

**ENSREG Work Programme
2014-2016**

HLG_p(2014-27)_135

Work Programme for the European Nuclear Safety Regulators Group (ENSREG) 2014-2016

I. Introduction - ENSREG Main Activities 2014-2016

ENSREG's central mission is to strive for the continuous improvement in nuclear safety and radioactive waste and spent fuel management and their regulation, and to promote openness and transparency in those areas.

ENSREG decided that the next work programme should cover the period from 2014 to 2016 in order to better synchronise with the ENSREG reporting cycle, as specified in the Commission Decision of 17 July 2007 (2007/530/Euratom) and thereafter to return to a biennial rhythm. The work programme in the period 2014 - 2016 will build on the work undertaken over the previous two years.

In March 2013 a new working group “WG International Cooperation” has been established with the mandate to provide ENSREG with the ability to advise the European Commission in the areas of nuclear safety and radiation protection (where related to radioactive material management) within the INSC (Instrument for nuclear safety cooperation) and IPA (Instrument for pre-accession assistance) and as well as to address all international activities that ENSREG decides to be important.

In light of this, ENSREG's main activities in 2014-2016 will be focused on:

1. seeking continuous **improvement in nuclear safety arrangements** through:

1.1 continuing to follow up on the indicative program for the conduct of IRRS-Missions in EU-Member States (MS) in cooperation with IAEA and conducting dedicated European workshops to exchange lessons learned and experience every two years

1.2 conducting technical discussion regarding reporting according to Art. 9(1) of the Nuclear Safety Directive reflecting the reported issues directly related to nuclear safety of the European NPPs

1.3 reviewing the guidelines regarding MS reports for their applicability according to the experiences gained during preparation of the first set of reports and exploring approaches for easier reporting considering corresponding experiences of WG2 from reporting under the Waste Directive

1.4 conducting a second workshop to peer review the updated National Action Plans (NACPs) in 2015 and if appropriate developing after the workshop a further procedure to follow-up implementation

2. seeking **continuous improvement in radioactive waste management, spent fuel and decommissioning arrangements** through:

2.1 finalizing the guidelines for reporting under Art. 14(1) of the Waste Directive and reviewing the guidelines for MS National Reports as regards their applicability considering corresponding experiences of WG1 from reporting under the Nuclear Safety Directive

2.2 continuing to follow up on interaction with IAEA regarding Peer Review services also for peer reviews under the Waste Directive

2.3 organizing a workshop on European approaches to responsible and safe management of spent fuel and radioactive waste based on MS first National Reports and National Program

3. seeking **enhanced openness and transparency** by:

3.1 reviewing and assessing the progress achieved by European Nuclear Regulators in transparency issues as well as providing guidance and assistance to them

3.2 maintaining a comprehensive ENSREG website and providing independent authoritative information on nuclear safety, radioactive waste and spent fuel management, and their regulation in the EU as well as continuously improving the website and adapting it to needs arising; also based on survey and stakeholder feedback

3.2 organizing an ENSREG led European Conference, accessible to all stakeholders, to be held every two years, dedicated to furthering the central mission of ENSREG for continuous improvement.

4. in the context of **international cooperation** developing and **promoting a common understanding and continuous improvement** in the fields of nuclear safety, spent fuel management and radioactive waste management worldwide through:

4.1 providing ENSREG with the ability to advise the European Commission in the areas of nuclear safety and radiation protection (where related to radioactive material management) within the Instrument for Nuclear Safety Co-operation (INSC) (and Instrument for Pre-accession Assistance (IPA))

4.2 evaluating the needs for nuclear regulatory safety cooperation and defining overall and country-specific strategies for nuclear safety cooperation

4.3 identifying preliminary proposals for nuclear regulatory safety cooperation activities and coordinating nuclear regulatory safety cooperation

II. Working Group Programmes

ENSREG has set up Working Groups covering four areas, namely:

Working Group 1 (WGNS) - Improving Nuclear Safety arrangements;

Working Group 2 (WGRWMD) - Improving Radioactive Waste Management, Spent Fuel and Decommissioning arrangements;

Working Group 3 (WGTA) - Improving in Transparency arrangements.

Working Group 4 (WGIC) – Improving in International Cooperation

The specified directions and tasks of the Work Group Programmes were proposed by the Working Groups and approved by ENSREG. They underpin the main ENSREG activities for 2014-2016 with corresponding deliverables and milestones.

