

FREEDOM OF INFORMATION STATUS – Fully Open	
Nuclear Safety Advisory Committee (NuSAC)	FINAL
Minutes of the meeting held on 10 April 2008 at Rose Court, 2 Southwark Bridge Road, London SE1 9HS	

Members Present:

Steve Vbranch (Chair)
Sheila Ashford
John Billard
Dick Bird
Malcolm Bonnett
Andrew Clarke
Roger Coates
Barry Cripwell
Paul Haigh
David Horsley
Marion Hill
Peter Manning
Peter McIntyre
Rod McKenzie
Alan Muir
Anthony Webb

HSE Apologies:

Patrick McDonald
Mike Weightman (ND)

Observers Present:

Jenny Chalmers (URENCO)
Frank Francis (DRDL)
Geoff Gill (Springfield Fuels Ltd)
Dave Mason (BNG)
Andrew McFarlane (MoD)
Joe McHugh (EA)
Mary Morrey (HPA)
Mike Potts (UKAEA)
Alan Rae (NDA)
Keith Spooner (MEL)
Peter Wakefield (BE)
Kevan Williams (AWE)

Members Apologies:

Robin Bloomfield, Bryan Edmondson,
Pam Duerden, Murray Sinclair

Observer Apologies:

Alan Brandwood (MEL)
George Hunter (SEPA)
Jim Machardy (GE Healthcare)
Clive Nurton (WA)
Bobby Ronnie (SE)
Heather Young (AWE)

Presenters:

Louise Robson (BERR)
Len Creswell (ND)
Robbie Gray (ND)
Andy Hall (ND)
Derek Lacey (ND)
Simon Middlemas (UKAEA)
Tony Wratten (UKAEA)

HSE Officials:

Robin Dahlberg (Non-Executive Board Member)
Les Philpott
Chris Holliday (ND)
Graham Collins (Secretary)
Shila Patel (Secretariat)
John Copleston (Secretariat)

Acronyms

AWE	- Atomic Weapons Establishment
BE	- British Energy
BERR	- Department of Business Enterprise and Regulatory Reform
BNG	- British Nuclear Group
DRDL	- Devonport Royal Dockyard Ltd
EA	- Environment Agency
HPA	- Health Protection Agency
MoD	- Ministry of Defence
MEL	- Magnox Electric Limited
ND	- Nuclear Directorate
NDA	- Nuclear Decommissioning Authority
SE	- Scottish Executive
SEPA	- Scottish Environment Protection Agency
UKAEA	- United Kingdom Atomic Energy Authority
WA	- Welsh Assembly

1. Welcome and Introduction

1.1 The Chair informed members of the death of Bill Heafield. Paul Haigh and David Horsley represented NuSAC at the funeral on 13 March 2008. All those present observed one minute's silence in Bill's memory.

1.2 The Chair welcomed:

- New members, Dave Horsley and Peter McIntyre. He thanked them for bringing their experience and expertise to the work of NuSAC;
- Non-Executive Board Member Robin Dahlberg; Les Philpott, Director of HSE's Specific Interventions Division, whose responsibilities include nuclear policy issues; Chris Holliday, ND, who will be providing technical support to NuSAC; and John Copleston, a new member of the NuSAC Secretariat;
- Presenters: Louise Robson (BERR); Len Creswell, Robbie Gray, Andy Hall and Derek Lacey (ND); Simon Middlemas (UKAEA) and Tony Wratten (UKAEA);
- Observers: Mike Potts (UKAEA); Alan Rae (NDA); Keith Spooner (attending in place of Alan Brandwood, MEL); and Kevan Williams (attending in place of Heather Young, AWE).

1.3 The Chair asked Robin Dahlberg to outline the recent merger of the Health and Safety Commission (HSC) and the Health and Safety Executive (HSE):

- On 1 April 2008, the HSC and HSE merged to form a national regulatory body (HSE) responsible for promoting improved health and safety at work. There would be no change in health and safety requirements or how these were enforced; and
- HSE was working on a revised strategy for the future of health and safety in the UK. Later in April 2008, HSE would begin reviewing its approach to Advisory Committees (including NuSAC) in the light of the merger. Until this review was completed, NuSAC would continue to fulfill its current function.

