrete batch plants, construction material lay-down areas and warehouses, and temporary office trailers and parking areas. Some of these

changes involve the use of additional acreage. Most of these proposed changes are temporary in duration;

- Changes to the CMRR-NF structure to ensure 10 CFR part 830 nuclear safety basis requirements are met for facility engineering controls to ensure protection of the public, workers, and the environment; and
- Changes to incorporate additional sustainable design principles and environmental conservation measures. These changes minimize the environmental impacts of construction and operation of the CMRR-NF.

The potential environmental impacts of these and similar changes will be analyzed in the CMRR-NF SEIS.

No Action Alternative: The No Action alternative would be the construction of the CMRR-NF and the ancillary and support activities as announced in the 2004 ROD.

CMR Alternative 1: Do not construct a replacement facility to house the capabilities planned for the CMRR-NF. Continue to perform analytical chemistry, material characterization, and actinide research and development activities in the CMR Building, with no facility upgrades, while performing routine maintenance at the level needed to sustain programmatic operations for as long as feasible.

CMR Alternative 2: Same as CMR Alternative 1, but includes making the extensive facility upgrades needed to sustain CMR programmatic operations for another 20 to 30 years.

Preliminary Identification of Environmental Issues. NNSA has tentatively identified the following issues for analysis in this SEIS. Additional issues may be identified as a result of the scoping process.

1. Potential impacts to air, water, soil, visual resources and viewsheds.
2. Potential impacts to plants and animals, and to their habitats, including Federally-listed threatened or endangered species and their critical habitats.
3. Potential impacts from irretrievable and irreversible consumption of natural resources and energy, including transportation issues.
4. Potential impacts to cultural resources, including historical and prehistorical resources and traditional cultural properties.
5. Potential impacts to infrastructure and utilities.
6. Potential impacts to socioeconomic conditions.
7. Potential environmental justice impacts to minority and low-income populations.
8. Potential cumulative impacts from the Proposed Action and alternatives

together with other past, present, and reasonably foreseeable actions at LANL.

CMRR-NF SEIS Preparation Process: The scoping process for a NEPA document is an opportunity for the public to assist the NNSA in determining the alternatives and issues for analysis. Alternatives may be added, deleted, or modified as a result of scoping. The purpose of the scoping meetings is to receive oral and written comments from the public. The meetings will use a format to facilitate dialogue between NNSA and the public and will be an opportunity for individuals to provide written or oral statements. NNSA welcomes specific comments or suggestions on the content of these alternatives, or on other alternatives that should be considered. The above list of issues to be considered in the SEIS analysis is tentative and is intended to facilitate public comment on the scope of the SEIS. It is not intended to be all-inclusive, nor does it imply any predetermination of potential impacts. The CMRR-NF SEIS will describe the potential environmental impacts of the alternatives, using available data where possible and obtaining additional data where necessary. Copies of written comments and transcripts of oral comments will be available as soon as practicable after the public scoping meeting on the Internet at: <http://www.doeal.gov/laso/NEPADocuments.aspx>.

Following the scoping period announced in this Notice of Intent, and after consideration of comments received during scoping, NNSA will prepare a *Draft Supplemental Environmental Impact Statement for the Construction of the Chemistry and Metallurgy Replacement Project's Nuclear Facility at Technical Area-55 Within Los Alamos National Laboratory, Los Alamos, New Mexico* (DOE/EIS-0350-S1). Comments received on the Draft SEIS during the planned 45-day comment period will be considered and addressed in the Final SEIS, which NNSA anticipates issuing by July 2011. NNSA will issue a ROD no sooner than 30 days after publication by the Environmental Protection Agency of a Notice of Availability of the Final SEIS.

Issued in Washington, DC, this 28th day of September 2010.

Thomas P. D'Agostino,

Administrator, National Nuclear Security Administration.

[FR Doc. 2010-24681 Filed 9-30-10; 8:45 am]

BILLING CODE 6450-01-P

DEPARTMENT OF ENERGY**National Nuclear Security Administration****Record of Decision: Site-Wide Environmental Impact Statement for the Continued Operation of Los Alamos National Laboratory, Los Alamos, NM**

AGENCY: National Nuclear Security Administration, U.S. Department of Energy.

ACTION: Record of decision.

SUMMARY: The National Nuclear Security Administration (NNSA), a separately organized agency within the U.S. Department of Energy (DOE), is issuing this Record of Decision (ROD) for the continued operation of the Los Alamos National Laboratory (LANL) in Los Alamos, New Mexico, pursuant to the *Final Site-Wide Environmental Impact Statement for the Continued Operation of Los Alamos National Laboratory, Los Alamos, New Mexico*, DOE/EIS-0380 (SWEIS) (73 FR 28453, May 16, 2008). This ROD is the second ROD based on the information and analyses contained in the SWEIS and other factors, including comments received on the SWEIS, costs, technical and security considerations, and the missions of NNSA. These decision factors also include results from the analyses in the October 24, 2008, *Final Complex Transformation Supplemental Programmatic Environmental Impact Statement* (DOE/EIS-0236-S4, 73 FR 63460) (Complex Transformation SPEIS) and its two RODs (73 FR 77644, 73 FR 77656, December 19, 2008). NNSA issued the first ROD for the continued operation of LANL based on the SWEIS (73 FR 55833) on September 26, 2008.

In the LANL SWEIS, NNSA analyzed three alternatives for the continued

operation of LANL: (1) No Action, (2) Reduced Operations, and (3) Expanded Operations. NNSA identified the Expanded Operations Alternative as its Preferred Alternative.

For this second ROD, NNSA continues to select the No Action Alternative, announced in the 2008 ROD as its decision for continuing the operation of LANL, and has decided to implement additional elements of the Expanded Operations Alternative. Specific projects that will be implemented under this ROD are: (1) Complete the environmental remediation and closure of Technical Area 18 (TA-18) Pajarito Site; (2) complete the environmental remediation and closure of TA-21 (also referred to as the Delta Prime or DP Site); (3) refurbish the Plutonium Facility Complex at TA-55; (4) construct and operate a new Radioactive Liquid Waste Treatment Facility in TA-50 and operate a zero liquid discharge facility in TA-52 as an auxiliary action; (5) install additional processors and equipment to further expand the capabilities and operation level of the Nicholas C. Metropolis Center for Modeling and Simulation in TA-3; and (6) construct and operate a new Science and Engineering Complex at TA-62. These projects and the changes in operations associated with them are needed to support DOE and NNSA missions; to maintain and improve the safety and security of existing capabilities at LANL; and to further LANL intra-site facility consolidation. Decisions that NNSA is announcing in this ROD will not change the plutonium pit production throughput capability at LANL (20 plutonium pits per year), nor will they influence or be impacted by future decisions that may be made based on the upcoming Nuclear Posture Review.¹

FOR FURTHER INFORMATION CONTACT: For copies of the SWEIS, the 2008 SWEIS ROD or this ROD, or to receive further information about other issues regarding the Los Alamos Site Office's National Environmental Policy Act (NEPA) compliance program, contact: Mr. George J. Rael, Assistant Manager Environmental Operations, NEPA Compliance Officer, U.S. Department of Energy, National Nuclear Security Administration, Los Alamos Site Office, 3747 West Jemez Road, Los Alamos, NM

¹ The Nuclear Posture Review is a congressionally mandated comprehensive review of U.S. nuclear deterrence policy and strategy that the Secretary of Defense will conduct in consultation with the Secretary of Energy and the Secretary of State. The requirement for this review can be found in the National Defense Appropriations Act for 2008, Public Law 110-181.

87544. Mr. Rael may be contacted by telephone at (505) 665-5658, or by e-mail at LASO.SWEIS@doeal.gov. For information on the DOE NEPA process, contact: Ms. Carol M. Borgstrom, Director, Office of NEPA Policy and Compliance (GC-20), U.S. Department of Energy, 1000 Independence Avenue, SW., Washington, DC 20585, (202) 586-4600, or leave a message at (800) 472-2756. Additional information regarding DOE NEPA activities and access to many DOE NEPA documents, including those referenced in this ROD, are available on the Internet through the DOE NEPA Web site at <http://www.gc.energy.gov/nepa/>.

SUPPLEMENTARY INFORMATION:

Background

NNSA prepared this ROD pursuant to the regulations of the Council on Environmental Quality (CEQ) for implementing NEPA (40 CFR parts 1500-1508) and DOE's NEPA Implementing Procedures (10 CFR part 1021). Decisions presented in this second ROD are based on information and analysis contained in the SWEIS (including a classified appendix that assesses the potential environmental impacts of a representative set of credible intentional destructive acts that include terrorism scenarios) (73 FR 28453, May 16, 2008), comments received on the Final SWEIS; NNSA's two December 19, 2008, RODs resulting from information and analysis contained in the Complex Transformation SPEIS (73 FR 77644, 73 FR 77656); and other factors, including costs, technical and security considerations, and the missions of NNSA.

LANL is a multidisciplinary, multipurpose research institution in north-central New Mexico, about 60 miles (97 kilometers) north-northeast of Albuquerque, and about 25 miles (40 kilometers) northwest of Santa Fe. LANL occupies about 25,600 acres (10,360 hectares), or approximately 40 square miles (104 square kilometers). About 2,000 structures with approximately 8.6 million square feet under roof serve to house LANL operations and activities, with about half the square footage used as laboratory or production space, and the remaining half used for administrative, storage, service, and other purposes.

LANL is one of three national security laboratories within NNSA's Nuclear Security Enterprise. The main role of LANL in the fulfillment of NNSA and DOE missions is scientific and technological work that supports nuclear materials handling and processing, and weapons component

fabrication; stockpile management; materials and manufacturing technologies; nonproliferation programs; and waste management activities. LANL plays a key role in providing stewardship for the nation's nuclear stockpile that includes manufacturing some nuclear weapons components, such as plutonium pits. In addition to weapons component manufacturing, LANL performs weapons component testing, stockpile assurance, component replacement, surveillance, and maintenance. Research and development activities at LANL include high explosives processing, chemical research, nuclear physics research, materials science research, systems analysis and engineering, human genome mapping, biotechnology applications, and remote sensing technologies. Work at LANL is also conducted for other Federal agencies such as the Departments of Defense and Homeland Security, as well as for universities, institutions, and private entities.

The alternatives evaluated in the SWEIS span a range of potential operations from minimum levels that would maintain essential mission support capabilities (Reduced Operations Alternative), through the highest reasonably foreseeable levels that could be supported by current facilities or new facilities (Expanded Operations Alternative). The No Action Alternative analyzed in the SWEIS is essentially a continuation of current operations based on previous NEPA analyses and decisions, including the 1999 LANL SWEIS (DOE/EIS-0238, January 1999) and its ROD (64 FR 50797, September 20, 1999). The Reduced Operations and Expanded Operations Alternatives analyzed in the SWEIS are reductions or expansions of the level of operations for the No Action Alternative. As a matter of convenience, actions associated with implementing the March 2005 LANL Compliance Order on Consent (Consent Order) with the State of New Mexico² are only analyzed in the Expanded Operations Alternative. However, NNSA stated in the SWEIS that DOE intends to implement actions necessary to comply with the Consent Order, regardless of

decisions it makes on other actions analyzed in the LANL SWEIS.

The 2008 SWEIS ROD announced NNSA's decision to continue to implement the No Action Alternative with certain elements of the Expanded Operations Alternative. These specific elements were: (1) Continuing to implement actions necessary to comply with the Consent Order, which requires investigation and remediation of environmental contamination at LANL; (2) broadening the types and quantities of radioactive sealed sources for isotopes of Cobalt, Iridium, Californium and Radium, (Co-60, Ir-192, Cf-252, Ra-226), that LANL will manage and store prior to disposal; (3) expanding the capabilities and operational level of the Nicholas C. Metropolis Center for Modeling and Simulation to support the Roadrunner super computing platform; (4) performing research regarding beryllium detection and mitigation measures; (5) retrieving and disposing of about 3,100 cubic yards of contact-handled and 130 cubic yards of remote-handled legacy transuranic (TRU) waste from below-ground storage; (6) planning, design, construction, and operation of the Waste Management Facilities Transition projects to facilitate actions required by the Consent Order; (7) repairing and replacing mission critical cooling system components for buildings in Technical Area-55 (TA-55); and (8) completing final design of a new Radioactive Liquid Waste Treatment Facility, and designing and constructing the zero liquid discharge facility auxiliary component of the new treatment facility.

NNSA has previously announced its determination that the Expanded Operations Alternative is both its Preferred Alternative and the Environmentally Preferred Alternative. Considering the many aspects of the alternatives analyzed in the SWEIS, and looking out over the long term, NNSA believes that the implementation of changes analyzed in the Expanded Operations Alternative would allow it to best achieve both its mission and environmental responsibilities. Under this alternative, NNSA would be better positioned to minimize the use of electricity and water; streamline operations through consolidation; replace older laboratory and production facilities with new buildings that incorporate modern safety, security, and energy efficiency standards improving NNSA's ability to protect human health; reduce the "footprint" of LANL as a whole; and allow some areas to return to a natural state.

NNSA published as Volume 3 of the SWEIS all comments received on the

² The March 2005 LANL Compliance Order on Consent was issued pursuant to the New Mexico Hazardous Waste Act and entered into by the State of New Mexico, the Department of Energy and its Management and Operating Contractor to address requirements concerning certain groundwater contaminants toxic pollutants and explosive compounds. The Consent Order may be viewed at http://www.lanl.gov/environment/compliance/consent_order.shtml.

Draft SWEIS together with NNSA's responses, and discussions of how comments resulted in changes to the document. The 2008 SWEIS ROD included a detailed discussion of the comments received on the Final SWEIS, and will not be repeated here. In response to the concern raised by several of the commenters that proceeding with an increase in plutonium pit production at this time would be premature, NNSA agrees that making decisions at this time on future plutonium pit production levels is premature, and will delay making any decisions in this area until after the completion of the upcoming Nuclear Posture Review. Decisions that NNSA is announcing in this ROD will not change the 20 plutonium pits per year level of plutonium pit production throughput capability established in the 1999 LANL SWEIS ROD.

On December 19, 2008, NNSA issued two RODs based in part on the Complex Transformation SPEIS for the continued transformation of the nuclear weapons complex. One ROD addressed the implementation of programmatic alternatives involving plutonium, uranium, and the assembly and disassembly of nuclear weapons (73 FR 77644). The other announced the implementation of project-specific alternatives involving tritium research and development, flight test operations, and major environmental test facilities (73 FR 77656). NNSA's programmatic decision to retain and consolidate plutonium pit manufacturing and research and development work at LANL means that special nuclear materials and work performed with plutonium will be consolidated from some of the other NNSA sites to LANL. This decision supports the transformation of the nuclear weapons complex into a smaller, more efficient nuclear security enterprise that can respond to changing national security challenges and ensure the long-term safety, security, and reliability of the nuclear weapons stockpile. Two of NNSA's project-specific decisions also directly affect LANL operations: (1) The consolidation of tritium research and operations at the Savannah River Site, which reduces tritium operations at LANL; and (2) the consolidation of major environmental test facilities at Sandia National Laboratories/New Mexico, which closes four facilities at LANL.

Basis for Decision

In this second ROD, NNSA is announcing its decision to continue to implement the No Action Alternative with the addition of elements from the

Expanded Operations Alternative of the SWEIS. NNSA has also decided that it will now implement additional elements from the Expanded Operations Alternative that complement the actions taken under the 2008 SWEIS ROD. These additional elements collectively include increases in the operation of some existing facilities and the implementation of a limited number of additional new facility projects needed to support ongoing stockpile stewardship and environmental closure and remediation programs; to enhance nuclear safety and security; and to provide modern features for the protection of workers and the environment. NNSA will continue to undertake intra-site consolidation of operations and activities to reduce the physical "footprint" of LANL and improve efficiency and address the LANL Land Transfer requirements of Public Law 105-119. NNSA also will continue to coordinate with the DOE's Office of Environmental Management to execute environmental closure and remediation actions including major material disposal area (MDA) remediation, canyon cleanups and all activities necessary to meet Consent Order requirements, the LANL Federal Facility Compliance Agreement, and DOE commitments regarding the use of resources provided through the American Recovery and Reinvestment Act of 2009 (ARRA) (Pub. L. 111-5).

Environmental Impacts Associated With Decisions

In making the decisions announced in this ROD, NNSA considered the potential impacts for normal operations (those operations without accidents or intentional destructive acts) as well as impacts analyzed in the SWEIS from potential accidents and intentional destructive acts, including credible terrorism scenarios, on workers and surrounding populations, as it did in developing the 2008 ROD. NNSA also evaluated the potential impacts associated with the irreversible or irretrievable commitments of resources, and the relationship between short-term uses of the environment and the maintenance and enhancement of long-term productivity. These analyses and results are described in the Summary and Chapters 4 and 5 of the SWEIS. Additional project specific analyses are included in the Appendices to the SWEIS.

Decisions

Operations at LANL provide a wide range of scientific and technological capabilities for NNSA's National Nuclear Security Enterprise (Nuclear

Weapons Complex). NNSA's decisions are based on its current and anticipated mission responsibilities and its need to continue to operate LANL in a manner that allows NNSA to efficiently and effectively fulfill its mission responsibilities in an environmentally protective and fiscally prudent manner. The need for the decisions identified in this ROD exists regardless of any future decisions that may be made about the level of plutonium pit production at LANL. National security policies and related laws require NNSA to maintain the Nation's nuclear weapons stockpile, as well as its core competencies in nuclear weapons. The nuclear facilities at LANL are essential to NNSA's ability to execute this core program and to support NNSA's aggressive and far-reaching nuclear non-proliferation efforts. The changes in operations and new projects announced in this ROD are needed to fulfill NNSA and DOE mission responsibilities and meet various requirements that have arisen since 1999, and are consistent with recent decisions regarding the nuclear weapons complex transformation.

Consistent with the decisions announced in the first ROD under the SWEIS, NNSA and DOE's Office of Environmental Management will continue to implement actions required by the March 2005 Consent Order along with other activities needed for environmental cleanup at LANL:

(1) Analytical chemistry sample processing, waste management activities such as waste characterization operations and waste processing, storage and transportation actions, as well as waste disposal at appropriate waste disposal facilities located both on-site and off-site; (2) the clearing of site vegetation; (3) decontamination, decommissioning and demolition (DD&D) of structures and buildings with priority to those that must be removed to reach buried contamination; (4) exhumation of buried contamination; (5) exhumation and transportation of soil and rock from on-site borrow pits; (6) construction of roads to reach sites with heavy equipment, lay-down areas for equipment and materials and waste storage and staging, and parking sites to meet the needs of vehicles involved in transporting wastes, equipment and materials; and (7) delineation and fencing of clean-up sites.

Environmental cleanup projects that will be undertaken and completed under this ROD include:

- Completing the remediation and closure of TA-18 Pajarito Site. This would include relocating remaining operations to existing facilities within LANL, performing the DD&D of existing

site structures and completing remediation of the TA-18 canyon-bottom site.

- Completing the remediation and closure of TA-21 Delta Prime (DP) Site with an emphasis on DD&D and environmental remediation of MDAs. This would include the DD&D of the TA-21 buildings. Those structures that cover or could interfere with activities to investigate and remediate MDAs and other potential release sites under the Consent Order would be given priority. Both DP West and DP East facilities will undergo DD&D and thorough characterization, decontamination, and demolition, with waste disposal dependent on facility characterization information. The underlying waste sites can then be properly investigated, considered for corrective actions that may be required under the Consent Order and remediated as appropriate.

The NNSA has also decided to implement the additional projects specified in this ROD that involve the design, construction and operation of new replacement buildings, and the renovation of certain existing facilities. This decision includes the implementation of all associated actions needed to facilitate construction or renovation projects, including those related to the transfer of operations, and those necessary for the DD&D of spaces vacated by moving existing facilities. These projects are part of the vision that NNSA has established for the future Nuclear Security Enterprise.

NNSA's vision for the future remains a smaller, safer, more secure and less expensive enterprise that leverages the scientific and technical capabilities of its workforce to meet all our national security requirements. The specific projects that NNSA has decided to implement are:

- Refurbish the Plutonium Facility Complex (PF-4) at TA-55: This refurbishment project consists of seven subprojects that either replace or upgrade obsolete and/or worn-out facility components/safety systems or address regulatory-driven requirements at the PF-4 building in TA-55. Replacement and maintenance of critical infrastructure and safety systems is necessary to ensure the reliability of this facility and compliance with safety and regulatory requirements.