Working Groups will report to ENSREG about the progress of their work and provide inputs for the ENSREG Report to the Council and Parliament, envisaged for the summer of 2015.

Working Group 1

Improving Nuclear Safety Arrangements (WGNS)

I. Meetings of WG 1

The Working Group on Nuclear Safety (WG1) will meet at least twice a year. No standard meeting dates are scheduled, the exact dates will be set according to the progress necessary to implement individual tasks. Additional meetings will be scheduled if appropriate. The Chair of WG1 will report to ENSREG-HLG at their meetings.

2014: 20 January, October

+ special meetings) to prepare ToR of the planned 2015-NAcP-Workshop

2015: 2 meetings + additional if necessary

2016: 2 meetings+ additional if necessary

II. IRRS-Workshop and Program

WG1 continues to follow up on the indicative program for the conduct of IRRS-Missions in EU-Member States. A list "Pool of experts" is updated regularly.

According to the current MoU (signed 28/06/2011) between ENSREG and IAEA, dedicated European workshops to exchange lessons learned and experience will be conducted every two years:

2014: 21-22 January

2016: TBD

III. Reporting according to Art. 9(1) of the Nuclear Safety Directive

The first member states reports are to be submitted by 22 July 2014.

2014: WG1 will conduct a technical discussion reflecting the reported issues directly related to nuclear safety of the European NPPs.

2015: The Guidelines regarding MS reports under Art. 9(1) will be reviewed for their applicability according to the experiences gained during preparation of the first set of reports and under any new obligations related to the updated NSD.

Experience of WG2 on the Guidelines for reporting under Art. 14(1) of the Waste Safety Directive will be considered.

WG1 will explore approaches for easier reporting procedure taking into account further advantage of the preparation of National Reports under the CNS.

2017 2nd MS Report to be submitted to EC

IV. National Action Plans Peer Review Workshop for implementing stress test follow-up activities

NACPs will be updated by 15 MS operating NPPs (plus Switzerland and Ukraine) by the end of 2014 and submitted to ENSREG. Following a decision by ENSREG, a second workshop to peer review the updated NACPs shall be conducted in 2015.

2014 A peer review approach and associated ToR for the Workshop are to be developed. WG1 has established a task group to take the experience from the first NAcP-Workshop and develop a proposal for strong review process. ToR will be presented to ENSREG for endorsement (end of 2014).

2015: WG1 will conduct a peer review Workshop on the technical contents of the updated NACPs.

Support and harmonization approaches for the 7th National Report under the Convention on Nuclear safety (to be submitted 8/2016)

2016 Further procedure to follow-up implementation of stress test related improvement actions to be developed after the workshop if necessary and helpful.

V. Information Exchange and cooperation with WENRA-RHWG

WG1 will establish information exchange and cooperation as appropriate with WENRA, in particular with the RHWG. In particular, WG1 will follow up the WENRA approaches and activities on updating the WENRA-Safety Reference Levels.

2015: The results of the NAcPI peer review workshop will be shared with WENRA-RHWG related to their activities on revising the WENRA Safety Reference Levels for NPPs.

2016: Preparation of a status report on nuclear safety improvements on European NPPs on the basis of (i) the first set of national reports for the Nuclear Safety Directive, (ii) the review of the National Action Plans and (iii) the status of implementation of the revised WENRA SRLs.

Working Group 2

Improving Radioactive Waste Management, Spent Fuel and Decommissioning Arrangements (WGRWMD)

I. Introduction

The proposed work programme for WG2 in the period 2014 – 2016 builds on the work undertaken over the previous two years and methodologies and ways forward endorsed by ENSREG. It focusses on finalisation of guidance to facilitate the implementation of the Council Directive 2011/70/EURATOM of 19 July 2011 establishing a Community framework for the responsible and safe management of spent fuel and radioactive waste (Waste Directive), and also on how to best utilize feedback of experience from these activities.

Guidelines for Member States National Reports

The Waste Directive requires Member States (MS) to submit to the Commission national reports on the implementation of the Directive for the first time by 23 August 2015, and every 3 years thereafter, taking advantage of the review and reporting under the Joint Convention as appropriate. On the basis of the Member States' reports, the Commission shall submit to the European Parliament and the Council a report on progress made with the implementation of the Directive and an inventory of radioactive waste and spent fuel present in the Community's territory and the future prospects.