2. Minutes of the meeting held on 26 October 2007 [NuSAC/03/2007]

2.1 The Minutes were approved, and would be published on NuSAC's website.

3. Matters arising, Actions

3.1 There were no matters arising from the 26 October 2007 meeting.

3.2 All outstanding actions have been completed, or will appear as agenda items for this or subsequent meetings.

4 BERR Policy Brief [NuSAC (2008)P01]

4.1 Louise Robson presented BERR's *'Policy Brief'*. The following points were raised in discussion on this item:

- Members would welcome more information on how BERR's work on development of Strategic Siting Assessment (SSA) criteria fitted in with NII's work in this area. Louise pointed out that BERR and HSE were working closely on the SSA criteria. A paper from ND was being prepared, possibly for the July meeting;
- The Secretary of State, the Rt Hon John Hutton MP, was not only keen for the UK to become a member of the Global Nuclear Energy Partnership (GNEP), but wanted to encourage broader international sign-up to the Partnership; and
- NDA confirmed that work towards establishment of a National Nuclear Archive was an item within NDA's Business Plan.

5 Chief Inspectors Report [NuSAC(2008)P02]

5.1 The *Chief Inspector's Report* was presented jointly by DCIs Andy Hall, Derek Lacey, Robbie Gray and Len Creswell.

5.2 The following points were highlighted in the presentation:

- *Stage 2 of the Generic Design Assessment (GDA)* process for new reactors was completed on 18 March 2008 and published¹. It was expected that the full GDA process would complete around 2011;
- HSE, the Defence Nuclear Safety Regulator (DNSR) and representatives of the Safety Directors' Forum (SDF) had agreed in principle to a *'Regulatory Nuclear Interface Protocol'* (RNIP). CEOs/Directors would formally sign-up to the Protocol at the Major Hazards conference on 29 April 2008.

5.3 The following points were made during discussion:

- Magnox Electric Limited (MEL) remained competent and capable in the face of reduced funding, with robust safety cases for all plants. However, a significant amount of work, including retrieval projects, had been put on hold pending review. MEL had trialled the *'Regulatory Nuclear Interface Protocol'* (RNIP), and found it to be very helpful;
- ND indicated that they had some issues with the revised decommissioning programmes being submitted by some licensees following NDA funding cuts. These were being discussed with NDA and the licensees;

¹ <http://www.hse.gov.uk/newreactors/index.htm>

- ND reported an improved working relationship with British Energy during resolution of the Hartlepool and Heysham boiler closure issue. British Energy strongly supported the RNIP;
- Following enforcement action, ND were working with the UKAEA on a new Lifetime Plan for Harwell and Winfrith. (It was noted that a visit by RG2 to Winfrith and Harwell would shortly take place);
- Sellafield Limited were working with ND and the NDA on managing the impact of funding reductions to ensure the continued availability of resources and skills, and minimising the impact on safety. It was considered essential to ensure that any uncertainty associated with the transition to the new PBO is minimised;
- In response to questions from Members, ND said that they were working closely with Sellafield to ensure that the licensee has adequate understanding of the technical issues associated with its ageing plant and arrangements for their management through asset care programmes. Improved implementation strategies were being promoted that include a site wide workshop planned to be held in June / July 2008;
- Members felt that there was public concern about the slow pace of hazard reduction at some NDA sites and the slowdown in decommissioning. There was also concern, Members felt, about the difficulty of restarting decommissioning after a long period of care and maintenance. Members were of the view that more information should be provided to the public about what was happening and why; and
- The most recent ND campaign aimed at recruiting more nuclear inspectors had resulted in 168 applications, with (following interviews) offers likely to be made to about 14 individuals. ND aimed to recruit 35 new inspectors in 2008 – 2009 and the same number in each of the next two years.

Action 01/1/2008: ND to produce a paper detailing work with industry stakeholders on safety performance indicators (SPIs);

Action 02/1/2008: Secretariat to seek (on behalf of NuSAC) invitation to ND / Sellafield workshop on issues regarding management of ageing plant;

Action 03/1/2008: Review Group 3 to arrange meeting with Chief Inspector to discuss concerns regarding decommissioning strategy.