- Construct and operate a new Radioactive Liquid Waste Treatment Facility, (RLWTF), at TA-50 together with the operation of a zero liquid discharge facility at TA-52 as an auxiliary action: These actions replace/restore an existing capability at LANL for processing radioactive liquid wastes. The existing RLWTF at TA-50 is the

only facility available at LANL to treat a broad range of transuranic and low-level radioactive liquid wastes. It is an aging facility (over 40 years old) that has exceeded its design life.

- Install additional processors and equipment as necessary to further expand the capabilities and operation level of the Nicholas C. Metropolitan Center for Modeling and Simulation at TA-3: These actions will be undertaken to support future operations up to the level of operations analyzed in the SWEIS as attainable through the consumption of a maximum electric power use of 15 megawatts, and a maximum potable water use of 51 million gallons per year. Calculations performed at the Nicholas C. Metropolitan Center support the continued certification of the nuclear weapons stockpile without conducting underground nuclear tests, and also support research on global energy challenges and other scientific issues.

- Construct and operate a new Science and Engineering Complex at TA-62 (analyzed as the Science Complex Option 1 in Appendix G of the SWEIS): This action consolidates offices and light laboratories currently located in several outmoded structures at LANL into a new, state-of-the-art facility of approximately 400,000 gsf. It would support scientific research activities in both basic and applied sciences. Execution of this project would be accompanied by DD&D of excess structures at LANL.

The NNSA will implement changes to operational levels at existing facilities and install new infrastructure analyzed as part of the Expanded Operations Alternative that support decisions announced in this ROD, the 2008 SWEIS ROD and the two SPEIS RODs. The changes to on-going operational levels at existing facilities (and their replacement facilities) include: (1) Changes and increases to the capabilities for waste storage, characterization, packaging, and labeling at solid and liquid radioactive waste and chemical waste management and treatment facilities to support the processing and disposition of transuranic, low-level and mixed low-level radioactive waste, and chemical waste from site DD&D activities; and (2) the performance of site assessments, soil remediation, and the enhancement of field capabilities to support of environmental remediation and risk mitigation at LANL.

Mitigation Measures

As described in the SWEIS, NNSA and LANL operate pursuant to a number of Federal laws including

environmental laws, DOE Orders, and Federal, State, and local controls, and agreements. Many of these mandate actions that serve to mitigate potential adverse environmental impacts. A Los Alamos Mitigation Action Plan (MAP) for the SWEIS RODs has been issued and will be reviewed and updated as necessary to implement this ROD. As discussed in the 2008 ROD, this MAP contains a summary of all commitments for LANL that are either underway or will be initiated. These commitments include such actions as continued forest management efforts, trail management efforts, and implementation of a variety of site sampling and monitoring measures, as well as additional measures to reduce potable water use and pollutant emissions and implement resource conservation initiatives.

In addition, with respect to concerns raised by the Santa Clara Pueblo, as discussed in the 2008 ROD, NNSA will continue its efforts to support the Pueblo and other tribal entities in matters of human health and will participate in various intergovernmental efforts to protect indigenous practices and locations of concern. NNSA will conduct government-to-government consultations with the Pueblo and other tribal entities to incorporate these matters into the MAP.

Issued at Washington, DC, this 29 day of June 2009.

Thomas P. D'Agostino,
Administrator, National Nuclear Security Administration.

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DEPARTMENT OF ENERGY

Record of Decision for the Complex Transformation Supplemental Programmatic Environmental Impact Statement—Operations Involving Plutonium, Uranium, and the Assembly and Disassembly of Nuclear Weapons

AGENCY: National Nuclear Security Administration, U.S. Department of Energy.

ACTION: Record of decision.

SUMMARY: The National Nuclear Security Administration (NNSA), a separately organized agency within the U.S. Department of Energy (DOE), is issuing this Record of Decision (ROD) for the continued transformation of the nuclear weapons complex (Complex). This ROD is based on information and analyses contained in the *Complex Transformation Supplemental Programmatic Environmental Impact Statement* (SPEIS) (DOE/EIS-0236-S4) issued on October 24, 2008 (73 FR 63460); comments received on the SPEIS; other NEPA analyses as noted;

and other factors, including cost, technical and security considerations, and the missions of NNSA. The SPEIS analyzes the potential environmental impacts of alternatives for transforming the nuclear weapons complex into a smaller, more efficient enterprise that can respond to changing national security challenges and ensure the long-term safety, security, and reliability of the nuclear weapons stockpile.

The alternatives analyzed in the SPEIS are divided into two categories: programmatic and project-specific. Programmatic alternatives involve the restructuring of facilities that use or store significant (i.e., Category I/II) quantities of special nuclear material (SNM).¹ These facilities produce plutonium components (commonly called pits²), produce highly enriched uranium (HEU) components (including

¹ As defined in section 11 of the *Atomic Energy Act of 1954*, special nuclear material is: (1) Plutonium, uranium enriched in the isotope 233 or in the isotope 235 and any other material which the U.S. Nuclear Regulatory Commission determines to be special nuclear material; or (2) any material artificially enriched by any of the foregoing. Special nuclear material is separated into Security Categories I, II, III, and IV based on the type, attractiveness level, and quantity of the material. Categories I and II require the highest level of security.

² A pit is the central core of a nuclear weapon, principally made of plutonium or enriched uranium.

secondaries³), fabricate high explosives (HE) components, and assemble and disassemble nuclear weapons. The decisions announced in this ROD relate to the programmatic alternatives analyzed in the SPEIS. NNSA is issuing a separate ROD relating to the project-specific alternatives.

NNSA has decided to implement its preferred programmatic alternative as described in the SPEIS and summarized in this ROD. This decision will transform the plutonium and uranium manufacturing aspects of the complex into smaller and more efficient operations while maintaining the capabilities NNSA needs to perform its national security missions. The three major elements of the decisions announced in this ROD are:

(1) Manufacturing and research and development (R&D) involving plutonium will remain at the Los Alamos National Laboratory (LANL) in New Mexico. To support these activities, NNSA will construct and operate the Chemistry and Metallurgy Research Replacement—Nuclear Facility (CMRR-NF) at LANL as a replacement for portions of the Chemistry and Metallurgy Research (CMR) facility, a structure that is more than 50 years old

³ A secondary is the component of a nuclear weapon that contains elements needed to initiate the fusion reaction in a thermonuclear explosion.

and faces significant safety and seismic challenges to its continued operation.

(2) Manufacturing and R&D involving uranium will remain at the Y-12 National Security Complex in Tennessee. NNSA will construct and operate a Uranium Processing Facility (UPF) at Y-12 as a replacement for existing facilities that are more than 50 years old and face significant safety and maintenance challenges to their continued operation.

(3) Assembly and disassembly of nuclear weapons and high explosives production and manufacturing will remain at the Pantex Plant in Texas.

These decisions will best enable NNSA to meet its statutory mission while minimizing technical risks, risks to mission objectives, costs, and environmental impacts. These decisions continue the transformation begun following the end of the Cold War and the cessation of nuclear weapons testing, particularly decisions announced in the 1996 ROD for the *Programmatic Environmental Impact Statement for Stockpile Stewardship and Management* (SSM PEIS) (DOE/EIS-0236) (61 FR 68014; Dec. 26, 1996). This ROD explains why NNSA is making these programmatic decisions, why it is appropriate to make them at this time, and the flexibility NNSA has to adapt these decisions as needed in response to any changes in national security requirements that may occur in the near term.

FOR FURTHER INFORMATION CONTACT: For further information on the Complex Transformation SPEIS or this ROD, or to receive copies of these, contact: Ms. Mary E. Martin, NNSA NEPA Compliance Officer, Office of Environmental Projects and Operations, NA-56, U.S. Department of Energy, 1000 Independence Avenue, SW., Washington, DC 20585, toll free 1-800-832-0885 ext. 69438. A request for a copy of the SPEIS or this ROD may be sent by facsimile to 1-703-931-9222, or by e-mail to complextransformation@nnsa.doe.gov. The SPEIS, this ROD, the project-specific ROD, and additional information regarding complex transformation are available at <http://www.ComplexTransformationSPEIS.com> and <http://www.nnsa.doe.gov>.

For information on DOE's NEPA process, contact: Ms. Carol M. Borgstrom, Director, Office of NEPA Policy and Compliance (GC-20), U.S. Department of Energy, 1000 Independence Avenue, SW., Washington, DC 20585, 202-586-4600, or leave a message at 800-472-2756.

Additional information regarding DOE NEPA activities and access to many DOE NEPA documents are available through the DOE NEPA Web site at: <http://www.gc.energy.gov/NEPA>.

SUPPLEMENTARY INFORMATION:

Background

NNSA prepared this ROD pursuant to the regulations of the Council on Environmental Quality (CEQ) for implementing the *National Environmental Policy Act* (NEPA) (40 CFR Parts 1500-1508) and DOE's NEPA Implementing Procedures (10 CFR Part 1021). This ROD is based on information and analyses contained in the *Complex Transformation Supplemental Programmatic Environmental Impact Statement* (SPEIS) (DOE/EIS-0236-S4) issued on October 24, 2008 (73 FR 63460); comments received on the SPEIS; other NEPA analyses as noted; other factors, including cost, technical and security considerations, and the missions of NNSA. NNSA received approximately 100,000 comment documents on the Draft SPEIS from Federal agencies; state, local, and tribal governments; public and private organizations; and individuals. In addition, during the 20 public hearings that NNSA held, more than 600 speakers made oral comments.

National security policies require DOE, through NNSA, to maintain the United States' nuclear weapons stockpile, as well as the nation's core competencies in nuclear weapons. Since completing the SSM PEIS and associated ROD in 1996, DOE has pursued these objectives through the Stockpile Stewardship Program. This program emphasizes development and application of greatly improved scientific and technical capabilities to assess the safety, security, and reliability of existing nuclear warheads without nuclear testing. Throughout the 1990s, DOE also took steps to consolidate the Complex to its current configuration of three national laboratories (and a flight test range operated by Sandia National Laboratories), four industrial plants, and a nuclear test site. This Complex enables NNSA to design, develop, manufacture, maintain, and repair nuclear weapons; certify their safety, security, and reliability; conduct surveillance on weapons in the stockpile; store Category I/II SNM; and dismantle and disposition retired weapons. Sites within the Complex and their current weapons program missions are described in the following paragraphs.

Lawrence Livermore National Laboratory (LLNL), Livermore,

California—LLNL conducts research, design, and development of nuclear weapons; designs and tests advanced technology concepts; provides safety, security, and reliability assessments and certification of stockpile weapons; conducts plutonium and tritium R&D, hydrotesting, HE R&D and environmental testing; and stores Category I/II quantities of SNM. LLNL also conducts destructive and nondestructive surveillance evaluations on pits to evaluate their reliability. NNSA is currently removing Category I/II SNM from the site and by 2012 LLNL will not maintain these categories of SNM. NNSA is constructing the National Ignition Facility (NIF) at LLNL, which will allow a wide variety of high-energy-density investigations. NIF is scheduled to begin operations in 2009.

Los Alamos National Laboratory (LANL), Los Alamos, New Mexico—LANL conducts research, design, and development of nuclear weapons; designs and tests advanced technology concepts; provides safety, security, and reliability assessments and certification of stockpile weapons; maintains production capabilities for limited quantities of plutonium components (i.e., pits) for delivery to the stockpile; manufactures nuclear weapon detonators for the stockpile; conducts plutonium and tritium R&D, hydrotesting, HE R&D and environmental testing; and stores Category I/II quantities of SNM. LANL also conducts destructive and nondestructive surveillance evaluations on pits to assess their reliability.

Nevada Test Site (NTS), 65 miles northwest of Las Vegas, Nevada—NTS maintains the capability to conduct underground nuclear testing; conducts high hazard experiments involving nuclear material and high explosives; provides the capability to process and dispose of a damaged nuclear weapon or improvised nuclear device; conducts non-nuclear experiments; conducts hydrodynamic testing and HE testing; conducts research and training on nuclear safeguards, criticality safety, and emergency response; and stores Category I/II quantities of SNM.

Pantex Plant (Pantex), Amarillo, Texas—Pantex dismantles retired weapons; fabricates HE components, and performs HE R&D; assembles HE, nuclear, and non-nuclear components into nuclear weapons; repairs and modifies weapons; performs nonintrusive pit modification;⁴ and evaluates and performs surveillance of weapons. Pantex stores Category I/II

⁴Nonintrusive pit modification involves changes to the external surfaces and features of a pit.

quantities of SNM for the weapons program and stores other SNM in the form of surplus plutonium pits pending transfer to SRS for disposition.

Savannah River Site (SRS), Aiken, South Carolina—SRS extracts tritium and performs loading, unloading, and surveillance of tritium reservoirs, and conducts tritium R&D. SRS does not store Category I/II quantities of SNM for NNSA's weapons activities, but does store Category I/II quantities for other DOE activities. SRS is currently receiving Category I/II surplus, non-pit plutonium from LLNL for storage pending its disposition.

Y-12 National Security Complex (Y-12), Oak Ridge, Tennessee—Y-12 manufactures uranium components for nuclear weapons, cases, and other nuclear weapons components; evaluates and tests these components; stores Category I/II quantities of HEU; conducts dismantlement, storage, and disposition of HEU; and supplies HEU for use in naval reactors.

The following two sites are part of the Complex but would not be affected by decisions announced in this ROD.

Kansas City Plant (KCP), Kansas City, Missouri—KCP manufactures and procures non-nuclear components for nuclear weapons and evaluates and tests these components. KCP has no SNM. The General Services Administration, as the lead agency, and NNSA, as a cooperating agency, prepared an Environmental Assessment (DOE/EA-1592, Apr. 2008) regarding the potential environmental impacts of modernizing the facilities and infrastructure for the non-nuclear production activities conducted by the KCP as well as moving these activities to other locations. The agencies issued a Finding of No Significant Impact (73 FR 23244; Apr. 29, 2008) regarding an alternative site in the Kansas City area. The SPEIS does not assess alternatives for the activities conducted at the KCP.

Sandia National Laboratories (SNL), Albuquerque, New Mexico; Livermore, California; and other locations—SNL conducts systems engineering of nuclear weapons; conducts research, design, and development of non-nuclear components; manufactures non-nuclear components, including neutron generators, for the stockpile; provides safety, security, and reliability assessments of stockpile weapons; and conducts HE R&D, tritium R&D, and environmental testing. The principal laboratory is located in Albuquerque, New Mexico (SNL/NM); a division of the laboratory (SNL/CA) is located in Livermore, California. SNL also operates the Tonopah Test Range (TTR) near Tonopah, Nevada, for flight testing of

gravity weapons (including R&D and testing of nuclear weapons components and delivery systems). In 2008, NNSA completed the removal of SNL/NM's Category I/II SNM. SNL/NM no longer stores or uses these categories of SNM on an ongoing basis, although it may use Category I/II SNM for limited periods in the future. No SNM is stored at TTR, although some test operations have involved SNM.

Alternatives Considered

NNSA has been considering how to continue the transformation of the Complex since the Nuclear Posture Review⁵ was transmitted to Congress by the Department of Defense in early 2002. NNSA considered the Stockpile Stewardship Conference in 2003, the Department of Defense Strategic Capabilities Assessment in 2004, the recommendations of the Secretary of Energy Advisory Board Task Force on the Nuclear Weapons Complex Infrastructure in 2005, and the Defense Science Board Task Force on Nuclear Capabilities in 2006 as to how transformation should continue. Based on these studies and other information, NNSA developed the range of reasonable alternatives for the Complex that could reduce its size, reduce the number of sites with Category I/II SNM (and storage locations for these categories of SNM within sites), eliminate redundant activities, and improve the responsiveness of the Complex. The following programmatic capabilities involving SNM are evaluated in the SPEIS:

- Plutonium operations, including pit manufacturing; Category I/II SNM storage; and related R&D;
- Enriched uranium operations, including canned subassembly manufacturing, assembly, and disassembly; Category I/II SNM storage; and related R&D; and
- Weapons assembly and disassembly and HE production (collectively, A/D/HE).

The programmatic alternatives analyzed in the SPEIS are discussed in the following paragraphs.

No Action Alternative. NNSA evaluated a No Action Alternative, which represents continuation of the status quo including implementation of past decisions. Under the No Action Alternative, NNSA would not make additional major changes to the SNM missions now assigned to its sites.

Programmatic Alternative 1: Distributed Centers of Excellence. This

alternative would locate the three major SNM functional capabilities (plutonium, uranium, and weapons assembly and disassembly) involving Category I/II quantities of SNM at two or three separate sites. This alternative would create a consolidated plutonium center (CPC) for R&D, storage, processing, and manufacture of pits. Production rates of up to 125 pits per year for single shift operations and up to 200 pits annually for multiple shifts and extended work weeks are assessed for a CPC in this alternative. A CPC could consist of new facilities, or modifications to existing facilities at LANL, NTS, Pantex, SRS, or Y-12. The SPEIS also evaluated an option under this alternative that would upgrade facilities at LANL to produce up to 80 pits per year. This option would involve the construction and operation of the CMRR-NF. Highly-enriched uranium storage and uranium operations would continue at Y-12. Under this alternative, NNSA analyzed two options—construction of a new UPF and an upgrade of existing facilities at Y-12. The weapons A/D/HE mission would remain at Pantex under this programmatic alternative.

Programmatic Alternative 2: Consolidated Centers of Excellence. NNSA would consolidate the three major SNM functions (plutonium, uranium, and weapons assembly and disassembly) involving Category I/II quantities of SNM at one or two sites under this alternative. Two options were assessed: (1) The single site option (referred to as the consolidated nuclear production center [CNPC] option); and (2) the two-site option (referred to as the consolidated nuclear centers [CNC] option). Under the CNPC option, a new CNPC could be established at LANL, NTS, Pantex, SRS, or Y-12. Under the CNC option, the plutonium and uranium component manufacturing missions would be separate from the A/D/HE mission. The Consolidated Centers of Excellence Alternative assumed production rates of up to 125 weapons per year for single shift operations and up to 200 weapons annually for multiple shifts and extended work weeks.

Programmatic Alternative 3: Capability-Based Alternative. Under this alternative, NNSA would maintain a basic capability for manufacturing components for all stockpile weapons, as well as laboratory and experimental capabilities to support stockpile stewardship, but would reduce production facilities in-place such that NNSA would produce only a nominal level of replacement components (approximately 50 components per year). Within this alternative, NNSA

⁵ The Nuclear Posture Review is a comprehensive analysis that lays out the direction for the United States' nuclear forces.

also evaluated a No Net Production/Capability-Based Alternative, in which NNSA would maintain capabilities to continue surveillance of the weapons stockpile, produce limited life components, and dismantle weapons, but would not add new types or increased numbers of weapons to the stockpile. This alternative involves minimum production (i.e., production of 10 sets of components or assembly of 10 weapons per year) within facilities with a larger manufacturing capability. Both options of this alternative would involve the construction and operation of a CMRR-NF.

Preferred Alternative

The Final SPEIS identified the following preferred alternatives for restructuring facilities that use significant quantities of SNM:

- Plutonium R&D and manufacturing: LANL would provide a consolidated plutonium research, development, and manufacturing capability within TA-55 (the Technical Area at LANL containing plutonium processing facilities) enabled by construction and operation of the CMRR-NF. The CMRR-NF would replace the existing CMR facility (a 50-year-old facility that has significant safety issues that cannot be addressed in the existing structure), to support transfer of plutonium R&D and Category I/II quantities of SNM from LLNL, and consolidation of weapons-related plutonium operations, including plutonium R&D and storage of Category I/II quantities of SNM, at LANL. Until completion of a new Nuclear Posture Review in 2009 or later, the net production at LANL would be limited to a maximum of 20 pits per year. Other national security actinide missions (e.g., emergency response, material disposition, nuclear energy) would continue at TA-55.

- Uranium manufacturing and R&D: Y-12 would continue as the uranium center, producing components and canned subassemblies, and conducting surveillance and dismantlement. NNSA completed construction of the Highly Enriched Uranium Materials Facility (HEUMF) in 2008 and will consolidate HEU storage in that facility.⁶ NNSA would build a UPF at Y-12 to provide a smaller and modern highly-enriched uranium production capability, replacing 50-year-old facilities.