WG2 has during the last two years worked on the development of appropriate guidelines for national reports to be submitted to the Commission. In this sense, the potential added value from feedback of experience from the Joint Convention review process, and especially the development of national reports under the Convention are reflected in the preliminary draft guidelines.

Also, as MS and the Commission should report in a harmonised, consistent and understandable way, an appropriate unified radioactive waste classification system, based on the IAEA classification system, is proposed to be used for MS national reports.

In addition, WG2 has explored the possibility to introduce the concept of "National (Waste) Management Systems", in order to address and manage interdependencies between different licensees involved in different stages of management and disposal of spent fuel and radioactive waste.

Guidelines for Self-assessment and Peer Reviews

The Waste Directive requires MS to arrange for periodical self-assessments of their national framework, competent regulatory authority, national programme and its implementation, and invite international peer review of their national framework, competent regulatory authority and/or national programme with the aim of ensuring that high safety standards are achieved in the safe management of spent fuel and radioactive waste. WG2 has, based on the mandate given from ENSREG, initiated interaction with IAEA for the purpose of investigating whether IAEA could provide for Peer Review services also for peer reviews under the Waste Directive.

Future work

The period 2012 – 2013 focussed very much on development of guidance for MS national reports and guidance for self-assessment and peer reviews. It should be noted that all elements in the previous WP have not been completely finalised by the end of 2013. Tasks under section II are in principle new tasks but the still not completed tasks from the previous WP 2012 – 2013 WP will be carried over and further addressed with the purpose of being finalised early 2014. Thus, draft guidelines for Member States national reports as well as a proposal for an amended ENSREG-IAEA Memorandum of Understanding on EU Peer Reviews are expected to be finalised and submitted to ENSREG for approval in early 2014.

During the coming period 2014 – 2016, MS work will be of a different character. MS work will in general thereafter be focussed on fulfilling the requirements in the Waste Directive, i.e. to develop and submit their first national reports to the Commission not later than 23 August 2015, and also to develop and notify to the Commission a National Program not later than 23 August 2015. WG2 members therefore consider it appropriate for MS to concentrate on those important issues and for the WG2 work program to focus on how to best utilize feedback of experience from these activities for the future.

The proposed work program thus includes provisions for reviewing the draft guidelines for member states national reports as regards their applicability. Any updating of the guidelines will consider also corresponding experiences of WG1 from reporting under the Nuclear Safety Directive.

It is also proposed that a workshop is arranged in 2016 on European approaches for responsible and safe management of spent fuel and radioactive waste based on Member States first national report and national program, focussing on lessons learned from the first reporting cycle and notification of national programs.

WG2 is ready to extend its work program on further issues and special topics if so requested by ENSREG. Proposals for such topics have been put forward and preliminarily discussed in the WG2, e.g. on developing guidance in respect to the concept of safety demonstration, as well as developing guidance to facilitate the implementation of the financial provisions in the Waste Directive. These proposals will be further discussed at next WG2 meeting.

II. Work Programme for 2014 – 2016:

Task 1: Guidance for MS Reports - Article 14 (1) of Directive 2011/70/Euratom

Phase 1

- To update the proposed draft guidelines document based on feedback from trial use by volunteers.
- To present the final draft guidelines to ENSREG for endorsement to be used by MS for preparing national reports to be sent to the Commission by 23rd August 2015.

Phase 2

- To dedicate one WG meeting during the second half of 2014 to specifically benchmark lessons learned from MS work so far to develop the national reports, and also to discuss - if any - potential synergies in processes to prepare national reports under the Joint Convention and the Waste Directive, respectively.
- To update the guidelines - if deemed appropriate - based on MS experiences and lessons learned from preparing their first National report to the Commission.

Timetable

- Finalisation of draft guidelines by Task Group 1 for approval at next WG2 meeting 14 February, 2014. Final proposal to be presented to the subsequent ENSREG meeting.
- Update of Guidelines after first reporting cycle during second half of 2015.

Task 2: Self-assessment and Peer Reviews – Article 14 (3) of Directive 2011/70/Euratom

Phase 1

- To finalise the proposal for amendment of existing Memorandum of Understanding between ENSREG and IAEA for international peer review missions to the EU member states

Phase 2

- To provide feedback of experience to the IAEA on potential improvement to the IAEA EU Peer Review process as regards the peer reviews requirements under the Waste Directive.