6 UKAEA paper on Dounreay decommissioning [NuSAC(2008)P03]

6.1 Simon Middlemas (UKAEA) and Tony Wratten (UKAEA) presented '*Dounreay - shaping for the future*'. The following points were made in discussion:

- The paper focused on people and plans. The Dounreay cementation plant incident had shown that there was a clear need to improve safety culture; behaviours (where necessary) had to be challenged; changing expectations of career duration had to be managed; and managers would have to revisit accepted practices (upskilling where necessary) in the face of the particular challenges posed by decommissioning;
- A robust Lifetime Plan had to be underpinned by an agreed and stable funding profile - and funding provision had to be justified by sound information. NDA and UKAEA were working closely together to better understand the potential impact of funding changes;
- As the site closure date had been brought forward substantially, this would impact on the retention of experienced staff. The potential exodus of staff from Dounreay made it vital to retain skilled staff and maintain their skills and to recruit more suitably qualified and experienced personnel;
- More trained safety representatives were needed, working closely with middle managers;
- While impressive progress in areas such as inventory reduction was evident, the comprehensiveness of key elements of any future plans (eg reliance on repository use) would have to be tested; UKAEA confirmed that no waste would be moved offsite until there was agreement with the offsite body to take it; and
- Ongoing monitoring would continue beyond the end of the current programme in order to detect any further deterioration of plant.

7 Safety Performance Overview 2006 - 2007 [NuSAC(2008)P04]

7.1 On behalf of Review Group 1, Andrew Clarke presented '*Safety Performance Overview of the Major UK Nuclear Licensees: Annual update - covering the period 2006/07*'.

7.2 The following points were highlighted in the presentation:

- Low dose rates had been maintained for both contractors and employees, although more workers were receiving doses above 5mSv;
- RIDDOR injury rates had been maintained or reduced at both civil and defence sites, and contractor injury rates at civil sites were now at a level which was, overall, very close to that for employees;
- A further reduction in INES events had been recorded; and

- NuSAC would continue to seek information from the Defence Nuclear Licensees on the steps being taken to secure further improvements in industrial safety performance, as well as assurance from Licensees and NDA that accrued worker doses remained 'as low as reasonably practicable' (ALARP).

7.3 During discussion, DRDL pointed out that although there had been improvements in safety performance over the years, it was recognised that further improvement was required. Recent initiatives have led to the improvements being sought and the accident rate had halved in recent years.

Action 04/1/2008: DRDL to present paper on improved safety performance at Devonport Naval Dockyard, at a future meeting.

8 Review Group / Task Force Activities

Task Force 1 (TF1):

8.1 On behalf of TF1, Anthony Webb presented an interim '*Progress Report*' [NuSAC(2008)P06] The report was noted.

Task Force 2 (TF2):

8.2 Marion Hill, on behalf of TF2 (and Review Group 2) gave a short update regarding the Committee on Radioactive Waste Management (CoRWM). CoRWM sought to liaise informally with those NuSAC review groups and task forces whose areas of responsibility intersected with these three streams of work. An agreed form of understanding was needed on how NuSAC and CoRWM might work together.

Action 05/1/2008: TF2 to produce a note on liaison with CoRWM.

Task Force 3 (TF3):

8.3 Roger Coates presented Bryan Edmondson's report [NuSAC(2008)P05] on behalf of Task Force 3 (TF3), detailing a discussion with ND on safety culture developments. The following points were made:

- TF3 very much supported ND's approach to safety culture (SC) improvement, including ND's development of a practical framework for effective safety performance indicators (SPIs) and ND's intention to continue recruitment with SC improvement in mind; and

A member of TF3 would attend a meeting of the Safety Directors' Forum (SDF) on 30 April.

Action 06/1/2008: Task Force 3 to accept invitation from British Energy to visit BE in order to gain a clearer picture of their work on 'benchmarking' safety culture and human performance.

Task Force 4 (TF4):

8.4 Task Force 4 report [NuSAC (2008)P07] on the impact of the 2007 International Commission on Radiological Protection (ICRP) Recommendations was agreed. Having completed its remit, TF4 would now stand down, and the report would be published as an 'Open' paper. HPA would be issuing its advice on the 2007 ICRP recommendations for consultation in the summer of 2008, following discussion of drafts with Government Departments.