- Assembly/disassembly/high explosives production and

manufacturing: Pantex would remain the assembly/disassembly/high explosives production and manufacturing center. NNSA would consolidate non-destructive weapons surveillance operations at Pantex.

- Consolidation of Category I/II SNM: NNSA would continue ongoing actions to transfer Category I/II SNM from LLNL under the No Action Alternative and phase out Category I/II operations at LLNL by the end of 2012.

Environmentally Preferable Alternative

Section 101 of NEPA (42 U.S.C. 4331) establishes a policy of federal agencies having a continuing responsibility to improve and coordinate their plans, functions, programs, and resources so that, among other goals, the nation may fulfill its responsibilities as a trustee of the environment for succeeding generations. The CEQ, in its "Forty Most Asked Questions Concerning CEQ's NEPA Regulations" (46 FR 18026; Mar. 23, 1981), defines the "environmentally preferable alternative" as the alternative "that will promote the national environmental policy expressed in NEPA's Section 101."

The analyses in the SPEIS of the environmental impacts associated with the programmatic alternatives indicated that the No Net Production/Capability-Based Alternative is environmentally preferable. This alternative would result in the minimum infrastructure demands (e.g., electricity and water use would be reduced by almost 50 percent at some sites); produce the least amount of wastes (radioactive wastes would be reduced by approximately 33–50 percent compared to the No Action Alternative); reduce worker radiation doses (by approximately 33–50 percent compared to the No Action Alternative); and require the fewest employees (up to 40 percent fewer at some sites). Almost all of these reductions in potential impacts result from the reduced production levels assumed for this alternative.

Alternatives Considered but Eliminated From Detailed Study

NNSA considered programmatic alternatives other than those described above, but concluded that these alternatives were not reasonable and eliminated them from detailed analysis. As discussed in the SPEIS, the following alternatives were considered but eliminated from detailed study: (1) Consolidate the Three Nuclear Weapons Laboratories (LLNL, LANL and SNL); (2) Curatorship Alternative; (3) Smaller CNPC Alternative; (4) New CPC with a Smaller Capacity; (5) Purchase Pits; (6) Upgrade Building 332 at LLNL to enable

pit production; (7) Consider Other Sites for the CPC; (8) Redesign Weapons to Require Less or No Plutonium; and (9) Do Not Produce New Pits (see Section 3.15, Volume I of the SPEIS).

Decisions

With respect to the three major SNM functional capabilities (plutonium, uranium, and weapons assembly and disassembly) involving Category I/II quantities of SNM, NNSA has decided to keep these functional capabilities at three separate sites:

- Plutonium manufacturing and R&D will remain at LANL, and NNSA will construct and operate the CMRR-NF there to support these activities;

- Uranium manufacturing and R&D will remain at Y-12 and NNSA will construct and operate a UPF there to support these activities;

- Assembly/disassembly/high explosives production and manufacturing will remain at Pantex.

With respect to SNM consolidation, NNSA will continue ongoing activities⁷ to transfer Category I/II SNM from LLNL under the No Action Alternative and phase out Category I/II operations at LLNL by the end of 2012.

Bases for Decisions

Overview

NNSA's decision locates the three major functional capabilities involving Category I/II quantities of SNM at three separate sites where these missions are currently performed. The selected alternative, which is a combination of the Distributed Centers of Excellence and Capability-Based Alternatives, has the least cost and lowest risk. Consolidation or transfer of uranium and plutonium operations to other sites (as analyzed in several options under the Distributed and Consolidated Centers of Excellence Alternatives) could result in lower operational costs and other benefits if and when such an alternative were fully implemented. However, movement of any of these three major capabilities to another site poses unacceptable programmatic risks and would cost far more than the selected alternative for an extended period of time. Moving one or more of these capabilities would take years to achieve and might be unsuccessful; in the interim, NNSA would need to build some new facilities at the sites where these capabilities are currently located

⁷ In regard to surplus, non-pit, weapons-usable plutonium currently at LLNL, transfer to SRS for storage pending disposition is being undertaken consistent with decisions announced on September 11, 2007, in an Amended ROD (72 FR 51807) based on the *Storage and Disposition of Weapons-Usable Fissile Materials Programmatic EIS*.

⁶ The environmental impacts of HEUMF and its alternatives are analyzed in the *Site-wide Environmental Impact Statement for the Y-12 National Security Complex* (DOE/EIS-0309, 2001); NNSA announced its decision to construct and operate HEUMF on March 13, 2002 (67 FR 11296).

simply to maintain those capabilities during the relocation process.

Similarly, the No Action Alternative is unacceptable because it would require NNSA to continue operations in facilities that are outdated, too costly to operate, and not capable of meeting modern environment, health and safety (ES&H) or security standards. These facilities cannot be relied upon much longer, and must be replaced or closed.

Under NNSA's decision, plutonium operations remain at LANL. It will not construct a new pit manufacturing facility such as a CPC or a CNPC because it appears unlikely there will be a need to produce more than 10–80 pits per year in the future and because constructing these facilities would be very expensive. Instead, NNSA will upgrade the existing plutonium facilities at the laboratory and will construct a CMRR–NF.⁸ Construction of this facility is a needed modernization of LANL's plutonium capabilities—continued use of the existing CMR facility is inefficient and poses ES&H and security issues that cannot be addressed by modifying the CMR. Uranium operations remain at Y–12, and NNSA will construct a UPF because the existing uranium production facilities are also beyond their useful lives, inefficient, and present ES&H and security issues similar to those at CMR. CMRR–NF and UPF will be safer, seismically robust, and easier to defend from potential terrorist attacks. Their size will support production rates appropriate for a reasonable range of future stockpile sizes, and would not be much smaller if future production rates were much lower than currently anticipated.⁹

⁸NNSA prepared an *Environmental Impact Statement for the Chemistry and Metallurgy Research Building Replacement Project at Los Alamos National Laboratory, Los Alamos, New Mexico* (CMRR EIS) (DOE/EIS–0350). The CMRR EIS evaluates potential impacts of the proposed relocation of analytical chemistry and materials characterization activities and associated R&D to a new CMRR. The proposed CMRR consists of a nuclear facility—CMRR–NF—and a separate radiological laboratory, administrative office, and support building. See also the 2008 *Site-Wide Environmental Impact Statement for Los Alamos National Laboratory* (2008 LANL SWEIS, DOE/EIS–0380). In deciding to construct the CMRR–NF at LANL, NNSA considered the analyses in the CMRR EIS and the 2008 LANL SWEIS, as well as those in the SPEIS.

⁹NNSA evaluated various sizes for facilities analyzed in the SPEIS to determine if smaller facilities should be considered in detail for the Distributed and Consolidated Centers of Excellence Alternatives. NNSA evaluated the programmatic risk, cost effectiveness, and environmental impacts of smaller facilities and concluded that smaller facilities were not reasonable for some of these alternatives (see Section 3.15 of the SPEIS). Smaller facilities were considered for the Capability-Based Alternative.

Plutonium Operations

With respect to plutonium manufacturing, NNSA is not making any new decisions regarding production capacity until completion of a new Nuclear Posture Review in 2009 or later. NNSA does not foresee an imminent need to produce more than 20 pits per year to meet national security requirements. This production level was established almost 10 years ago in the ROD (64 FR 50797, Sept. 20, 1999) based on the *Site-wide Environmental Impact Statement for Continued Operation of the Los Alamos National Laboratory* (1999 LANL SWEIS; DOE/EIS–0238). The ROD based on the 2008 LANL SWEIS (DOE/EIS–0380) continued this limit on production (73 FR 55833; Sept. 26, 2008). NNSA will continue design of a CMRR–NF that would support a potential annual production (in LANL's TA–55 facilities) of 20–80 pits. The design activities are sufficiently flexible to account for changing national security requirements that could result from a new Nuclear Posture Review, further changes to the size of stockpile, or future Federal budgets. Furthermore, because NNSA's sensitivity analyses have shown that there is little difference in the size of a facility needed to support production rates between 1 and 80 components per year, the future production capacity is not anticipated to have a significant impact on the size of the CMRR–NF.¹⁰ With a new CMRR–NF providing support, the existing plutonium facility at LANL will have sufficient capability to produce between 1 and 80 pits per year. A new CMRR–NF will also allow NNSA to better support national security missions involving plutonium and other actinides (including, e.g., the plutonium-238 heat source program undertaken for the National Aeronautics and Space Administration (NASA); non-proliferation programs, including the sealed source recovery program; emergency response; nuclear counter-terrorism; nuclear forensics; render safe program (program to disable improvised nuclear devices); material disposition; and nuclear fuel research and development).

Uranium Operations

With respect to uranium manufacturing, NNSA will maintain the current capacity in existing facilities at Y–12 as discussed in Section 3.5 of the SPEIS and within the planning basis discussed in Section 3.1.2 of the 2001 *Site-wide Environmental Impact Statement for the Y–12 National*

Security Complex (2001 Y–12 SWEIS; DOE/EIS–0309). NNSA is preparing a new SWEIS for Y–12 (*Site-wide Environmental Impact Statement for the Y–12 National Security Complex, Oak Ridge, Tennessee* (Y–12 SWEIS; DOE/EIS–0387)), which will evaluate site-specific issues associated with continued production operations at Y–12, including issues related to construction and operation of a UPF such as its location and size. The Y–12 SWEIS will consider any new information (such as a new Nuclear Posture Review or further changes to the stockpile) that becomes available during the preparation of that document.

Assembly and Disassembly of Weapons and High Explosives Production

NNSA will continue to conduct these operations at Pantex as announced in the ROD (62 FR 3880; Jan. 27, 1997) for the *Environmental Impact Statement for the Continued Operation of the Pantex Plant and Associated Storage of Nuclear Weapon Components* (DOE/EIS–0225, 1996).

Production Rates and New Facilities

While NNSA is not making any new decisions regarding the production rates of plutonium or uranium components, it has decided that a CMRR–NF and UPF are essential to its ability to meet national security requirements regarding the nation's nuclear deterrent. The existing facilities where these operations are now conducted cannot be used much longer and cannot be renovated in a manner that is either affordable or acceptable (from ES&H, security, and production perspectives). As NNSA continues the design and, in the case of a UPF, NEPA analysis of these facilities, it can modify them to reflect changing requirements such as those resulting from a new Nuclear Posture Review, further changes to stockpile size, and future federal budgets. In short, a CMRR–NF and UPF are needed for NNSA to maintain its basic nuclear weapons capabilities because they would replace outdated and deteriorating facilities. These facilities are needed regardless of how many or what types of weapons may be called for in the future.

National Security Requirements and Stockpile Size

In making these decisions, NNSA considered its statutory responsibilities to support the nuclear weapons stockpile as determined by the President and the Congress. President Bush's goal is to achieve a credible nuclear deterrent with the lowest possible number of nuclear warheads consistent with

¹⁰ See note 9 *supra*.

national security needs. In 2002, he and Russia's President Putin signed the Moscow Treaty, under which the United States and Russia will each reduce the number of operationally deployed strategic nuclear weapons to 1,700–2,200 by 2012. In 2004, President Bush issued a directive to cut the entire U.S. stockpile—both deployed and reserve warheads—in half by 2012. This goal was later accelerated and achieved in 2007, five years ahead of schedule. At the end of 2007, the total stockpile was almost 50 percent below what it was in 2001. On December 18, 2007, the White House announced the President's decision to reduce the entire nuclear weapons stockpile by another 15 percent by 2012. This means the U.S. nuclear stockpile will be less than one-quarter its size at the end of the Cold War—the smallest stockpile since the Eisenhower Administration.

NNSA's analyses in the SPEIS are based on current national policy regarding stockpile size (1,700–2,200 operationally deployed strategic nuclear warheads by 2012) with flexibility to respond to future Presidential direction to make further changes in the numbers of weapons. Maintaining a stockpile requires the ability to detect aging effects and other changes in weapons (a surveillance program), the ability to fix identified problems without nuclear testing (the stockpile stewardship program), and the ability to produce replacement components and reassemble weapons (a fully capable set of production facilities).

NNSA understands that at least two major reviews of the requirements for the future nuclear weapons program are expected during the next year. These reviews may influence the size and composition of the future nuclear weapons stockpile, and the nuclear infrastructure required to support that stockpile. First, the Congress has established the Congressional Commission on the Strategic Posture of the United States. This commission is to conduct a review of the strategic posture of the United States, including a strategic threat assessment and a detailed review of nuclear weapons policy, strategy, and force structure. Its recommendations, currently scheduled for completion in the spring of 2009, are expected to address the size and nature of the future nuclear weapons stockpile, and the capabilities required to support that stockpile. Second, Congress has directed the Administration to conduct another Nuclear Posture Review in 2009 to clarify the United States' nuclear deterrence policy and strategy for the near term (i.e., the next 5–10 years). A

report on this Nuclear Posture Review is due on December 1, 2009.

NNSA has structured its programs and plans in a manner that allows it to continue transforming the complex and to replace antiquated facilities while retaining the flexibility to respond to evolving national security requirements, which is essential for a truly responsive infrastructure. The decisions in this ROD allow NNSA to continue to rely on LANL facilities (with a new CMRR–NF) to provide maximum flexibility to respond to future changes in plutonium requirements.

Costs, Technical Risks, and Other Factors

NNSA prepared detailed business case studies of the programmatic alternatives. These studies are available at <http://www.ComplexTransformationSPEIS.com>. They provide a cost comparison of the alternatives and include costs associated with construction, transition, operations, maintenance, security, decontamination and decommissioning, and other relevant factors.¹¹ Based on these studies, NNSA determined that the costs through 2030 for the consolidation alternatives would be approximately 20–40 percent greater than for the alternatives that would maintain the three major capabilities—plutonium operations, uranium operations, and A/D/HE operations—at their current sites. Additionally, NNSA's analysis found that, through 2060, the costs for the consolidation alternatives would be greater than those for the alternatives that maintain the three capabilities where they are currently located.

With respect to technical risk, as part of the business case studies, NNSA evaluated five types of risk: (1) Engineering and construction; (2) implementation; (3) program; (4) safety and regulatory; and (5) security. These analyses balance nearer-term risks incurred while transitioning to an alternative with longer-term operational risks. For example, consolidation alternatives would have higher risks during the transition due to the challenges associated with mission relocations, but could have lower long-term operational risks because of reduced safety, regulatory, or security risks. All risk criteria were rated equally (20 percent each); a sensitivity analysis determined that the conclusions were not significantly affected by adjustments

¹¹ The cost analyses considered both life-cycle costs (i.e., the cumulative costs over an approximately 50-year life) and discounted cash flows (i.e., a net present value in which all future costs are reduced by a common factor (generally the cost of capital)).

of plus or minus five percent in risk rating criteria.

The risk assessment was performed by a group of NNSA and contractor employees who are subject-matter experts, site experts, or both. The least risky options are those where the sites have previous experience with the mission or the nuclear material used in that mission. Alternatives that would locate the plutonium mission at LANL or SRS, the uranium mission at Y–12, and the weapons assembly and disassembly mission at Pantex, were determined to pose the lowest risk. Overall, the consolidation alternatives were judged to have 25–160 percent more technical risk than alternatives that would not consolidate or relocate missions.

With respect to plutonium R&D and manufacturing, the cost and risk analyses showed that keeping this mission at LANL has the least cost and poses the lowest risk. This results primarily from the fact that plutonium facilities are very expensive to construct and LANL has existing facilities, infrastructure, and trained personnel that can be used for this mission.

The CMRR–NF was analyzed in the *Environmental Impact Statement for the Chemistry and Metallurgy Research Building Replacement Project at Los Alamos National Laboratory, Los Alamos, New Mexico* (DOE/EIS–0350, Nov. 2003). The CMRR EIS evaluated potential environmental impacts of the proposed relocation of analytical chemistry and materials characterization activities and associated R&D to a new CMRR. Following completion of that EIS, NNSA announced its decision to construct and operate a CMRR consisting of two main buildings, one of which was the CMRR–NF (69 FR 6967; Feb. 12, 2004). The second building—providing laboratory, administrative, and support functions—currently is under construction at LANL. However, NNSA decided to defer a decision regarding construction and operation of the CMRR–NF until it completed the Complex Transformation SPEIS (see Section 1.5.2.1, Volume 1 of the SPEIS).

Analyses of the potential impacts of constructing and operating the CMRR–NF were updated in the *Site-Wide Environmental Impact Statement for Continued Operation of Los Alamos National Laboratory, Los Alamos, New Mexico* (2008 LANL SWEIS; DOE/EIS–0380, May 2008) as part of the Expanded Operations and the No Action Alternatives. In a ROD based on the 2008 LANL SWEIS, NNSA announced its decision to continue to implement the No Action Alternative with the

addition of some elements of the Expanded Operations Alternative. NNSA did not make any decision related to the CMRR–NF. It explained in the SWEIS ROD that it would not make any decisions regarding proposed actions analyzed in the SPEIS prior to completion of the SPEIS (73 FR 55833; Sept. 26, 2008). NNSA considered the analyses in the CMRR EIS and the 2008 LANL SWEIS, as well as those in the SPEIS in deciding to construct the CMRR–NF.

With respect to uranium manufacturing and R&D, the cost analyses indicated that building a UPF at Y–12, eliminating excess space, and shrinking the security area at the site will significantly reduce annual operational costs. The UPF at Y–12 will replace 50-year-old facilities, providing a smaller and modern production capability. It will enable NNSA to consolidate enriched uranium operations from six facilities at Y–12, and to reduce the size of the protected area at that site by as much as 90 percent. A new UPF will also allow NNSA to better support broader national security missions. These missions include providing fuel for Naval Reactors; processing and down-blending incoming HEU from the Global Threat Reduction Initiative; down-blending HEU for domestic and foreign research reactors in support of nonproliferation objectives; providing material for high-temperature fuels for space reactors (NASA); and supporting nuclear counter-terrorism, nuclear forensics, and the render safe program (program to disable improvised nuclear devices).

The life cycle cost analysis predicts an average annual savings over the 50-year facility life of approximately \$200 million in FY 2007 dollars. The risk analysis found that moving the uranium mission to a site other than Y–12 would more than double the technical risks. The site-specific impacts for a UPF, including issues such as its location and size, will be analyzed in a new SWEIS for Y–12 that NNSA is currently preparing.

With respect to weapons assembly and disassembly and high explosives production, NNSA's decision to keep that mission at Pantex will result in the least cost and pose the lowest programmatic risk because the facilities necessary to conduct this work safely and economically already exist. Although no further NEPA analysis is required to continue these missions at Pantex, NNSA will continue to evaluate and update site-specific NEPA documentation as required by DOE regulations (10 CFR Part 1021).

With respect to SNM removal from LLNL, transferring Category I/II SNM to other sites and limiting LLNL operations to Category III/IV SNM will achieve a security savings of approximately \$30 million per year at LLNL.

Potential Environmental Impacts

As described in greater detail in the following paragraphs, NNSA considered potential environmental impacts in making these decisions. It analyzed the potential impacts of each alternative on land use; visual resources; site infrastructure; air quality; noise; geology and soils; surface and groundwater quality; ecological resources; cultural and paleontological resources; socioeconomic; human health impacts; environmental justice; and waste management. NNSA also evaluated the impacts of each alternative as to irreversible or irretrievable commitments of resources, the relationship between short-term uses of the environment and the maintenance and enhancement of long-term productivity, and cumulative impacts. In addition, it evaluated impacts of potential accidents on workers and surrounding populations. The SPEIS includes a classified appendix that assesses the potential environmental impacts of a representative set of credible terrorist scenarios.

The environmental impacts of the alternatives are analyzed in Chapter 5 of the SPEIS. The impacts of the alternatives NNSA has decided to pursue are summarized as follows:

Land Use—Minor land disturbance during construction of new facilities (approximately 6.5 acres at LANL for a CMRR–NF and 35 acres at Y–12 for a UPF); less area would be disturbed after construction is complete. At Y–12, construction of a UPF will allow NNSA to reduce the protected area by as much as 90 percent, which will improve security and reduce costs. At all sites, land uses will remain compatible with surrounding areas and with land use plans. At LANL and Y–12, the land required for operations will be less than 1 percent of the sites' total areas.

Visual Resources—Changes consistent with currently developed areas, with no changes in the Visual Resource Management classification. All sites will remain industrialized.

Infrastructure—Existing infrastructure is adequate to support construction and operating requirements at all sites. During operations, any changes to power requirements would be less than 10 percent of the electrical capacity at each site.

Air Quality—During construction, temporary emissions will result, but

National Ambient Air Quality Standards will not be exceeded as a result of this construction. Operations will not introduce any significant new emissions and will not exceed any standards.

Water Resources—Water use will not change significantly compared to existing use and will remain within the amounts of water available at the NNSA sites. Annual water use at each site will increase by less than 5 percent.

Biological Resources—No adverse effects on biota and endangered species. Consultations with the U.S. Fish and Wildlife Service have been completed for the CMRR–NF. Consultations with the Fish and Wildlife Service will be conducted for a UPF during preparation of the Y–12 SWEIS.

Socioeconomics—Short-term employment increases at LANL and Y–12 during construction activities. The selected alternatives will have the least disruptive socioeconomic impacts at all sites. At Y–12, the total workforce will be reduced by approximately 750 workers (approximately 11 percent of the site's workforce) after UPF becomes operational. Employment at all other sites will change by less than 1 percent compared to any changes expected under the No Action Alternative.

Environmental Justice—No disproportionately high and adverse effects on minority or low-income populations will occur at any affected site; therefore, no environmental justice impacts will occur.

Health and Safety—Radiation doses to workers and the public will remain well below regulatory limits at all facilities and at all sites. Doses to the public and workers will cause less than one latent cancer fatality annually at all sites. Conducting future operations in the CMRR–NF and UPF will reduce the dose to workers compared to the doses they receive in existing facilities.

Accidents—The risk of industrial accidents is expected to be low during construction of the new facilities. Radiological accident risks will be low (i.e., probabilities of less than one latent cancer fatality) at all sites. The CMRR–NF and a UPF are expected to reduce the probability and impacts of potential accidents.

Intentional Destructive Acts—Construction of a UPF and CMRR–NF will provide better protection to the activities conducted in these facilities, as it is generally easier and more cost-effective to protect new facilities because modern security features can be incorporated into their design. Although the results of the intentional destructive acts analyses cannot be disclosed, the following general conclusion can be drawn: The potential consequences of

intentional destructive acts are highly dependent upon distance to the site boundary and size of the surrounding population—the closer and higher the surrounding population, the higher the potential consequences. Removal of SNM from LLNL will reduce the potential impacts of intentional destructive acts at that site.

Waste Management—Waste generation will remain within existing and planned management capabilities at all sites. Existing waste management facilities are sufficient to manage these wastes and maintain compliance with regulatory requirements.

Cumulative Impacts—The cumulative environmental impacts of the alternatives are analyzed in Chapter 6 of the SPEIS. The impacts of the alternatives when added to past, present, and reasonably foreseeable future actions will be within all regulatory standards and not result in significant new impacts.

Mitigation Measures

As described in the SPEIS, NNSA operates in compliance with environmental laws, regulations, and policies within a framework of contractual requirements; many of these requirements mandate actions to control and mitigate potential adverse environmental effects. Examples include site security and threat protection plans, emergency plans, Integrated Safety Management Systems, pollution prevention and waste minimization programs, cultural resource and protected species programs, and energy and water conservation programs (e.g., the Leadership in Energy and Environmental Design (LEED) Program). Any additional site-specific mitigation actions would be identified in site-specific NEPA documents.

Comments Received on the Final SPEIS Related to the Programmatic Alternatives

During the 30-day period following the EPA's notice of availability for the Final SPEIS (73 FR 63460; Oct. 24, 2008), NNSA received written comments from the following groups: Alliance for Nuclear Accountability, Project on Government Oversight, National Radical Women, Physicians for Social Responsibility, Oak Ridge Environmental Peace Alliance, Tri-Valley CAREs, the Union of Concerned Scientists, Nuclear Watch New Mexico, the Arms and Security Initiative of the New America Foundation, Concerned Citizens for Nuclear Safety, Embudo Valley Environmental Group, Ecology Ministry, Loretto Community, Aqua es

Vida Action Team, Citizens for Alternatives to Radioactive Dumping, and Tewa Women United. Written comments were also received from approximately 30 individuals. The comments NNSA received related to the programmatic alternatives and NNSA's responses follow.

Some commenters substantively reiterated comments that they had provided earlier on the Draft SPEIS, including comments that suggested:

1. NNSA should make no decisions on Complex Transformation until a new Nuclear Posture Review has been completed by the newly elected administration and the report issued by the Congressional Commission on the Strategic Posture of the United States.

Response: NNSA believes the SPEIS analysis is consistent with and supports national security requirements and policies. It is unreasonable to assume that nuclear weapons would not be a part of this nation's security requirements over the time period analyzed in the SPEIS and beyond. The range of alternatives analyzed in the SPEIS covers the range of national security requirements that NNSA believes could reasonably evolve from any changes to national policy with regard to the size and number of nuclear weapons in the foreseeable future. Accordingly, there is no reason to delay the decisions announced in this ROD on complex transformation pending a new Nuclear Posture Review or the recommendations of the Bipartisan Panel reevaluating the United States' Nuclear Strategic Posture (see Comment Response 1.C, Volume III, Chapter III of the SPEIS). This ROD fully explains why NNSA is making these programmatic decisions, why it is appropriate to make these decisions at this time, and the flexibility NNSA has to adapt to any changes in national security requirements that may occur in the near term.

2. The United States does not need nuclear weapons or the infrastructure that produces and maintains them and should pursue disarmament consistent with the Nuclear Non-Proliferation Treaty.

Response: Decisions on whether the United States should possess nuclear weapons and the type and number of those weapons are made by the President and the Congress. As long as this nation has nuclear weapons, a Complex must exist to ensure their safety, security and reliability. NNSA believes the SPEIS analysis is consistent with and supports national security requirements and policies (see Comment Responses 1.0, 2.K.12, and

3.0, Volume III, Chapter III of the SPEIS).

3. There is no need to produce new pits (or no need for certain production rates).

Response: While pits may have extremely long lifetimes and there may ultimately be no need to produce many additional ones, prudence requires that the nation have the capability to produce pits should the need arise. NNSA is not proposing to manufacture any pits unless they are needed to meet national security requirements. A need to produce pits could arise due to the effects of aging on existing pits or changes to our national security policies that could require more pits than the few NNSA is currently manufacturing for stockpile surveillance (see Comment Responses 2.K.16, 2.K.22, and 5.C.1, Volume III, Chapter III of the SPEIS). Until completion of a new Nuclear Posture Review in 2009 or later, the net production at LANL will be limited to a maximum of 20 pits per year.

4. NNSA should undertake further efforts at compliance with Article VI of the Nuclear Non-proliferation Treaty (NPT) (or, Complex Transformation violates this treaty).

Response: The United States has made significant progress toward achieving the nuclear disarmament goals set forth in the NPT, and is in compliance with its Article VI obligations. The NPT does not mandate disarmament or specific stockpile reductions by nuclear states, and it does not address actions they take to maintain their stockpiles. NNSA disagrees with the assertion that Complex Transformation violates the NPT (see Comment Response 1.F, Volume III, Chapter III of the SPEIS).

5. NNSA should have included Stockpile Curatorship as a reasonable alternative fully considered in the SPEIS.

Response: The Curatorship Alternative as proposed by comments on the Draft SPEIS would have required NNSA to give up the capabilities to design and develop replacement nuclear components and weapons, forcing it to rely solely on the surveillance and non-nuclear testing program to maintain weapons and identify when they need repairs. NNSA believes it is unreasonable to give up these capabilities in light of the uncertainties concerning the aging of weapons and changing national security requirements. As explained in the SPEIS in Section 3.15, this would impair NNSA's ability to assess and, if necessary, address issues regarding the safety, security, and reliability of nuclear weapons (see Comment

Responses 2.H.2, 5.H.2, and 7.O, Volume III, Chapter III of the SPEIS).

6. The transformed complex should not support design or production of new design or modified nuclear weapons.

Response: NNSA is required to maintain nuclear weapons capabilities, including the capability to design, develop, produce, and certify new warheads. Maintenance of the capability to certify weapons' safety and reliability requires an inherent capability to design and develop new weapons. NNSA has not been directed to produce newly designed weapons (see Comment Responses 1.B, Volume III, Chapter III of the SPEIS).

7. NNSA should provide additional information on epidemiological studies of radiation health of workers and communities.

Response: Many of the workers at DOE's 20 major sites have been studied epidemiologically, some for decades. The National Institute for Occupational Safety and Health continues to update these studies as warranted by public health and scientific considerations. As more powerful epidemiological study designs become available, new studies of these workers may provide better information about health risks associated with radiation exposure (see Comment Responses 14.K.5 and 14.K.6, Volume III, Chapter III of the SPEIS). Many of the epidemiological studies and other related studies are available at <http://cedr.lbl.gov>.

8. NNSA should focus on clean-up of its sites rather than building new facilities to make weapons.

Response: DOE has a large remediation program and is aggressively addressing past contamination issues at each of its sites. This program is conducted in accordance with federal and state regulatory requirements and includes administrative and engineered controls to minimize releases, as well as surveillance monitoring of the environment and reporting of exposure assessments. These remediation activities are directed by federal and state regulators, have their own schedule and funding, and are separate from actions proposed in the SPEIS (see Comment Responses 7.J and 9.B, Volume III, Chapter III of the SPEIS). It is inaccurate to suggest that cleanup and transformation are mutually exclusive.

9. NNSA should consolidate special nuclear material from LLNL faster than its current schedule.

Response: NNSA has begun the removal of Category I/II SNM from LLNL, and plans to complete it by 2012. NNSA will continue to give this action the high priority requested by the commenter. Safety, security, and

logistical issues associated with preparing SNM for shipment; shipping the materials; and storage at the receiving sites determine the schedule for completing this removal (see Comment Response 5.N.4, Volume III, Chapter III of the SPEIS).

10. The modernization of the Kansas City Plant should have been included in the SPEIS.

Response: The activities of the Kansas City Plant were not included in the SPEIS because NNSA concluded that decisions regarding the consolidation and modernization of the Kansas City Plant's activities (the production and procurement of electrical and mechanical non-nuclear components) would not affect or limit the programmatic alternatives analyzed in the SPEIS, or the decisions NNSA makes regarding these alternatives (see Comment Response 12.0, Volume III, Chapter III of the SPEIS).

11. The SPEIS is not written in plain language and lacks a clear format.

Response: NNSA prepared the SPEIS in accordance with the requirements of NEPA and the DOE and CEQ NEPA regulations. NNSA believes that the SPEIS is clearly written and organized in light of the highly technical subject matter and complex nature of the alternatives (see Comment Response 2.A, Volume III, Chapter III of the SPEIS).

12. NNSA inadequately addressed the environmental impacts of intentional destructive acts. NNSA must disclose the potential impacts of successfully executed credible terrorist attack scenarios at sites in the nuclear weapons complex and make this information available to the public.

Response: A classified appendix to the Complex Transformation SPEIS evaluates the potential environmental impacts of credible terrorist attacks that NNSA assumed (for purposes of analysis pursuant to NEPA) were successful at specific existing and proposed facilities. The appendix is classified both because the scenarios evaluated contain classified information and because there is a risk that these scenarios and their potential impacts could be exploited by terrorists or others contemplating harmful acts. Therefore, the SPEIS provides limited information about these acts and their potential consequences (see "Potential Environmental Impacts" above and Comment Responses 13.B and 13.D, Volume III, Chapter III of the SPEIS).

13. NNSA failed to consider long-acting consequences of nuclear weapons production, including the impacts that result from every year of operation. NNSA also failed to consider the

deployment or potential use of the nation's nuclear arsenal.

Response: The SPEIS assesses the direct, indirect, and cumulative environmental impacts of the No Action Alternative and reasonable alternatives for the proposed action. Impacts are assessed for both construction and operations. For operations, the SPEIS focuses on the steady-state impacts of operations. Those annual operational impacts are assumed to occur year-after-year. Now that NNSA has made decisions regarding programmatic alternatives, it may need to prepare additional NEPA documents such as site- or facility-level analyses (e.g., the ongoing Y-12 SWEIS for a UPF now that NNSA has decided to locate it at Y-12) (see Comment Response 11.0, Volume III, Chapter III of the SPEIS). NNSA does not make decisions concerning the size, deployment or potential use of the nation's nuclear arsenal, and therefore the consequences of these decisions are not appropriate for analysis in the SPEIS.

14. NNSA inadequately addressed the cumulative impacts of the alternatives, including a detailed and careful analysis of the cumulative impacts of major nuclear-related facilities in New Mexico. Additionally, Comment Response 14.J.4 incorrectly states that Appendix C and D include information about an analysis of cumulative impacts with an extended region of influence of 100 miles.

Response: NNSA addressed potential cumulative impacts resulting from Complex Transformation and ongoing and reasonably anticipated actions of NNSA, other agencies and private developers. In response to public comments, NNSA added a detailed analysis of the cumulative impacts of major nuclear-related facilities in New Mexico. NNSA thinks that analysis is appropriately detailed. The assessment of cumulative impacts is in Chapter 6 of Volume II of the SPEIS (see Comment Responses 2.I and 14.O, Volume III, Chapter III of the SPEIS). With respect to the analysis of cumulative impacts with an extended region of influence of 100 miles, NNSA agrees that the Final SPEIS incorrectly referred the reader to Appendix C and D. NNSA intended to refer the reader to the LANL SWEIS, which shows that extending the region of influence out another 50 miles increases the affected population by 300 percent, while the population dose increases by only 13 percent. NNSA regrets this error.

15. NNSA inadequately addressed Environmental Justice, including a more detailed analysis of transportation impacts and waste disposal.

Response: Under Executive Order 12898, NNSA is responsible for identifying and addressing potential disproportionately high and adverse human health and environmental impacts on minority or low-income populations. Based on the SPEIS's analyses, NNSA concluded that there would not be any disproportionately high and adverse human health and environmental impacts on minority or low-income populations. In response to public comments received, NNSA also included information regarding a "special pathways analysis" for operations at LANL for the purpose of assessing how impacts would change compared to standard modeling results. The special pathway analysis is identified in Volume II, Chapter 5, Section 5.1.10 of the SPEIS, and the results of that analysis are presented in Comment Response 14.J, Volume III, Chapter III of the SPEIS.

16. NNSA inadequately addressed the impacts associated with design and production of Reliable Replacement Warheads.

Response: The continuing transformation of the complex is independent of decisions regarding Reliable Replacement Warheads that the Congress and President may make. At present, the Congress has declined to provide additional funding for development of these warheads (see Comment Responses 2.K.19 and 8.0, Volume III, Chapter III of the SPEIS).

17. NNSA has provided an inadequate basis to decide to locate a UPF at Oak Ridge and there is insufficient information in the SPEIS to select a site for a UPF.

Response: Programmatic alternatives regarding a UPF are analyzed in the SPEIS. The SPEIS is the appropriate document to analyze and support programmatic decisions related to major uranium missions and facilities. The Y-12 SWEIS, currently under preparation, will evaluate site-specific issues associated with continued production operations at Y-12, including issues related to construction and operation of a UPF such as its location and size. NNSA will make decisions regarding the specific location and size based on the more detailed analysis that will be in the Y-12 SWEIS (see Comment Response 5.C.2, Volume III, Chapter III of the SPEIS).

18. Commenters said that NNSA should accelerate consolidation of excess SNM and down-blend hundreds of metric tons of excess HEU, which is highly desirable to nuclear terrorists who could use it to quickly and easily create a crude nuclear device.

Response: Disposal of excess SNM is addressed by the Material Disposition Program. NNSA has an ongoing program to down-blend HEU for disposition, as described in the ROD (61 FR 40619; August 5, 1996) for the *Disposition of Surplus Highly Enriched Uranium Environmental Impact Statement* (DOE/EIS-0240, 1996). The potential environmental impacts of an intentional destructive act, such as terrorism or sabotage, are addressed in a classified appendix to the SPEIS (see Comment Responses 5.M, 5.N, and 13.0, Volume III, Chapter III of the SPEIS).

19. NNSA should not move forward with the construction of the CMRR-NF at LANL because of problems with NNSA construction projects, the federal government's limited economic resources, and adequate existing space at the LANL PF-4. Another commenter asked why the CMRR-NF is needed.

Response: As explained in detail in this ROD, the CMRR-NF is a needed modernization of LANL's plutonium capabilities. Continued use of the existing CMR facility is inefficient and poses ES&H and security concerns that cannot be addressed by modifying the CMR. The CMRR-NF will be safer, seismically robust, and easier to defend from potential terrorist attacks (see Comment Responses 3.0, 5.C.1, 5.C.6, and 9.0, Volume III, Chapter III of the SPEIS).

20. The potential environmental impacts of postulated accidents are not adequately addressed in the SPEIS, including the potential impacts to air, land, and water resulting from postulated accidents.

Response: Accidents are addressed in the Health and Safety Sections for each site and include analyses for a full spectrum of accidents with both high and low probabilities (see Comment Response 14.N, Volume III, Chapter III of the SPEIS). The accident analysis focused on human health impacts, which NNSA decided was a reasonable metric for comparing the programmatic alternatives.

21. A new, more thorough, more transparent cost analysis needs to be done before Complex Transformation plans are allowed to proceed.

Response: The purpose and need for complex transformation result from NNSA's need for a nuclear weapons complex that can be operated less expensively. NNSA prepared business case analyses to provide cost information on the alternatives considered in the SPEIS. NNSA considered these studies, the analyses in the SPEIS, and other information to make these decisions regarding transforming the complex. The business

case analyses are available to the public on the project Web site: <http://www.ComplexTransformationSPEIS.com> (see Comment Response 9.0, Volume III, Chapter III of the SPEIS). NNSA believes these studies are adequate for making programmatic and project-specific decisions.

22. NNSA failed to consider an alternative that truly consolidates the nuclear weapons complex.

Response: The SPEIS analyzes alternatives that would make the complex more efficient and responsive than it would be under the No Action Alternative. Consolidation alternatives were formulated with that purpose and need in mind. The SPEIS assesses a range of reasonable alternatives for the future weapons complex that includes alternatives that, if they had been selected, would have eliminated one or more nuclear weapons complex sites (see Comment Responses 7.A.5, 7.A.6, and 7.A.7, Volume III, Chapter III of the SPEIS). As this ROD explains, relocating uranium, plutonium, and A/D/HE capabilities would be too expensive and risky.

23. Complex Transformation endangers human health.

Response: New facilities would be designed and operated to minimize risk to both workers and the general public during normal operations and in the event of an accident. Benefiting from decades of experience, NNSA employs modern processes; manufacturing technologies; and safety, environmental, security, and management procedures to protect against adverse health impacts (see Comment Response 14.K, Volume III, Chapter III of the SPEIS).

24. NNSA has not adequately addressed public comments about water usage, radioactive and toxic air emissions, impacts to humans, and impacts to agricultural lands or prime farmlands surrounding LANL resulting from past, current, and future operations of LANL.

Response: The environmental impacts of operating LANL are described in Chapter 4, Section 4.1 of Volume 1 of the SPEIS. The analysis examined surrounding land uses, water availability and usage, air quality and airborne emissions, surface and groundwater quality and discharges, human health, waste management, visual resources, noise, and other impacts of operating LANL. Chapter 5, Section 5.1 of Volume II of the SPEIS analyzes the potential environmental impacts of the alternatives evaluated in the SPEIS in the same media areas. See Comment Responses 14.E.11 through 14.E.14, Volume III, Chapter III of the SPEIS. For example, comment response

14.E.11 states that “due to concern expressed for the quality of agriculture in the LANL region, NMED (New Mexico Environment Department) collects and analyzes foodstuff samples as part of its surveillance program to ensure quality standards are met.” The 2008 LANL SWEIS (DOE/EIS-0380), and the ROD (73 FR 55833; Sept. 26, 2008) based on the analyses in it, presented NNSA’s responses to similar comments in more detail. NNSA based its programmatic decisions affecting LANL on both the SPEIS and the SWEIS.

25. Albuquerque will begin drinking water from the Rio Grande on December 5, 2008. The Albuquerque Water Utility Authority (WUA), which oversees the project, has detected long-lived alpha-emitting radionuclides in the river. Although the levels of these radionuclides are below regulatory concern, the research shows that the current EPA standards for long-lived alpha-emitting radionuclides are not protective of the fetus and the young child. The WUA has asked LANL to reveal the extent of the radiation on the plateau and canyons that contribute to the river to no avail.