Review Group 1 (RG1)

8.6 Alan Muir presented his paper on ALARP. RG1 will be following up the effects of funding changes at Sellafield from a strategic ALARP perspective.

Review Group 2 (RG2):

8.7 Paul Haigh reported on the completion of RG2's review of the fragility of Magnox related plant at Sellafield. Delays in the Magnox reprocessing programme mean that increased efforts are needed to maintain ageing plant. RG2 agreed with the approach of maintaining the viability of the reprocessing route rather than diverting effort to alternatives that could only become available after many years of research and development.

Review Group 3 (RG3):

8.5 Anthony Webb gave an oral update on RG3's review of the safety impact of NDA funding reductions. The following points were made in discussion:

- Evidence sampled by RG3 suggested that current NDA funding levels did not appear to have had a negative impact on safety in the short term;
- However, there remained concerns over the longer-term effects of moving funding away from Magnox and UKAEA, especially that decommissioning might 'slip' against NDA's original timescales, and that long-term maintenance programmes could be undermined (although the real impact of funding reductions could be deferred for some time);
- Relationship management in the industry was critical and needed more focus and attention if licensees were going to operate safely; and,
- The NDA commented that the regulatory expectation of decommissioning as soon as is practicable lead to a "SLC-centric" model that was at odds with the "NDA-centric" government view. They wished to involve HSE more in funding discussions with government and in strategy development. The NDA was

developing a new prioritisation process that would be used to rank facilities rather than sites as a whole. It would make the reasons for funding allocations more transparent. A paper on this process would be presented to NuSAC.

Action: 07/1/2008: NDA to present paper on hazard prioritisation.

8.6 When received, the NuSAC Chair would consider sending a summary of the RG3 report to the HSE Chair.

Action 08/1/2008: Review Group 3 to complete report on 'Review of NDA Funding Issues', and present this report at the July NuSAC meeting.

Review Group 4 (RG4):

8.7 The following points were made in discussion of a Review Group 4 report on public information aspects of nuclear emergency [NuSAC (2008)P08] :

- There was a need to better integrate emergency response guidance under the Civil Contingencies Act 2004 and the Radiation (Emergency Preparedness and Public Information) Regulations 2001 (REPPiR);
- It was recommended that lead organisations responsible at national (GB) and local level for preparation and response to nuclear emergencies should: a) look at methods of plugging the information gap in the early stages of an emergency; b) take a more modern approach overall to communicating with people and the media; and, take a more realistic approach to information co-ordination and output arrangements at local area Strategic Co-ordinating Group (SCG) level;
- RG4 were seeking to attend the next Level 3/Grade A licensed nuclear site exercises as observers; and,
- On behalf of the Nuclear Emergency Planning Liaison Group (NEPLG, BERR invited a representative of RG4 to give a presentation to the NEPLG's media sub-group in July.

Action 09/1/2008: Members and observers to submit comments to Secretariat, on Review Group 4 (RG4) paper on public information aspects of nuclear emergency response - by 30th April 2008.

Action 10/1/2008: Secretariat to amend RG4 paper incorporating comments, and recirculate as an 'Open' paper.

Action 11/1/2008: RG4 to accept BERR invitation to give a presentation to the NEPLG media sub-group in July.

Review Group 5 (RG5):

- 8.8 A strategy document setting out MoD's plans for managing legacy waste was expected to be presented internally in the near future. Internet publication of the strategy document would follow in due course.

Action 12/1/2008: MoD to present a paper on legacy waste following publication of the strategy currently being developed.

Review Group 6 (RG6):

- 8.9 RG6 would shortly send its '*Annual Report*' on nuclear safety research to the HSE Chair. While the Report's overall message was more positive than last year, it did address issues such as the continuing delay in setting up a National Nuclear Laboratory (NNL), and the potential impact of cuts in research and development funding.

9 Date and arrangements for Open Meeting 3 July 2008

- 9.1 The Chair invited members and observers to submit papers for the next meeting of NuSAC which would be open to the public, and held on 3 July 2008 at the Health and Safety Executive's offices, Rose Court, 2 Southwark Bridge, London SE1 9HS.

10 Any Other Business

- 10.1 There were no additional items of business. The Chair thanked all those present for attending the meeting.
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