Response: Water quality and use at LANL are addressed in the SPEIS at Section 4.1.5 of Volume I. Impacts of complex transformation on water resources at LANL are addressed in Section 5.1.5 of Volume II. There is no indication that contamination from LANL is affecting Albuquerque’s drinking water supply. According to a 2007 water quality report, gross alpha particle activity, radium-228, radium-226, and uranium were among regulated substances that were monitored but not detected (Albuquerque Bernilillo County Water Utility Authority, 2007 Drinking Water Quality Report). The 2007 water quality report may be accessed at <http://www.abcwua.org/content/view/280/484/> (see Comment Response 14.E, Volume III, Chapter III of the SPEIS).

26. NNSA failed to address comments concerning elevated levels of radionuclides in the Rio Embudo Watershed.

Response: The levels of radionuclides from the fallout produced by atmospheric testing of nuclear weapons (e.g., cesium-137, strontium-90, and plutonium-239) are expected to be elevated at Trampas Lake and in the Sangre de Cristo Mountains in which the Embudo Valley lies. The Trampas Lake data agree with expectations for global fallout at this location and are not a result of LANL activities (see Comment Response 14.K.8, Volume III, Chapter III of the SPEIS).

27. Seismic fasteners, ties, and other protections should be used in the construction of the Radiological Laboratory, Utility, and Office Building (RLUOB) within the CMRR project.

Response: NNSA is building the RLUOB to the highest applicable seismic standards. Even though the structure is a radiological laboratory and would not normally be constructed to the same standards as a high hazard nuclear facility, NNSA is nevertheless constructing it to those higher standards (see Comment Response 14.K.7, Chapter III, Volume III of the SPEIS).

28. NNSA did not respond to the comment that it must expand air monitoring in downwind communities and should no longer hide under the grandfather clause for air emissions from its old facilities at LANL.

Response: Operating permits issued pursuant to Title V of the Clean Air Act at NNSA sites include requirements for monitoring emissions from sources and keeping records concerning those sources and their emissions. Monitoring of the environment in and around NNSA sites generally includes air, water, soil, and foodstuffs, and monitoring results are reported in annual environmental surveillance reports. Chapter 10 of Volume II of the SPEIS describes permits issued by regulatory authorities for NNSA facilities and operations. At LANL, NNSA complies with the Clean Air Act and its emissions are regulated by the New Mexico Environment Department (see Comment Response 14.D.2, Chapter III, Volume III of the SPEIS).

29. Will LANL become the second Waste Isolation Pilot Plant (WIPP) site in New Mexico under the Complex Transformation proposal?

Response: This comment concerns the disposal path for newly generated transuranic waste that could result from decisions made on complex transformation. The alternatives analyzed in the SPEIS could generate transuranic waste after WIPP’s scheduled closure in 2035. At this time, DOE is not considering any legislative changes to extend WIPP’s operation or to develop a second repository for transuranic waste. Any transuranic waste that is generated without a disposal pathway would be safely stored until disposal capacity becomes available (see Comment Response 14.M.4, Chapter III, Volume III of the SPEIS).

30. LANL has failed to install a reliable network of monitoring wells at the laboratory.

Response: LANL’s groundwater monitoring program was discussed in the 2008 LANL SWEIS. Groundwater

monitoring at LANL is conducted in compliance with the “Order on Consent for Los Alamos National Laboratory” (Consent Order), and consistent with the Interim Facility-wide Groundwater Monitoring Plan that was approved by the New Mexico Environment Department in June 2006. Some of the groundwater data at LANL are being reassessed due to potential residual drilling fluid effects. Drilling fluid effects are quantitatively assessed in LANL’s Well-Screen Analysis Report, Rev. 2 (LA-UR-07-2852; May 2007). Fifty-two percent of the well screens evaluated in this report produce samples that are not significantly impacted by drilling fluids. LANL has initiated a program to better evaluate the wells and to rehabilitate wells that may be producing suspect results. LANL is using the results of a pilot study to develop a proposed course of action for approval by the New Mexico Environment Department. The process is established by and in compliance with the Consent Order (see Comment Responses 14.E.2 and 14.E.1, Chapter III, Volume III of the SPEIS).

31. The existing CMR facility is not safe and the seismic hazards at LANL are uncertain. The commenters assert that many of their specific comments concerning seismic issues at LANL were not properly addressed. The commenters also state that due to seismic risks, all plutonium operations at LANL should immediately cease.

Response: Section 4.1.6 of Volume I of the SPEIS addresses seismic issues at LANL and Comment Responses 7.0, 14.F.1, 14.K.12, 14.N.8 and 19.E provide additional information on the seismic issues at LANL and the Justification for Continued Operation under which the laboratory’s facilities operate. NNSA decided to construct the CMRR-NF largely because the CMR facility cannot be modified to safely operate for many more years (see the basis for decision for plutonium research and development and operations above).

In addition to the comments that were essentially identical to ones submitted on the Draft SPEIS and to which NNSA responded to in the Final SPEIS, NNSA received the following new comments.

1. Some commenters stated they were unable to identify responses in the Final SPEIS to some of their comments.

Response: NNSA reviewed the comments it received to ensure that responses had been included in the Final SPEIS. Based on this review, NNSA concluded that it had provided appropriate responses for all comments and that responses to these commenters’ submissions were included in the Final SPEIS.

2. The April 9, 2008, comments of the New Mexico Conference of Catholic Bishops, in a letter signed by Most Rev. Michael J. Sheehan, Archbishop of Santa Fe, and Most Rev. Ricardo Ramirez, CSB, Bishop of Las Cruces, were omitted from the SPEIS's text and compact disc (CD).

Response: NNSA does not have any record of receiving the letter identified above prior to issuing the Final SPEIS. However, NNSA contacted the commenter and requested a copy of the letter. That letter raised questions and issues related to: Potential violations of treaties; an international arms race; whether transformation of LANL will result in a more responsive infrastructure; whether the proposed transformation of the complex is based on a Nuclear Posture Review conducted before or after September 11, 2001; the type of Congressional support that has been received; and the costs and funding source for decontamination and decommissioning. NNSA reviewed these comments and concluded that the Final SPEIS addresses each of them.

3. A commenter asserted that the Scarboro community, within 5 miles of the Y-12 facility, is disproportionately impacted, historically and currently, by the pollutants released on the Oak Ridge Reservation. This commenter also urged NNSA to refrain from issuing a ROD for the SPEIS until it commissions and receives an independent study of canned subassembly/secondary reliability, indicating whether a UPF is actually necessary; and until NNSA prepares a supplemental EIS considering the nonproliferation impacts of the proposed action.

Response: NNSA conducted its Environmental Justice analysis consistent with the requirements of the applicable Executive Order and related guidance. Section 14.J of Volume III, Chapter III, addresses the Environmental Justice comments received during the comment period. The Scarboro community is identified as the closest developed area to Y-12 (see Volume II, Chapter 4, Section 4.9.2 of the SPEIS). The analysis in the SPEIS did not result in any disproportionately high and adverse impacts on any minority or low-income populations at Y-12 (see Volume II, Chapter 5, Sections 5.9.10, 5.9.11, and 5.9.12 of the SPEIS). The reasons for NNSA's decision to proceed with a UPF are set forth above in the discussion of uranium manufacturing and research and development. Comment Response 1.F, Volume III, Chapter III, addresses the nonproliferation impacts of Complex Transformation.

4. The Comment Response Document does not include several public petitions, including one from members of Santa Clara Pueblo supporting the comments made by the Tribal Council of Santa Clara Pueblo. Another petition circulated by youth in the Espanola Valley by the Community Service Organization del Norte (CSO del Norte) is also omitted. Many of the individual comment letters from people living in the Rio Embudo Watershed are missing as well. There is no listing of the names of these commenters in Tables 1.3-3, 1.3-4, 1.3-5 or 1.3-6. The listing of the "Campaign Comment Documents" fails to give any indication of the leaders of the campaigns or any geographic reference, unless one flips through that section of the document.

Response: NNSA received approximately 100,000 comment documents on the Draft SPEIS from federal agencies; state, local, and tribal governments; public and private organizations; and individuals. In addition, during the 20 public hearings that NNSA held, more than 600 speakers made oral comments. NNSA made every effort to include all comment documents in the SPEIS and to identify and to address every comment. Because it would be impractical to list the names of all commenters who submitted campaign e-mails, letters, and postcards, those names are provided electronically in the CD version of the SPEIS and on the project Web site (<http://www.ComplexTransformationSPEIS.com>). In addition, the CD contains additional information on the public comment period and includes meeting transcripts and signatories for campaign documents and petitions. With regard to the petition from members of the Santa Clara Pueblo, NNSA believes this petition was submitted as a comment on the 2008 LANL SWEIS and not as a comment on the SPEIS. NNSA responded to the petition in the ROD it issued in September that was based on the SWEIS. If any comment documents or petitions were omitted from the SPEIS, NNSA regrets that.

5. In Comment Response 14.K.11, Chapter III, Volume III of the SPEIS, NNSA, in response to a comment related to under-reported historic radiation emissions, stated that it was "unaware of any published CDC [Centers for Disease Control and Prevention] study with findings as described by the commenter." The commenter had provided a reference to a Los Alamos Historical Document Retrieval and Assessment Project report for documentation of their claim that "DOE has grossly under-reported

historic radiation emissions by nearly 60-fold."

Response: NNSA reviewed the Los Alamos Historical Document Retrieval and Assessment Project report, and NNSA stands by Comment Response 14.K.11, Chapter III, Volume III of the SPEIS, which states that, "Chapter 4, Section 4.6.1, of the LANL SWEIS (LANL 2008) shows the radiation doses received over the past 10 years from LANL operations by the surrounding population and hypothetical maximally exposed individual (MEI). The annual dose to the hypothetical MEI has consistently been smaller than the annual 10-millirem radiation dose limit established for airborne emissions by the U.S. Environmental Protection Agency. The final LANL Public Health Assessment, by the Agency for Toxic Substances and Disease Registry, reports that "there is no evidence of contamination from LANL that might be expected to result in ill health to the community," and that "overall, cancer rates in the Los Alamos area are similar to cancer rates found in other communities" (Agency for Toxic Substances and Disease Registry, *Public Health Assessment, Final, Los Alamos National Laboratory*, 2006).

6. A commenter noted that Comment Response 14.J.4, Chapter III, Volume III, of the SPEIS incorrectly refers the reader to Appendix D for a description of the accident analysis.

Response: The reference to Appendix D is incorrect. The correct reference should have been to Appendix C. NNSA regrets the confusion caused by this error.

7. A commenter stated that NNSA made a commitment to refrain from making a siting decision on the UPF until the Y-12 SWEIS is completed.

Response: NNSA did not make such a commitment. This ROD explains NNSA's decision to construct a UPF at Y-12 based on the analysis contained in the SPEIS and other factors. This decision is not a decision as to where at Y-12 the new facility would be located or its size. Those decisions will be made based on the more detailed analysis in the Y-12 SWEIS. Additionally, the Y-12 SWEIS will include one or more alternatives that do not include a UPF. The public will have the opportunity to review and comment on the Draft SWEIS when it is prepared.

8. With respect to the new section (Section 6.4) that NNSA added to the Final SPEIS to provide more information on the potential cumulative impacts of nuclear activities in New Mexico, one commenter stated that Pantex should be added to that cumulative assessment because it is just

as close to WIPP and to LANL as WIPP and LANL are to each other. Another commenter stated that the impacts of the WSMR should be included in that assessment.

Response: NNSA added Section 6.4 in response to public comments on the Draft SPEIS that requested an analysis of cumulative impacts for the three DOE nuclear facilities in New Mexico, as well as other major planned or proposed nuclear facilities in the state. In part, these comments stated that the regions of influence for LANL and SNL/NM overlap and that all three DOE sites are along the Rio Grande corridor in New Mexico. NNSA believes that Section 6.4 is adequate and responsive to public comments received regarding the cumulative impact assessment of nuclear activities in New Mexico. As Pantex is not located in New Mexico, and its region of influence does not extend into New Mexico, it was not included in Section 6.4. Also, because the WSMR does not conduct nuclear activities, it was not included in Section 6.4.

9. A commenter stated that the socioeconomic impacts described in the SPEIS are “incomplete and vague,” and asked for an explanation regarding the economic multiplier used in the analysis.

Response: NNSA reviewed this comment and believes that the socioeconomic analyses contained in the SPEIS are appropriate and comply with NEPA’s requirements. The economic multipliers used in the SPEIS vary by location and are consistent with the multipliers estimated by the U.S. Bureau of Labor Statistics and multipliers used in other NEPA documents.

10. The SPEIS failed to address impacts on global warming.

Response: The SPEIS assesses the direct, indirect, and cumulative environmental impacts of the No Action Alternative and reasonable alternatives for the proposed action. The assessment of impacts includes, where appropriate, the direct and indirect contributions to the emission of greenhouse gases resulting from operation and transformation of the nuclear weapons complex. As to the programmatic alternatives analyzed in the SPEIS, the direct impacts would result from the construction and operation of major facilities involved in operations using SNM (e.g., a CPC, CNPC, CMRR–NF, UPF), and from the transportation of components, materials and waste. The emissions of carbon dioxide (CO₂) from construction and operation of proposed major facilities are estimated in Chapter 5 (see Tables 5.1.4–1 and 5.1.4–3 in

Section 5.1.4 of Chapter 5, Volume II of the SPEIS). The potential emissions from transportation are a direct function of numbers of trips and their distances. The significant differences among the various programmatic alternatives as to transportation also appear in Chapter 5 (see Section 5.10 of Chapter 5, Volume II of the SPEIS).

The indirect impacts of the programmatic alternatives would result primarily from the use of electricity that is generated from the mix of generating capacities (gas, coal, nuclear, wind, geothermal, etc.) operated by the utilities NNSA purchases power from; these utilities may alter that mix in the future regardless of the decisions NNSA makes regarding transformation of the complex. The use of electricity under the programmatic alternatives is shown in Chapter 5 (see Tables 5.1.3–1 and 5.1.3–2 in Section 5.1.3 of Chapter 5, Volume II of the SPEIS).

Overall, the release of greenhouse gases from the nuclear weapons complex constitutes a miniscule contribution to the release of these gases in the United States and the world. Overall U.S. greenhouse gas emissions in 2007 totaled about 7,282 million metric tons of CO₂ equivalents, including about 6,022 million metric tons of CO₂. These emissions resulted primarily from fossil fuel combustion and industrial processes. About 40 percent of CO₂ emissions come from the generation of electrical power (Energy Information Administration, “Emissions of Greenhouse Gases in the United States 2007,” DOE/EIA–0573 [2007]).

As the impacts of greenhouse gas releases on climate change are inherently cumulative, NNSA, and the DOE as a whole, strive to reduce their contributions to this cumulatively significant impact in making decisions regarding their ongoing and proposed actions. DOE’s efforts to reduce emissions of greenhouse gases extend from research on carbon sequestration and new energy efficient technologies to making its own operations more efficient in order to reduce energy consumption and thereby decrease its contributions to greenhouse gases.

NNSA considers the potential cumulative impact of climate change in making decisions regarding its activities, including decisions regarding continuing the transformation of the nuclear weapons complex. Many of these decisions are applicable to the broad array of NNSA’s activities, and therefore are independent of decisions regarding complex transformation. For example, NNSA (and other elements of the Department) are entering into energy savings performance contracts at its

sites, under which a contractor examines all aspects of a site’s operation for ways to improve energy use and efficiency. Also, NNSA seeks to reduce its contribution to climate change through decisions regarding individual actions, such as pursuing LEED certification for its new construction and refurbishment of its aging infrastructure. Examples of these decisions include projects that replace aging boilers and chillers with equipment that is more energy efficient. Such projects are underway at Y–12, SNL/NM, and LANL (“DOE Announces Contracts to Achieve \$140 Million in Energy Efficiency Improvements to DOE Facilities,” August 4, 2008, available at: <http://www.energy.gov/6449.htm>).

NNSA considered its contributions to the cumulative impacts that may lead to climate change in making the programmatic decisions announced in this ROD. These decisions will allow NNSA to reduce its greenhouse gas emissions by consolidating operations, modernizing its heating, cooling and production equipment, and replacing old facilities with ones that are more energy efficient. Many of these actions would not be feasible if NNSA had selected the No Action Alternative, which would have required it to maintain the Complex’s outdated infrastructure. Federal regulations and DOE Orders require the Department of Energy to follow energy-efficient and sustainable principles in its siting, design, construction, and operation of new facilities, and in major renovations of existing facilities. These principles, which will apply to construction and operation of a UPF at Y–12 and the CMRR–NF at LANL, as well as to other facilities, include features that conserve energy and reduce greenhouse gas emissions.

Issued at Washington, DC, this 15th day of December 2008.

Thomas P. D’Agostino,
Administrator, National Nuclear
Administration.

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DEPARTMENT OF ENERGY**National Nuclear Security
Administration****Record of Decision: Site-Wide
Environmental Impact Statement for
Continued Operation of Los Alamos
National Laboratory, Los Alamos, NM**

AGENCY: Department of Energy, National Nuclear Security Administration.

ACTION: Record of decision.

SUMMARY: The National Nuclear Security Administration (NNSA) of the U.S. Department of Energy (DOE) is issuing this Record of Decision (ROD) for the continued operation of the Los Alamos National Laboratory (LANL) in Los Alamos, New Mexico. This ROD is based on information and analyses contained in the *Final Site-Wide Environmental Impact Statement for the Continued Operation of Los Alamos National Laboratory, Los Alamos, New Mexico*, DOE/EIS-0380 (Final SWEIS or 2008 SWEIS) issued on May 16, 2008; comments on the SWEIS; and other factors, including costs, security considerations and the missions of NNSA.

In the 2008 SWEIS, NNSA assessed three alternatives for the continued operation of LANL: (1) No Action, (2) Reduced Operations, and (3) Expanded Operations. The No Action Alternative analyzed in this SWEIS consists of NNSA and LANL continuing to implement earlier decisions based on previous National Environmental Policy Act (NEPA) reviews, including the 1999 LANL SWEIS (DOE/EIS-0238) and its ROD (64 FR 50797, Sept. 20, 1999). The 2008 SWEIS identified the Expanded Operations Alternative as NNSA's Preferred Alternative. The SWEIS includes a classified appendix that assesses the potential environmental

impacts of a representative set of credible terrorist scenarios.

Because NNSA is continuing to evaluate significant technical and national security issues that could affect the operation and missions of LANL, NNSA is making only a few decisions at this time regarding the continued operation of the laboratory. NNSA will not make any decisions regarding nuclear weapons production and other actions analyzed in the Complex Transformation Supplemental Programmatic Environmental Impact Statement (DOE/EIS-0236-S4) (Complex Transformation SPEIS or SPEIS) prior to the completion of the SPEIS. However, NNSA must make some decisions now regarding LANL to support the safe and successful execution of the laboratory's current missions. It is likely that NNSA will issue other RODs regarding the continued operation of LANL based on the 2008 SWEIS, the SPEIS and other NEPA analyses.

NNSA has decided to continue to implement the No Action Alternative with the addition of some elements of the Expanded Operations Alternative. These elements include increases in operation of some existing facilities and new facility projects needed for ongoing programs and protection of workers and the environment. For the most part, NNSA will continue the missions conducted at LANL at current levels at this time. NNSA will also continue to implement actions necessary to comply with the March 2005 Compliance Order on Consent (Consent Order), which requires investigation and remediation of environmental contamination at LANL. NNSA will not change pit production at LANL at this time; the 1999 ROD set pit production at LANL at 20 per year.

FOR FURTHER INFORMATION CONTACT: For further information on the 2008 LANL SWEIS or this ROD, or to receive a copy of this SWEIS or ROD, contact: Ms. Elizabeth Withers, Document Manager, U.S. Department of Energy, National Nuclear Security Administration Service Center, Post Office Box 5400, Albuquerque, NM 87185, (505) 845-4984. Questions about the SWEIS, ROD and other issues regarding the Los Alamos Site Office's NEPA compliance program may also be addressed to Mr. George J. Rael, Assistant Manager Environmental Operations, NEPA Compliance Officer, U.S. Department of Energy, National Nuclear Security Administration, Los Alamos Site Office, 3747 West Jemez Road, Los Alamos, NM 87544. Mr. Rael may be contacted by telephone at (505) 665-0308, or by e-

mail at: LASO.SWEIS@doeal.gov. For information on the DOE NEPA process, contact: Ms. Carol M. Borgstrom, Director, Office of NEPA Policy and Compliance (GC-20), U.S. Department of Energy, 1000 Independence Avenue, SW., Washington, DC 20585, (202) 586-4600, or leave a message at (800) 472-2756. Additional information regarding DOE NEPA activities and access to many DOE NEPA documents are available on the Internet through the DOE NEPA Web site at: <http://www.gc.energy.gov/nepa/>.

SUPPLEMENTARY INFORMATION:

Background

NNSA prepared this ROD pursuant to the regulations of the Council on Environmental Quality (CEQ) for implementing NEPA (40 CFR Parts 1500-1508) and DOE's NEPA Implementing Procedures (10 CFR Part 1021). DOE last issued a SWEIS and ROD for the continued operation of LANL in 1999. DOE's NEPA regulations require that the Department evaluate site-wide NEPA analyses every five years to determine their continued applicability; NNSA initiated such an evaluation of the 1999 SWEIS in 2004. It subsequently decided to prepare a new SWEIS. NNSA issued a Draft SWEIS in July 2006 for public review and comment during a 75-day period. It considered the comments received on the Draft SWEIS in preparing the Final SWEIS, which it issued on May 16, 2008.

LANL is a multidisciplinary, multipurpose research institution in north-central New Mexico, about 60 miles (97 kilometers) north-northeast of Albuquerque, and about 25 miles (40 kilometers) northwest of Santa Fe. LANL occupies approximately 25,600 acres (10,360 hectares), or 40 square miles (104 square kilometers). About 2,000 structures, with a total of approximately 8.6 million square feet under roof, house LANL operations and activities, with about one half of the area used as laboratory or production space, and the remainder used for administrative, storage, services, and other purposes.

LANL is one of NNSA's three national security laboratories. Facilities and expertise at LANL are used to perform science and engineering research; the laboratory also manufactures some nuclear weapons components such as plutonium pits. In addition to weapons component manufacturing, LANL performs weapons testing, stockpile assurance, component replacement, surveillance, and maintenance. LANL's research and development activities include high explosives processing,

chemical research, nuclear physics research, materials science research, systems analysis and engineering, human genome mapping, biotechnology applications, and remote sensing technologies. The main role of LANL in the fulfillment of NNSA and DOE missions is scientific and technological work that supports nuclear materials handling, processing, and fabrication; stockpile management; materials and manufacturing technologies; nonproliferation programs; and waste management activities. Work at LANL is also conducted for other Federal agencies such as the Departments of Defense and Homeland Security, as well as universities, institutions, and private entities.

Alternatives Considered

The alternatives NNSA evaluated in the SWEIS span a range of operations from minimum levels that would maintain essential mission capabilities (Reduced Operations Alternative) through the highest reasonably foreseeable levels that could be supported by current or new facilities (Expanded Operations Alternative). The No Action Alternative evaluated in the SWEIS consists of the continued implementation of decisions announced in the 1999 SWEIS ROD and decisions based on other completed NEPA reviews. The Reduced Operations Alternative assumes a reduction in the levels of certain operations and activities from the levels evaluated in the No Action Alternative. The Expanded Operations Alternative includes activities evaluated in the No Action Alternative, increases in overall operational levels, and new projects that fall into three categories: (1) Projects to maintain existing operations and capabilities (such as projects to replace aging structures with modern ones, and projects to consolidate operations and eliminate unneeded structures); (2) projects that support environmental remediation at LANL and compliance with the Consent Order, including demolition of excess buildings; and (3) projects that add new infrastructure and expand existing capabilities.

Compliance With the Consent Order

NNSA and LANL will continue to implement actions necessary to comply with the Consent Order, which requires the investigation and remediation of environmental contamination at LANL, regardless of the alternative it selects for the continued operation of the laboratory. The 2008 SWEIS analyzes the environmental impacts of actions

required under the Consent Order,¹ and actions proposed by NNSA to facilitate its compliance with the Order (such as replacement of waste management structures, and establishment of waste examination and staging areas) under the Expanded Operations Alternative so that the impacts of these actions can be distinguished from the impacts of other proposed actions.

Preferred Alternative

The preferred alternative is the alternative that NNSA believes would best fulfill its statutory mission responsibilities while giving consideration to economic, budget, environmental, schedule, policy, technical and other information. In both the Draft and the Final SWEIS, NNSA identified the Expanded Operations Alternative as its preferred alternative.

Environmentally Preferable Alternative

NEPA's Section 101 (42 U.S.C. 4331) establishes a policy of federal agencies having a continuing responsibility to improve and coordinate their plans, functions, programs and resources so that, among other goals, the nation may fulfill its responsibilities as a trustee of the environment for succeeding generations. The Council on Environmental Quality (CEQ), in its "Forty Most Asked Questions Concerning CEQ's NEPA Regulations" (46 FR 18026, Feb. 23, 1981), defines the "environmentally preferable alternative" as the alternative "that will promote the national environmental policy expressed in NEPA's Section 101."

The analyses in the SWEIS of the environmental impacts associated with operating LANL identified only minor differences among the three alternatives across natural and cultural resource areas. Within each of the alternatives there are actions that could result in negative impacts, as well as those that would produce positive environmental effects. Considering the many environmental facets of the alternatives analyzed in the SWEIS, and looking out over the long term, NNSA believes that implementation of the Expanded Operations Alternative would allow it to best achieve its environmental trustee responsibilities under Section 101 of NEPA. Facilitating the cleanup of the site with new or expanded waste management facilities, and replacing older laboratory and production

facilities with new buildings that incorporate modern safety, security and efficiency standards, would improve LANL's ability to protect human health and the environment while allowing LANL to continue to fulfill its national security missions. Increasing operational levels and performing various demolition activities would use additional resources and generate additional waste, but NNSA would also undertake actions to modernize and replace older facilities with more energy efficient and environmentally-protective facilities and to implement waste control and environmental practices to minimize impacts. Many of these types of actions are not feasible with the outdated infrastructure currently at LANL. Under this alternative, NNSA would be better positioned to minimize the use of electricity and water, streamline operations through consolidation, reduce the "footprint" of LANL as a whole, and allow some areas to return to a natural state.

NNSA's Responsibilities to Tribal Governments

NNSA recognizes that the operation of LANL over the last 65 years has affected the people of neighboring communities in northern New Mexico, including Tribal communities. These effects, which vary in nature across communities, include alterations of lifestyles, community, and individual practices. With respect to Tribal communities, NNSA adheres to federal statutes such as the Native American Graves Protection and Repatriation Act, the Archaeological Resources Protection Act, the American Indian Religious Freedom Act, and the National Historic Preservation Act. NNSA follows Executive Order 13175, *Consultation and Coordination with Indian Tribal Governments*; Executive Order 13007, *Indian Sacred Sites*; Executive Order 13021, *Tribal Colleges and Universities*; and Executive Order 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*. NNSA also follows the 2004 Presidential Memorandum regarding Government-to-Government Relationships with Native American Tribal Governments, DOE's American Indian and Alaska Native Tribal Government Policy, DOE Order 1230.2 and DOE Notice 144.1, which establish principles and policies for the Department's relations with Tribes. NNSA has established cooperative agreements with Tribal nations that are located near NNSA sites to enhance their involvement in environmental restoration while protecting Tribal rights and resources.

Four Pueblo governments in the vicinity of LANL have signed individual Accord Agreements with NNSA (Santa Clara, San Ildefonso, Cochiti, and Jemez). The Accord Agreements, together with the recently established Environmental Management/NNSA tribal framework, provide a basis for conducting government-to-government relations and serve as a foundation for addressing issues of mutual concern between the Department and the Pueblos. In furtherance of these Accord Agreements, and specifically to address concerns and issues raised by the Santa Clara Pueblo, the implementation of the decisions in this ROD will be undertaken in conjunction with a Mitigation Action Plan (MAP), which will be updated as needed to address specific concerns and issues raised by the Santa Clara and other Tribal communities.

Environmental Impacts of Alternatives

NNSA analyzed the potential impacts of each alternative on land use; visual resources; site infrastructure; air quality; noise; geology and soils; surface and groundwater quality; ecological resources; cultural and paleontological resources; socioeconomics; human health impacts; environmental justice; and waste management and pollution prevention. NNSA also evaluated the impacts of each alternative as to irreversible or irretrievable commitments of resources, and the relationship between short-term uses of the environment and the maintenance and enhancement of long-term productivity. In addition, it evaluated impacts of potential accidents at LANL on workers and surrounding populations. In a classified appendix, NNSA also evaluated the potential impacts of intentional destructive acts that might occur at LANL.

The 2008 SWEIS's impact analyses for normal operations (i.e., operations without accidents or intentional destructive acts) identified the most notable differences in potential environmental impacts among the alternatives in the following resource areas: *geology and soils; radiological air quality; human health; site infrastructure (electric power use, natural gas demand, potable water demand, and waste management demands); and transportation*. It also identified minor differences in potential environmental impacts among the alternatives under normal operations for: *land use; visual environment; surface water resources; groundwater resources; non-radiological air quality; noise levels; ecological resources; cultural resources; and socioeconomics*.

¹ The Consent Order was issued by the New Mexico Environment Department (NMED). As NMED makes the decisions regarding the requirements of the Order, these decisions are not subject to NEPA because they are not "federal actions."

These findings are described in the Summary and Chapters 4 and 5 of the SWEIS.

Environmental justice was an impact area of particular concern among those who commented on the SWEIS. NNSA recognizes that the operation of LANL over the last 65 years has affected the people of neighboring communities, including minority and low-income households. These effects, which vary in nature across communities, include alterations of lifestyles, community, and individual practices. Executive Order 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*, requires every Federal agency to analyze whether its proposed actions and alternatives would have disproportionately high and adverse impacts on minority or low-income populations. Based on the impacts analysis, NNSA expects no disproportionately high and adverse impacts on minority or low-income populations from the continued operation of LANL under any of the alternatives. From the analysis conducted of the alternatives, the radiological dose from emissions from normal operations are slightly lower for members of Hispanic, Native American, total minority, and low-income populations than for members of the population that are not in these groups, mainly because of the locations of these populations relative to the operations at LANL that produce these emissions. The maximum annual dose for the average member of any of the minority or low-income populations is estimated to be 0.092 millirem compared to a dose of 0.10 millirem for a member of the general population, and a dose of 0.11 millirem for a member of the population that does not belong to a minority or low-income group.

NNSA also analyzed human health impacts from exposure through special pathways, including subsistence consumption of native vegetation (piñon nuts and Indian Tea [Cota]), locally grown produce and farm products, groundwater, surface waters, fish (game and nongame), game animals, other foodstuffs and incidental consumption of soils and sediments (on produce, in surface water, and from ingestion of inhaled dust). These special pathways can be important to the environmental justice analyses because some of them may be more important or prevalent as to the traditional and cultural practices of members of minority populations in the area. The analyses conducted for the 2008 SWEIS, however, show that the health impacts associated with these special pathways do not result in

disproportionately high and adverse impacts to minority or low-income populations.

The SWEIS analyzed potential accidents at LANL. Bounding accidents for both nuclear materials handling and waste management operations and for chemical handling and waste management operations, were identified as those with the highest potential consequences to the offsite population under median site meteorological conditions. Chemicals of concern were selected from a database based on quantities, chemical properties, and human health effects. In making the decisions announced in this ROD, NNSA considered the potential accidents analyzed in the SWEIS for each of the three alternative levels of LANL operations. For the most part, there are few differences among the alternatives for the maximum potential wildfire, seismic, or facility operational accident at LANL because actions under each alternative do not, for the most part, affect the location, frequency, or material at risk of the analyzed accident scenarios. Potential accidents that could occur under the No Action Alternative could also occur under both the Reduced Operations and the Expanded Operations Alternatives. In general, TA-54 waste management operations dominate the potential radiological accident risks and consequences at LANL under all three alternatives.

Under both the No Action and the Reduced Operations Alternatives, the accident with the highest estimated consequences to offsite populations involving radioactive material or wastes is a lightning-initiated fire at the Radioassay and Nondestructive Testing Facility in TA-54. Such an accident could result in up to 6 additional latent cancer fatalities (LCFs) in the offsite population. A fire at the Plutonium Facility's material staging area located within TA-55 could result in up to 5 additional LCFs in the offsite population. The potential accident expected to result in the highest estimated consequences to the hypothetical maximally exposed individual (MEI) and a non-involved nearby worker would be a fire in a waste storage dome at TA-54. If that accident were to occur, a single LCF to a noninvolved worker located 110 yards (100 meters) away from the site of the accident would be likely, and there could also be a 1 in 2 likelihood (0.50) of a LCF to the MEI, who is assumed to be located at the nearest site boundary for the duration of the accident. The lightning-initiated fire accident at the Radioassay and Nondestructive Testing Facility could also result in a single LCF

to a noninvolved worker located 110 yards (100 meters) away from the site of the accident, and could also result in about the same 1 in 2 likelihood (0.49) of a LCF to the MEI assumed to be located at the nearest boundary for the duration of the accident.

Under the Expanded Operations Alternative, there is a potential for a radiological accident unique to this alternative. The radiological accident most likely to result in the highest estimated consequences to the offsite population is a building fire involving radioactive sealed sources stored at the Chemistry and Metallurgy Research Building. Such an accident could result in up to 7 additional LCFs in the offsite population. The potential accident expected to result in the highest estimated consequences to the hypothetical MEI and a non-involved nearby worker would be the same as for the No Action Alternative, namely, a fire in a waste storage dome at TA-54.

DOE evaluates the exposure risks associated with chemicals of concern and the requirements for crisis response personnel to use personal protection to avoid potentially dangerous exposures through its system of Emergency Response Planning Guidelines (ERPG). Chemicals of concern in the analyzed accidents at LANL under both the No Action and Reduced Operations Alternatives include selenium hexafluoride and sulfur dioxide, both from waste cylinder storage at TA-54, and chlorine and helium gases located at TA-55. Annual risks of worker and public exposure in the event of chemical releases are greatest from chlorine and helium gases. The annual risk is estimated to be about one chance in 15 years for workers within 1,181 yards (1,080 meters) of the facility receiving exposures in excess of the ERPG limits for chlorine gas, with the nearest public access located at 1,111 yards (1,016 meters). The annual risk is estimated to be about one chance in 15 years for workers within 203 yards (186 meters) of the facility receiving exposures in excess of ERPG limits for helium gas, with the nearest public access at 1,146 yards (1,048 meters).

Cleanup activities of Material Disposal Areas (MDAs) are analyzed under the Expanded Operations Alternative. These activities pose a risk of accidental releases of toxic chemicals, as there is a degree of uncertainty about how much and what chemicals were disposed of in the MDAs. MDA B is the closest disposal area to the boundary of LANL that will require remediation; remediation by waste removal was assumed for the analysis of a bounding accidental chemical release. Sulfur

dioxide gas and beryllium powder were chosen as the bounding chemicals of concern for this area based on their ERPG values. If present at MDA B in the quantities assumed, both of these chemicals would likely dissipate to safe levels very close to the point of their release. However, there is a potential risk to the public due to the short distance between MDA B and the nearest point where a member of the public might be.

Comments on the Final Site-Wide Environmental Impact Statement

NNSA distributed more than 1,030 copies of the Final SWEIS to Congressional members and committees, the State of New Mexico, Tribal governments and organizations, local governments, other Federal agencies, non-governmental organizations, and individuals. NNSA received comments on the Final SWEIS from the Santa Clara Indian Pueblo; the Members and Residents of Santa Clara Pueblo; Concerned Citizens for Nuclear Safety, together with Robert H. Gilkeson and the Embudo Valley Environmental Monitoring Group; Citizen Action New Mexico; Nuclear Watch New Mexico; Citizens for Alternatives to Radioactive Dumping, and from nearby farmers.

Comments on the Final SWEIS included issues already raised during the comment period for the Draft SWEIS. Volume 3 of the Final SWEIS contains all comments received on the Draft SWEIS and NNSA's responses to them; this chapter also describes how these comments resulted in changes to the SWEIS.

The Santa Clara Indian Pueblo identified three main areas of concern: (1) Government-to-government consultation should have taken place before the issuance of the Final SWEIS; (2) environmental justice issues (including cumulative impacts) were not analyzed properly in the Final SWEIS; and (3) going forward with an increase in plutonium pit production at this time would be premature and violate NEPA. In a letter signed by 226 individuals, the Members and Residents of the Santa Clara Pueblo stated their support for comments on the SWEIS submitted by the tribal leaders. They also stated their opposition to increased plutonium pit production and specifically asked "that (1) proper analysis of environmental justice and accumulative impacts be completed and circulated to the public for comments; (2) that NNSA/DOE honor government-to-government consultation and the process as a trust to Indian Tribes (Santa Clara Pueblo); and (3) that no decision about increasing plutonium pit

production be made until review of this issue mandated in a new law (the National Defense Authorization Act for Fiscal Year 2008) is completed."

To the extent that Santa Clara Pueblo perceived NNSA's action in delaying government-to-government consultation until after the issuance of the Final SWEIS and before the issuance of this ROD to be inconsistent with appropriate protocol for such consultations, this was not intended. NNSA believes that it followed the requirements of DOE Order 1230.2, *U.S. Department of Energy American Indian and Alaska Native Tribal Government Policy*, in consulting through the formal government-to-government process with Santa Clara Pueblo prior to making the decisions announced in this ROD. However, given the two-year time period between the issuance of the Draft SWEIS in 2006 and the issuance of the Final SWEIS in 2008, NNSA acknowledges that it could have been more prompt in engaging in government-to-government consultation with the Santa Clara Pueblo. NNSA will work to improve its consultation process.

With regard to the impact analysis of environmental justice issues (including cumulative impacts) in the Final SWEIS, NNSA believes that it appropriately analyzed the potential for disproportionately high and adverse impacts to minority and low-income populations located within a 50-mile radius of LANL under all alternatives, and that it also appropriately analyzed cumulative impacts to the extent that future actions are known or foreseeable. However, NNSA recognizes that many of the concerns the Santa Clara expressed are rooted in protected cultural and religious practices of its people. With this in mind, NNSA will undertake implementation of the decisions announced in this ROD in conjunction with a MAP. The MAP will be updated as the need arises to identify actions that would address specific concerns and issues raised by the Santa Clara as well as those of other tribal entities in the area of LANL.

NNSA agrees that decisions at this time on proposed actions analyzed in the Complex Transformation SPEIS, including decisions regarding the number of plutonium pits LANL will produce, would be premature. NNSA will not make any decisions on pit production until after it completes the SPEIS.

Concerned Citizens for Nuclear Safety, together with Robert H. Gilkeson and the Embudo Valley Environmental Monitoring Group, raised several concerns with the Final SWEIS: issuance of the Final SWEIS is

premature because there could be a future Congressional change in the purpose and need to operate LANL; there is an uncertain seismic hazard at LANL; the Final SWEIS does not comply with NEPA because it omitted an analysis of prime farmland; LANL does not have a reliable network of monitoring wells; radionuclides have been found in the drinking water wells of Los Alamos County, San Ildefonso Pueblo, and Santa Fe; and storm flow and sediment transport are primary mechanisms for potential contaminant transport beyond LANL's boundaries.

NNSA does not agree that issuance of the Final SWEIS and a ROD is premature. Should Congress or the President direct changes regarding the purpose and need to operate LANL, NNSA may need to conduct additional NEPA reviews or amend this ROD. Federal agencies always face the possibility that in the future the Congress or the President may direct changes in their missions and responsibilities. At this time, NNSA is making only a limited set of decisions regarding actions that need to be implemented now. These decisions do not limit or prejudice the decisions NNSA may make regarding the programmatic alternatives it is evaluating in the Complex Transformation SPEIS.

New information about seismic risks at LANL (set forth in the report *Update of the Probabilistic Seismic Hazard Analysis and Development of Seismic Design Ground Motions at the Los Alamos National Laboratory, 2007, LA-UR-07-3965*) may change how hazardous materials are stored, operations are conducted, and facilities are constructed or renovated. NNSA is conducting a systematic review of LANL structures and operations in light of this information. This review, expected to be completed in about one year, will identify any necessary changes to address the new seismic information. NNSA will then implement the necessary changes to LANL facilities and operations based on the review's recommendations.

NNSA contacted the U.S. Department of Agriculture regarding prime farmland designations in northern New Mexico and included that information in Chapter 4 of the Final SWEIS. No farmland designated by that agency as "prime farmland" is located within Los Alamos or Santa Fe Counties, and only a limited amount of prime farmland is located within a 50-mile radius of LANL in Sandoval and Rio Arriba Counties. The Farmland Protection Policy Act requires that projects receiving Federal funds that would result in the

permanent conversion of prime farmland to non-farmland (or remove its prime rating) must develop and consider alternatives that would not result in the conversion. None of the proposed actions at LANL under any of the alternatives would result in changes to any designated prime farmland or cause it to be re-designated as non-prime farmland.

Information about the network of monitoring wells, including existing and planned wells, is provided in Chapter 4 of the Final SWEIS. NNSA acknowledges that past well installation practices have not produced the desired network, and will continue to install and refurbish wells until adequate information is obtained regarding groundwater conditions and contaminant transport within the aquifers in the LANL area. Contaminants identified in various drinking water wells are being monitored, and drinking water production from these wells may be adjusted or discontinued in compliance with health protection standards. Additional study of aquifer conditions and contaminant transport is needed before long-term corrective actions can be identified and implemented. Contaminant transport via surface water flow and sediment transport is recognized as the primary mechanisms for off-site transport, especially after storms. As the watershed recovers from the effects of the Cerro Grande Fire in 2000, the volumes of storm water runoff are expected to decrease.

Citizen Action New Mexico stated its opposition to the Expanded Operations Alternative, especially expanded nuclear weapons research and production, and asserted that the Final SWEIS did not consider the increased impact of plutonium production on children in compliance with Executive Order 13045, *Protection of Children from Environmental Health Risks and Safety Risks*.

NNSA believes it has complied with this Executive Order in the Final SWEIS. NNSA now uses a more conservative dose-to-risk conversion factor in assessing risks of radiation exposures as a result of this Order. Use of the new dose-to-risk conversion factor is one of the changes noted in NNSA's NEPA process since the issuance of the 1999 SWEIS (Chapter 6 and Appendix C of the SWEIS). As noted previously, NNSA is not making any decisions at this time that would result in expansion of nuclear weapons production.

In comments on the Final SWEIS, Nuclear Watch New Mexico (NWNM) stated that: Expanded plutonium pit

production is not necessary; potential impacts of the proposed Radiological Science Institute are not adequately analyzed in the Final SWEIS and that a project-specific EIS is necessary for the institute; waste volumes identified in the Final SWEIS do not reconcile with those in NNSA's Draft Complex Transformation Supplemental Programmatic EIS; there is confusion about whether the proposed Advanced Fuel Cycle Facility, which is the subject of another DOE programmatic EIS, *The Global Nuclear Energy Partnership Programmatic EIS* (the GNEP PEIS), would be used for research and development or for full-scale reprocessing (and the number of associated facilities that could be located at LANL); and the Los Alamos Science Complex should be funded through the traditional Congressional budgetary authorization and appropriation process.

NNSA believes that it appropriately analyzed the potential impacts of the Radiological Science Institute in the Final SWEIS to the extent possible at this stage of the project planning process, and acknowledged in the Final SWEIS that additional NEPA analyses may be necessary if NNSA decides to continue with this proposal. NNSA will reconcile and update waste volumes in the Final Complex Transformation SPEIS. DOE has decided to eliminate the Advanced Fuel Cycle Facility from consideration in the GNEP PEIS (for more information, please visit: <http://www.gnep.energy.gov>). NNSA is considering the use of alternative financing for the Los Alamos Science Complex; this is an appropriate financing approach in certain situations although it has been rarely used at LANL.

NWNM also asked for additional clarification of some of NNSA's responses to its comments on the Draft SWEIS and provided additional information regarding some of their previous comments. Specifically, NWNM asked if all current tests using plutonium at the Dual Axis Radiographic Hydrodynamic Test Facility (DARHT) are conducted inside vessels.

At present, NNSA is not conducting any tests at DARHT that use plutonium, and future tests using plutonium at this facility would be conducted inside vessels.

NWNM asked if the Rendija Canyon Fault is the closest fault to the proposed location of the Radiological Science Institute.

As discussed in the Final SWEIS, it is the closest known fault to that location.

NWNM also requested an unclassified appendix that discusses intentional destructive acts at LANL; asserted there should be a citation to information compiled by the U.S. Department of Commerce's Bureau of Economic Analysis; and asked that the Area G Performance Assessment and Composite Analysis and the geotechnical report recently prepared by LANL be posted on the Internet.

NNSA considered the preparation of an unclassified discussion of the potential environmental impacts of intentional destructive acts at LANL, but concluded that such a discussion posed unacceptable security risks. Information used to prepare the economic impacts analysis was not contained within a discrete study, so a citation is not appropriate in this instance. Unclassified documents prepared by LANL are generally placed on its Internet site when completed and approved for distribution. NWNM may access the LANL Internet site for these specific references.

NWNM correctly pointed out that the Environmental Protection Agency (EPA) had designated the Española Basin as a Sole Source Aquifer in early 2008.

Once EPA designates a sole source aquifer under its Sole Source Aquifer Protection Program, the agency can review proposed projects that are to receive Federal funds and that have a potential to contaminate the aquifer. Under this review, EPA can request changes to a Federally-funded project if it poses a threat to public health by contaminating an aquifer to the point where a safe drinking water standard could be violated. Projects conducted entirely by Federal agencies, or their contractors, at sole source aquifer locations are not subject to EPA's review process. NNSA is not proposing any new projects that would cause the Española Basin aquifer to exceed a safe drinking water standard.

Citizens for Alternatives to Radioactive Dumping also commented on the Final SWEIS. It asserted that expanded pit production is not necessary; that contamination has been found in produce samples; that there is prime farm land in the Embudo Valley; that there are radionuclides in the Rio Grande, which is a threat to its use as drinking water by the city of Santa Fe; and that radioactive cesium has been found in soils at the Trampas Lakes, which drain into the Rio Grande.

As NNSA noted in its response to other comments on the Draft SWEIS, a single "false positive" result was returned from a laboratory analyzing fruit specimens grown near LANL. No uptake of radioactive contamination

attributed to LANL operations has been found in produce samples obtained from the Embudo Valley. Drinking water supplies for Santa Fe must meet Safe Drinking Water Act and other state and municipal requirements. Elevated radionuclide concentrations in the soils of alpine lake basins within the Rocky Mountain range have been attributed to global fallout concentrated through snowfall and specific geomorphic conditions.

Decisions

With limited additions, NNSA has decided to continue operation of Los Alamos National Laboratory pursuant to the No Action Alternative analyzed in the 2008 SWEIS. The parameters of this alternative are set by the 1999 ROD and other decisions that NNSA has made previously regarding the continued operation of LANL. The additions to the No Action Alternative NNSA has decided to implement at this time consist of elements of the Expanded Operations Alternative. These elements are of two types: (1) Changes in the level of operations for on-going activities within existing facilities, and (2) new facility projects. The changes in operational levels NNSA has decided to implement at this time are:

- Supporting the Global Threat Reduction Initiative and Off-Site Sources Recovery Project by broadening the types and quantities of radioactive sealed sources (Co-60, Ir-192, Cf-252, Ra-226) that LANL can manage and store prior to their disposal;
- Expanding the capabilities and operational level of the Nicholas C. Metropolis Center for Modeling and Simulation to support the Roadrunner Super Computer platform;
- Performing research to improve beryllium detection and to develop mitigation methods for beryllium dispersion to support industrial health and safety initiatives for beryllium workers; and
- Retrieval and disposition of legacy transuranic waste (approximately 3,100 cubic yards of contact-handled and 130 cubic yards of remote-handled) from belowground storage.

New facility projects involve the design, construction, or renovation of facilities and were analyzed as part of the Expanded Operations Alternative. The facility projects that NNSA has decided to pursue at this time are:

- Planning, design, construction and operation of the Waste Management Facilities Transition projects to facilitate actions required by the Consent Order;
- Repair and replacement of mission critical cooling system components for buildings in TA-55 to enable the

continued operation of these buildings and to comply with current environmental standards; and

- Final design of a new Radioactive Liquid Waste Treatment Facility, and design and construction of the Zero Liquid Discharge Facility component of this new treatment facility to enable LANL to continue to treat radioactive liquid wastes.

These projects and actions are needed on an immediate basis to maintain existing capabilities, support existing programs, and provide a safe and environmentally protective work environment at LANL. The need for these increases in operations and new facility projects exists regardless of any decisions NNSA may make regarding the programmatic and project-specific alternatives analyzed in the Complex Transformation SPEIS.

In addition, NNSA will continue to implement actions required by the Consent Order, as noted above, these decisions are not subject to NEPA.

Basis for Decision

NNSA's decisions are based on its mission responsibilities and its need to sustain LANL's ability to operate in a manner that allows it to fulfill its existing responsibilities in an environmentally sound, timely and fiscally prudent manner.

National security policies require NNSA to maintain the nation's nuclear weapons stockpile as well as its core competencies in nuclear weapons. Since completion in 1996 of the *Programmatic Environmental Impact Statement for Stockpile Stewardship and Management* (SSM PEIS) and associated ROD, NNSA and its predecessor, DOE's Office of Defense Programs, has implemented these policies through the Stockpile Stewardship Program (SSP). The SSP emphasizes development and application of improved scientific and technical capabilities to assess the safety, security, and reliability of existing nuclear warheads without the use of nuclear testing. LANL's operations support a wide range of scientific and technological capabilities for NNSA's national security missions, including the SSP. Most of NNSA's missions require research and development capabilities that currently reside at the LANL site. The nuclear facilities in LANL's TA-55 must maintain the nation's nuclear stockpile. Programmatic risks would be unacceptable if LANL did not continue to operate, or if it failed to implement the new decisions set forth above.

NNSA believes that, at this time, existing national security requirements can be met by continuing to conduct

operations at current levels with only a limited number of increases in levels of operations and new facility projects. These increases in operations and new projects are needed because of changes in the SSP program and NNSA's nuclear non-proliferation program. They are also needed to meet new responsibilities that have arisen as a result of changes in our national security requirements since 1999. One of the new facility projects is needed to facilitate NNSA's compliance with the Consent Order. The specific rationales for NNSA's decisions to implement seven elements of the Expanded Operations Alternative are:

1. Supporting the Global Threat Reduction Initiative and Off-Site Sources Recovery Project by broadening the types and quantities of radioactive sealed sources (Co-60, Ir-192, Cf-252, Ra-226) that LANL can manage and store prior to their disposal—This decision will allow NNSA to retrieve and store more of these sources, which, if not adequately secured, could be used in a radiation dispersion device (a "dirty bomb").

2. Expanding the capabilities and operational level of the Nicholas C. Metropolis Center for Modeling and Simulation to support the Roadrunner Super Computer platform—This decision will allow NNSA to perform calculations that improve its ability to certify that the nuclear weapons stockpile is reliable without conducting underground nuclear tests. It will also allow LANL to conduct research on global energy challenges and other scientific issues.

3. Performing research to improve detection and mitigation methods for beryllium—This research will support the continued development of methods to capture and sequester beryllium and to expedite sample analysis needed to implement exposure controls to ensure worker safety.

4. Retrieval and disposition of legacy transuranic waste (approximately 3,100 cubic yards of contact-handled and 130 cubic yards of remote-handled) from belowground storage—Retrieving and dispositioning this waste will allow LANL to complete closure and remediation of TA-54 Material Disposal Area G under the Consent Order. This action will reduce risk by removing approximately 105,000 plutonium-239 equivalent curies from LANL.

5. Planning, design, construction and operation of the Waste Management Facilities Transition projects—These projects will replace LANL's existing facilities for solid waste management. The existing facilities at TA-54 for transuranic waste, low-level waste, mixed low-level waste and hazardous/

chemical waste are scheduled for closure and remediation under the Consent Order.

6. Repair and replacement of mission critical cooling system components for buildings in TA-55—This decision will allow these facilities to continue to operate and for NNSA to install a new cooling system that meets current standards regarding the phase-out of Class 1 ozone-depleting substances.

7. Final design of a new Radioactive Liquid Waste Treatment Facility, and design and construction of the Zero Liquid Discharge Facility component of this new treatment facility—This decision will allow LANL to continue to treat radioactive liquid wastes by replacing a facility that does not meet current standards and that cannot be acceptably renovated. Regardless of any decisions NNSA may make about complex transformation and LANL's role in it, the laboratory will need to treat liquid radioactive wastes for the foreseeable future.

Mitigation Measures

As described in the SWEIS, LANL operates under environmental laws, regulations, and policies within a framework of contractual requirements; many of these requirements mandate actions intended to control and mitigate potential adverse environmental effects. Examples include the Environment, Safety, and Health Manual, emergency plans, Integrated Safety Management System, pollution prevention and waste minimization programs, protected species programs, and energy and conservation programs. A Mitigation Action Plan for this ROD will be issued that includes: Specific habitat conservation measures recommended by the U.S. Fish and Wildlife Service for mitigating effects to potential habitat areas; site- and action-specific commitments related to the Consent Order once the State of New Mexico decides on specific environmental remediation for LANL MDAs; and traffic flow improvements that could involve such measures as installing turn lanes, installing and coordinating traffic lights, and installing new signage. A summary of all prior mitigation commitments for LANL that are either underway or that have yet to be initiated will be included in the MAP. These prior commitments include such actions as continued forest management efforts, continued trail management measures, and implementation of a variety of sampling and monitoring measures, as well as additional measures to reduce potable water use and conserve resources.

In addition, with respect to the concerns raised by the Santa Clara

Pueblo, NNSA will continue its efforts to support the Pueblo and other tribal entities in matters of human health, and will participate in various intergovernmental cooperative efforts to protect indigenous practices and locations of concern. NNSA will conduct government-to-government consultation with the Pueblo and other tribal entities to incorporate these matters into the MAP.

Issued at Washington, DC, this 19th day of September 2008.

Thomas P. D'Agostino,

Administrator, National Nuclear Security Administration.

[FR Doc. E8-22678 Filed 9-25-08; 8:45 am]

BILLING CODE 6450-01-P

DEPARTMENT OF ENERGY**National Nuclear Security
Administration****Record of Decision: Final
Environmental Impact Statement for
the Chemistry and Metallurgy
Research Building Replacement
Project, Los Alamos National
Laboratory, Los Alamos, NM**

AGENCY: National Nuclear Security Administration, Department of Energy.

ACTION: Record of decision.

SUMMARY: The U.S. Department of Energy (DOE), National Nuclear Security Administration (NNSA) is issuing this record of decision on the proposed replacement of the existing Chemistry and Metallurgy (CMR) Building at Los Alamos National Laboratory (LANL) in Los Alamos, New Mexico. This record of decision is based upon the information contained in the "Environmental Impact Statement for the Proposed Chemistry and Metallurgy Research Building Replacement Project, Los Alamos National Laboratory, Los Alamos, New Mexico", DOE/EIS-0350 (CMRR EIS), and other factors, including the programmatic and technical risk, construction requirements, and cost. NNSA has decided to implement the preferred alternative, alternative 1, which is the construction of a new CMR Replacement (CMRR) facility at LANL's Technical Area 55 (TA-55). The new CMRR facility would include a single, above-ground, consolidated special nuclear material-capable, Hazard Category 2 laboratory building (construction option 3) with a separate administrative office and support functions building. The existing CMR building at LANL would be decontaminated, decommissioned, and demolished in its entirety (disposition option 3). The preferred alternative includes the construction of the new CMRR facility, and the movement of operations from the existing CMR

building into the new CMRR facility, with operations expected to continue in the new facility over the next 50 years.

FOR FURTHER INFORMATION CONTACT: For further information on the CMRR EIS or record of decision, or to receive a copy of this EIS or record of decision, contact: Elizabeth Withers, Document Manager, U.S. Department of Energy, Los Alamos Site Office, 528 35th Street, Los Alamos, NM 87544, (505) 667-8690. For information on the DOE National Environmental Policy Act (NEPA) process, contact: Carol M. Borgstrom, Director, Office of NEPA Policy and Compliance (EH-42), U.S. Department of Energy, 1000 Independence Avenue, SW., Washington, DC 20585, (202) 586-4600, or leave a message at (800) 472-2756.

SUPPLEMENTARY INFORMATION:

Background

The NNSA prepared this record of decision pursuant to the regulations of the Council on Environmental Quality for implementing NEPA (40 CFR parts 1500-1508) and DOE's NEPA implementing procedures (10 CFR part 1021). This record of decision is based, in part, on information provided in the CMRR EIS.

LANL is located in north-central New Mexico, about 60 miles (97 kilometers) north-northeast of Albuquerque, and about 25 miles (40 kilometers) northwest of Santa Fe. LANL occupies an area of approximately 25,600 acres (10,360 hectares), or approximately 40 square miles (104 square kilometers). NNSA is responsible for the administration of LANL as one of three National Security Laboratories. LANL provides both the NNSA and DOE with mission support capabilities through its activities and operations, particularly in the area of national security.

Work at LANL includes operations that focus on the safety and reliability of the nation's nuclear weapons stockpile and on programs that reduce global nuclear proliferation. LANL's main role in NNSA mission objectives includes a wide range of scientific and technological capabilities that support nuclear materials handling, processing and fabrication; stockpile management; materials and manufacturing technologies; nonproliferation programs; and waste management activities. LANL supports actinide (any of a series of elements with atomic numbers ranging from actinium-89 through lawrencium-103) science missions ranging from the plutonium-238 heat source program undertaken for the National Aeronautics and Space

Administration (NASA) to arms control and technology development.

The capabilities needed to execute NNSA mission activities require facilities at LANL that can be used to handle actinide and other radioactive materials in a safe and secure manner. Of primary importance are the facilities located within the CMR building and the plutonium facility (located in TAs 3 and 55, respectively). Most of the LANL mission support functions require analytical chemistry (AC) and materials characterization (MC), and actinide research and development support capabilities and capacities that currently exist within facilities at the CMR building and that are not available elsewhere. Other unique capabilities are located within the plutonium facility. Work is sometimes moved between the CMR building and the plutonium facility to make use of the full suite of capabilities they provide.

The CMR building is over 50 years old and many of its utility systems and structural components are deteriorating. Studies conducted in the late 1990s identified a seismic fault trace located beneath one of the wings of the CMR building that increases the level of structural integrity required to meet current structural seismic code requirements for a Hazard Category 2 nuclear facility (a Hazard Category 2 nuclear facility is one in which the hazard analysis identifies the potential for significant onsite consequences). Correcting the CMR building's defects by performing repairs and upgrades would be difficult and costly. NNSA cannot continue to operate the assigned LANL mission-critical CMR support capabilities in the existing CMR building at an acceptable level of risk to public and worker health and safety without operational restrictions. These operational restrictions preclude the full implementation of the level of operation DOE decided upon through its 1999 record of decision for the "Site-wide Environmental Impact Statement for Continued Operation of Los Alamos National Laboratory" (DOE/EIS-0238) (LANL SWEIS). Mission-critical CMR capabilities at LANL support NNSA's stockpile stewardship and management strategic objectives; these capabilities are necessary to support the current and future directed stockpile work and campaign activities conducted at LANL. The CMR building is near the end of its useful life and action is required now by NNSA to assess alternatives for continuing these activities for the next 50 years. NNSA needs to act now to provide the physical means for accommodating continuation of the CMR building's functional, mission-

critical CMR capabilities beyond 2010 in a safe, secure, and environmentally sound manner.

Alternatives Considered

NNSA evaluated the environmental impacts associated with the proposed relocation of LANL AC and MC, and associated research and development capabilities that currently exist primarily at the CMR building, to a newly constructed facility, and the continued performance of those operations and activities at the new facility for the next 50 years. The CMRR EIS analyzed four action alternatives: (1) The construction and operation of a complete new CMRR facility at TA-55; (2) the construction of the same at a "greenfield" location within TA-6; (3) and a "hybrid" alternative maintaining administrative offices and support functions at the existing CMR building with a new Hazard Category 2 laboratory facility built at TA-55, and, (4) a "hybrid" alternative with the laboratory facility being constructed at TA-6. The CMRR EIS also analyzed the no action alternative. These alternatives are described in greater detail below.

Alternative 1 is to construct a new CMRR facility consisting of two or three new buildings within TA-55 at LANL to house AC and MC capabilities and their attendant support capabilities that currently reside primarily in the existing CMR building, at the operational level identified by the expanded operations alternative for LANL operations in the 1999 LANL SWEIS. *Alternative 1* would also involve construction of a parking areas(s), tunnels, vault area(s), and other infrastructure support needs. AC and MC activities would be conducted in either two separate laboratories (constructed either both above ground (construction option 1) or one above and one below ground (construction option 2)) or in one new laboratory (constructed either above ground (construction option 3) or below ground (construction option 4)). An administrative office and support functions building would be constructed separately.

Alternative 2 would construct the same new CMRR facility within TA-6; the TA-6 site is a relatively undeveloped, forested area with some prior disturbance in limited areas that is referred to as a "greenfield" site.

Alternatives 3 and 4 are "hybrid" alternatives in which the existing CMR building would continue to house administrative offices and support functions for AC and MC capabilities (including research and development) and no new administrative support

building would be constructed. Structural and systems upgrades and repairs to portions of the existing CMR building would need to be performed and some portions of the building might be dispositioned. New laboratory facilities (as described for alternative 1) would be constructed either at TA-55 (alternative 3) or at TA-6 (alternative 4).

Under any of the alternatives, disposition of the existing CMR building could include a range of options from no demolition (disposition option 1), to partial demolition (disposition option 2), to demolition of the entire building (disposition option 3).

The no action alternative would involve the continued use of the existing CMR building with some minimal necessary structural and systems upgrades and repairs. Under this alternative, AC and MC capabilities (including research and development), as well as administrative offices and support activities, would remain in the existing CMR building. No new building construction would be undertaken. AC and MC operational levels would continue to be restricted and would not meet the level of operations determined necessary for the foreseeable future at LANL in the 1999 SWEIS record of decision.

Preferred Alternative

In both the draft and the final CMRR EIS, the preferred alternative for the replacement of the existing CMR building is identified as alternative 1 (construct a new CMRR facility at TA-55). The preferred construction option would be the construction of a single consolidated special nuclear material (SNM) capable, Hazard Category 2 laboratory with a separate administrative offices and support functions building (construction option 3). (Special nuclear materials include actinides such as plutonium, uranium enriched in the isotope 233 or 235, and any other material that the U.S. Nuclear Regulatory Commission determines to be special nuclear material.) NNSA's preferred option for the disposition of the existing CMR building is to decontaminate, decommission and demolish the entire structure (disposition option 3). Based on the CMRR EIS, the environmental impacts of the preferred alternative, although minimal, would be expected to be greater than those of the no action alternative. Construction option 3 would have less impact on the environment than implementing construction options 1 or 2; and disposition option 3 would have the greatest environmental impact of the disposition options analyzed.

Environmentally Preferable Alternative

The Council on Environmental Quality (CEQ), in its "Forty Most Asked Questions Concerning CEQ's NEPA Regulations" (46 FR 18026, 2/23/81) with regard to 40 CFR 1505.2, defined the "environmentally preferable alternative" as the alternative "that will promote the national environmental policy as expressed in NEPA's section 101". Ordinarily, this means the alternative that causes the least damage to the biological and physical environment; it also means the alternative which best protects, preserves, and enhances historic, cultural, and natural resources. The CMRR EIS impact analysis indicates that there would be very little difference in the environmental impacts among the action alternatives analyzed and also that the impacts of these action alternatives would be small. After considering impacts to each resource area by alternative, NNSA has identified the no action alternative as the environmentally preferable alternative. The no action alternative was identified as having the fewest direct impacts to the physical environment and to cultural and historic resources. This is because no construction-related disturbances would exist and none of the CMR building would be demolished, as would be the case under any of the action alternatives analyzed for the proposed action, including the preferred alternative. Therefore, the no action alternative would have the fewest impacts.

Environmental Impacts of Alternatives

NNSA analyzed the potential impacts that might occur if any of the four action alternatives or the no action alternative were implemented for land use and visual resources; site infrastructure; air quality and noise; geology and soils; surface and groundwater quality; ecological resources; cultural and paleontological resources; socioeconomic; human health impacts; environmental justice; waste management and pollution prevention. NNSA considered the impacts that might occur from potential accidents associated with the four action alternatives, and the no action alternative as well, on LANL worker and area residential populations. NNSA considered the impacts of each alternative regarding the irreversible or ir retrievable commitments of resources, and the relationship between short-term uses of the environment and the maintenance and enhancement of long-term productivity. The CMRR EIS analyses identified minor differences in

potential environmental impacts among the action alternatives including: Differences in the amount of land disturbed long term for construction and operations, ranging between about 27 and 23 acres disturbed during construction and between 10 and 15 acres disturbed permanently during operations; and differences in the potential to indirectly affect (but not adversely affect) potential habitat for a federally-listed threatened species and the potential to have no affect on sensitive habitat areas; differences in the potential to affect human health during normal operations and during accident events; differences in waste volumes generated and managed; and differences in transportation accident dose possibilities. A comparison of impacts is discussed in the following paragraphs.

Construction Impacts

Alternative 1 (Construct New CMRR Facility at TA-55; Preferred Alternative): The construction of a new SNM-capable Hazard Category 2 laboratory, an administrative offices and support functions building, SNM vaults and other utility and security structures, and a parking lot at TA-55 would affect 26.75 acres (10.8 hectares) of mostly disturbed land, but would not change the area's current land use designation. The existing infrastructure resources (natural gas, water, electricity) would adequately support construction activities. Construction activities would result in temporary increases in air quality impacts, but resulting criteria pollutant concentrations would be below ambient air quality standards. Construction activities would not impact water, visual resources, geology and soils, or cultural and paleontological resources. Minor indirect effects on potential Mexican spotted owl habitat could result from the removal of a small amount of habitat area, increased site activities, and nighttime lighting near the remaining Mexican spotted owl habitat areas. The socioeconomic impacts associated with construction would not cause any major changes to employment, housing, or public finance in the region of influence. Waste generated during construction would be adequately managed by the existing LANL management and disposal capabilities.

Alternative 2 (TA-6 Greenfield Alternative): The construction of new SNM-capable Hazard Category 2 and 3 buildings, the construction of an administrative offices and support functions facility, SNM vaults and other utility and security structures, and a parking lot at TA-6 would affect 26.75 acres (10.8 hectares) of undisturbed

land, and would change the area's current land use designation to nuclear material research and development, similar to that of TA-55. Infrastructure resources (natural gas, water, electricity) would need to be extended or expanded to TA-6 to support construction activities. Construction activities would result in temporary increases in air quality impacts, but resulting criteria pollutant concentrations would be below ambient air quality standards. It would alter the existing visual character of the central portion of TA-6 from that of a largely natural woodland to an industrial site. Once completed, the new CMRR facility would result in a change in the visual resource contrast rating of TA-6 from Class III (undeveloped land where management activities do not dominate the view) to Class IV (developed land where management activities dominate the view). Construction activities would not impact water, biotic resources (including threatened and endangered species), geology and soils, or cultural and paleontological resources. The socioeconomic impacts associated with construction would not cause any major changes to employment, housing, or public finance in the region of influence. Waste generated during construction would be adequately managed by the existing LANL capabilities for handling waste. In addition, a radioactive liquid waste pipeline might also be constructed across Two Mile Canyon to tie in with an existing pipeline to the Radioactive Liquid Waste Treatment Facility (RLWTF) in TA-50.

Alternative 3 (Hybrid Alternative at TA-55): The construction of new Hazard Category 2 and 3 buildings, the construction of SNM vaults and utility and security structures, and the construction of a parking lot at TA-55 would affect 22.75 acres (9.2 hectares) of mostly disturbed land, but would not change the area's current land use designation. The existing infrastructure would adequately support construction activities. Construction activities would result in temporary increases in air quality impacts, but resulting criteria pollutant concentrations would be below ambient air quality standards. Construction activities would not impact water, visual resources, geology and soils, or cultural and paleontological resources. Minor indirect effects on Mexican spotted owl habitat could result from the removal of a small amount of habitat area, increased site activities, and night-time lighting near the remaining Mexican spotted owl habitat areas. The

socioeconomic impacts associated with construction would not cause any major changes to employment, housing, or public finance in the region of influence. Waste generated during construction would be adequately managed by the existing LANL capabilities for handling waste.

Alternative 4 (Hybrid Alternative at TA-6): The construction of new Hazard Category 2 and 3 buildings, the construction of SNM vaults and utility and security structures, and the construction of a parking lot at TA-6 would affect 22.75 acres (9.2 hectares) of undisturbed land, and would change the area's current land use designation to nuclear material research and development, similar to that of TA-55. Infrastructure resources (natural gas, water, electricity) would need to be extended or expanded at TA-6 to support construction activities. Construction activities would result in temporary increases in air quality impacts, but would be below ambient air quality standards. The existing visual character of the central portion of TA-6 would be altered from that of a largely natural woodland to that of an industrial site. Once completed, the new CMRR facility would result in a change in the visual resource contrast rating of TA-6 from Class III to Class IV. Construction activities would not impact water, visual resources, biotic resources (including threatened and endangered species), geology and soils, or cultural and paleontological resources. The socioeconomic impacts associated with construction would not cause any major changes to employment, housing, or public finance in the socioeconomic region of influence. Waste generated during construction would be adequately managed by the existing LANL capabilities for handling waste. In addition, a radioactive liquid waste pipeline may also be constructed across Two Mile Canyon to tie in with an existing pipeline to the RLWTF at TA-50.

Impacts During the Transition From the CMR Building to the New CMRR Facility Under the Action Alternatives

During a 4-year transition period, CMR operations at the existing CMR building would be moved to the new CMRR facility. During this time, both CMR facilities would be operating, although at reduced levels. At the existing CMR building, where restrictions would remain in effect, operations would decrease as CMR operations move to the new CMRR facility. At the new CMRR facility, levels of CMR operations would

increase as the facility becomes fully operational. In addition, the transport of routine onsite shipment of AC and MC samples would continue to take place while both facilities are operating. With both facilities operating at reduced levels at the same time, the combined demand for electricity, and manpower to support transition activities during this period might be higher than would be required by the separate facilities. Nevertheless, the combined total impacts during this transition phase from both these facilities would be expected to be less than the impacts attributed to the expanded operations alternative and the level of CMR operations analyzed in the LANL SWEIS.

Also during the transition phase, the risk of accidents would be changing at both the existing CMR building and the new CMRR facility. At the existing CMR building, the radiological material at risk and associated operations and storage would decline as material and equipment are transferred to the new CMRR facility. This material movement would have the positive effect of reducing the risk of accidents at the CMR building. Conversely, at the new CMRR facility, as the amount of radioactive material at risk and associated operations increases to full operations, the risk of accidents would also increase. However, the improvements in design and technology at the new CMRR facility would also have a positive effect of reducing overall accident risks when compared to the accident risks at the existing CMR building. The expected net effect of both of these facilities operating at the same time during the transition period would be for the risk of accidents to be lower than the accident risks at either the existing CMR building or the fully operational new CMRR facility.

Action Alternatives—Operations Impacts

Relocating CMR operations to a new CMRR facility located at either TA-55 or TA-6 within LANL would require similar facilities, infrastructure support procedures, resources, and numbers of workers during operations. For most environmental areas of concern, operational differences would be minor. There would not be any perceivable differences in impact between the action alternatives for land use and visual resources, air and water quality, biotic resources (including threatened and endangered species), geology and soils, cultural and paleontological resources, power usage, and socioeconomics. Additionally, the new CMRR facility would use existing waste management

facilities to treat, store, and dispose of waste materials generated by CMR operations. All impacts would be within regulated limits and would comply with Federal, State, and local laws and regulations. Any transuranic (TRU) waste generated by CMRR facility operations would be treated and packaged in accordance with the Waste Isolation Pilot Plant (WIPP) waste acceptance criteria and transported to WIPP or a similar type facility for disposition by DOE.

Routine operations for each of the action alternatives would increase the amount of radiological releases as compared to current restricted CMR building operations. Current operations at the CMR building do not support the levels of activity described for the expanded operations alternative in the LANL SWEIS. There would be small differences in potential radiological impacts to the public, depending on the location of the new CMRR facility. However, radiation exposure to the public would be small and well below regulatory limits and limits imposed by DOE Orders. The maximally exposed offsite individual would receive a dose of less than or equal to 0.35 millirem per year, which translates to 2.1×10^{-7} latent cancer fatalities per year from routine operational activities at the new CMRR facility. Statistically, this translates into a risk of one chance in 5 million of a fatal cancer for the maximally exposed offsite individual due to these operations. The total dose to the population within 50 miles (80 kilometers) would be a maximum of 2.0 person-rem per year, which translates to 0.0012 latent cancer fatalities per year in the entire population from routine operations at the new CMRR facility. Statistically, this would equate to a chance of one additional fatal cancer among the exposed population every 1,000 years.

Using DOE-approved computer models and analysis techniques, estimates were made of worker and public health and safety risks that could result from potential accidents for each alternative. For all CMRR facility alternatives, the results indicate that statistically there would be no chance of a latent cancer fatality for a worker or member of the public. The CMRR facility accident with the highest risk is a facility-wide spill of radioactive material caused by a severe earthquake that exceeds the design capability of the CMRR facility under Alternative 1. The risk for the entire population for this accident was estimated to be 0.0005 latent cancer fatalities per year.

This value is statistically equivalent to stating that there would be no chance

of a latent cancer fatality for an average individual in the population during the lifetime of the facility. Continued operation of the CMR building under the no action alternative would carry a higher risk because of the building's location and greater vulnerability to earthquakes. The risk for the entire population associated with an earthquake at the CMR building would be 0.0024 latent cancer fatalities per year, which is also statistically equivalent to no chance of a latent cancer fatality for an average individual during the lifetime of the facility.

As previously noted, overall CMR operational characteristics at LANL would not change regardless of the ultimate location of the replacement facility and the action alternative implemented. Sampling methods and mission operations in support of AC and MC would not change and, therefore, would not result in any additional environmental or health and safety impacts to LANL. Each of the action alternatives would generally have the same amount of operational impacts. All of the action alternatives would produce equivalent amounts of emissions and radioactive releases into the environment, infrastructure requirements would be the same, and each action alternative would generate the same amount of radioactive and non-radioactive waste, regardless of the ultimate location of the new CMRR facility at LANL. Other impacts that would be common to each of the action alternatives include transportation impacts and CMR building and CMRR facility disposition impacts.

Transportation impacts could result from: (1) The one-time movement of SNM, equipment, and other materials during the transition from the existing CMR building to the new CMRR facility; and (2) the routine onsite shipment of AC and MC samples between the plutonium facility at TA-55 and the new CMRR facility. Impacts from the disposition of the existing CMR building and the CMRR facility would result from the decontamination and demolition of the buildings and the transport and disposal of radiological and non-radiological waste materials. All action alternatives would require the relocation and one-time transport of SNM equipment and materials. Transport of SNM, equipment, and other materials currently located at the CMR building to the new CMRR facility at TA-55 or TA-6 would occur over a period of two to four years. The public would not be expected to receive any measurable exposure from the one-time movement of radiological materials

associated with this action. Impacts of potential handling and transport accidents during the one-time movement of SNM, equipment, and other materials during the transition from the existing CMR building to the new CMRR facility would be bounded by other facility accidents for each alternative. For all alternatives, the environmental impacts and potential risks of transportation would be small.

Under each action alternative, routine onsite shipments of AC and MC samples consisting of small quantities of radioactive materials and SNM samples would be shipped from the plutonium facility at TA-55 to the new CMRR facility at either TA-55 or TA-6. The public would not be expected to receive any additional measurable exposure from the normal movement of small quantities of radioactive materials and SNM samples between these facilities. The potential risk to a maximally exposed individual (MEI) member of the public from a transportation accident involving routine onsite shipments of AC and MC samples between the plutonium facility and CMRR facility was estimated to be very small (3.7×10^{-10}), or approximately 1 chance in 3 billion. For all action alternatives, the overall environmental impacts and potential risks of transporting AC and MC samples would be small.

Action Alternatives—CMR Building and CMRR Facility Disposition Impacts

All action alternatives would require some level of decontamination and demolition of the existing CMR building. Operations experience at the CMR building indicates some surface contamination has resulted from the conduct of various activities over the last 50 years. Impacts associated with decontamination and demolition of the CMR building are expected to be limited to the creation of waste within LANL site waste management capabilities. This would not be a discriminating factor among the alternatives.

Decontamination, and demolition of the new CMRR facility would also be considered at the end of its designed lifetime operation of at least 50 years. Impacts from the disposition of the CMRR facility would be expected to be similar to those for the existing CMR building.

No Action Alternative: Under the no action alternative there would be no new construction and minimal necessary structural and systems upgrades and repairs. Accordingly, there would be no potential environmental impacts resulting from new construction for this alternative. Operational impacts of continuing CMR

operations at the CMR building would be less than those identified under the expanded operations alternative analyzed in the 1999 LANL SWEIS due to the operating constraints imposed on radiological operations at the CMR building.

Comments on the Final Environmental Impact Statement

NNSA distributed approximately 400 copies of the final EIS to Congressional members and committees, the State of New Mexico, various American Indian tribal governments and organizations, local governments, other Federal agencies, and the general public. NNSA received one comment letter from the Pueblo of San Ildefonso regarding NNSA's responses to Pueblo concerns related to the draft CMRR EIS that focused primarily on the spread of contamination present in the canyons around LANL onto land owned by the Pueblo. This issue is beyond the scope of the CMRR EIS but will be addressed by NNSA through other means already established for LANL, such as the environmental restoration project, rather than through the NEPA compliance process.

Decision Factors

NNSA's decisions are based on its mission responsibilities and the ability to continue to perform mission-critical AC and MC operations at LANL in an environmentally sound, timely and fiscally prudent manner. Other key factors in the decision-making process include programmatic impacts and overall program risk, and construction and operational costs.

LANL's CMR operations support a wide range of scientific and technological capabilities that support, in turn, NNSA's national security mission assignments. Most of the LANL mission support functions require AC and MC, and actinide research and development support capabilities and capacities that currently exist within the CMR building. NNSA will continue to need CMR capabilities now and into the foreseeable future, much as these capabilities have been needed at LANL over the past 60 years. Programmatic risks are high if LANL CMR operations continue at the curtailed operational level now appropriate at the aging CMR building. CMR operations at LANL need to continue seamlessly in an uninterrupted fashion, and the level of overall CMR operations needs to be flexible enough to accommodate the work load variations inherent in NNSA's mission support assignments and the general increase in the level of operations currently seen as necessary

to support future national security requirements.

The CMR building was initially designed and constructed to comply with the Uniform Buildings Codes in effect at the time. The CMR building's wing 4 location over a seismic trace would require very extensive and costly structural changes that would be of marginal operational return. Construction costs are estimated to be less for building and operating a new CMRR facility over the long term than the cost estimated for making changes to the aging CMR building so that the building could be operated as a nuclear facility at the level of operations required by the expanded operations alternative selected for LANL in the 1999 LANL SWEIS ROD over the next 50 years. Life cycle costs of operating a new CMRR facility at TA-55 are less than the costs would be of operating a totally upgraded CMR building over the next 50 years. Reduced general occupation costs of maintaining the new CMRR facility (such as heating and cooling the building to maintain comfortable personnel working conditions) given the reduction in occupied building square footage over that of the existing CMR building, and reduced security costs (for maintaining Perimeter Intrusion Detection Alarm Systems (PIDAS) and guard personnel) due to the co-location of the CMRR facility within the existing security perimeter of the plutonium facility thereby eliminating the need for maintaining a separate duplicative security system at the CMR building both would significantly reduce general operating costs for the new facility.

Mitigation Measures

Based on the analyses of impacts provided in the CMRR EIS, no mitigation measures were identified as being necessary since all potential environmental impacts would be substantially below acceptable levels of promulgated standards. Activities associated with the proposed construction of the new CMRR facility would follow standard procedures for minimizing construction impacts, as would demolition activities.

Decisions

NNSA has decided to implement the preferred alternative, alternative 1, which is the construction and operation of a new CMRR facility within TA-55 at LANL. The new CMRR facility would include two buildings (one building for administrative and support functions, and one building for Hazard Category 2 SNM laboratory operations), both of which would be constructed at above

ground locations (construction option 3). The existing CMR building would be decontaminated, decommissioned and demolished in its entirety (disposition option 3). However, the actual implementation of these decisions is dependent on DOE funding levels and allocations of the DOE budget across competing priorities.

Issued in Washington, DC, this 3rd day of February, 2004.

Linton Brooks,

Administrator, National Nuclear Security Administration.

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