Timetable

- Request for approval of general approach for amending existing ENSREG – IAEA Memorandum of Understanding at ENSREG plenary 16 January, 2014.
- WG2 to approve draft proposal for amended ENSREG – IAEA Memorandum of Understanding at next WG2 meeting 14 February, 2014. Final proposal to be presented to the subsequent ENSREG meeting.
- Feedback on experience from IAEA EU Peer Reviews services to MS to be provided at regular intervals according to agreed procedures in the ENSREG – IAEA Memorandum of Understanding.

Task 3: Workshop on European approaches for Responsible and Safe Management of Spent Fuel and Radioactive Waste

- To organise a workshop/seminar/conference on European approaches to responsible and safe management of spent fuel and radioactive waste based on MS first National Reports and National Program.

Timetable

- Initiate preparations during second half of 2015
- Workshop tentatively to take place second or third trimester 2016

Task 4: Exchange of information, discussions on waste safety implementation issues

- Exchange of information related to functions and operations of national regulatory systems.
- Discussions on waste safety issues and possible events, sharing of lessons learned etc.

Timetable

- Ongoing, at each meeting as need arises.

Working Group 3

Improving in Transparency Arrangements (WGTA)

I. Goal: Make nuclear safety information and the work of ENSREG in regulating nuclear safety transparent and accessible to interested EU citizens.

II. Objectives:

- To promote good practice among MS with regard to openness, and transparency and public involvement on issues relating to the safety of nuclear installations.
- To propose further development of the ENSREG website to improve the access of European citizens to accurate and timely information on important nuclear safety issues within the EU.
- To identify appropriate methods for notifying interested parties of the existence of ENSREG and the website and other methods of accessing information and providing feedback to ENSREG or other EU bodies (e.g. European Commission, European Parliament).
- To consider other ways for making information accessible and comprehensive and allowing engagement with and feedback from EU citizens to propose methods for gauging the effectiveness of efforts made to improve transparency and openness in nuclear safety (such as through the use of Eurobarometer surveys).
- To disseminate via ENSREG, guidance on the types of nuclear safety information that should be made available to stakeholders and means of achieving this.
- To assist, upon request, in communication matters of ENSREG.

III. Review of Work Programme for 2012 - 2013

While the number of Member States represented in WG3 remained constant (13 Member States and the European Commission), active participation fell considerably. Consequently, finding replacements/new members remains a challenge. The Working Group held five meetings between January 2012 and September 2013 and the main achievements are summarised below.

1. EU Stress Tests, Transparency and Public Engagement of Stress Tests Follow-up

ENSREG has adopted a “Guidance for National Regulatory Organisations on Principles for Openness and Transparency” HLG_p(2011-14)_57) for ensuring openness and transparency in their communications activities. In light of the public interest in the Fukushima event, ENSREG considered that it was important that the transparency aspects of the implementation, reporting and follow-up of the EU Stress Tests were addressed. Consequently, ENSREG has adopted a “Working Paper - Transparency of Stress Tests” (HLG_p(2011-16)_80). In January and May 2012 public meetings were held in Brussels to discuss the stress test process. Furthermore an opportunity to submit comments via the internet was provided between from 1 to 20 January 2012 and 26 April and 6 May 2012, respectively, at the European Commission's Joint Research Centre website. In the framework of Peer Review of the National Action Plans associated with post-Fukushima lessons learned and stress test peer review recommendations and suggestions (which were developed and made public by the end of 2012) a working paper "[ENSREG Transparency of Peer Review of National Action Plans](#)" (HLG_p(2013-23)_198) dealing with communication and transparency issues was elaborated. In this context, stakeholders had again the opportunity to put questions and to file comments on these National Action Plans via the ENSREG website between 25 February and 20 March 2013. The ENSREG workshop to discuss the National Action Plans took place in Brussels from 22-26 April 2013.

2. ENSREG Website

WG3 established a process for website maintenance and developed criteria for material to be uploaded under “News” and “Documents”. Furthermore, ENSREG specified - initiated by WG3 -the ENSREG rules of procedure as regards public documents. The country profiles have been continuously updated. Information regarding the 2nd ENSREG conference was provided via a special section on the website. The ENSREG website as a whole (including all pages and subpages) has been reviewed, updated and improved. A dedicated subsite “EU Stress Tests” (including the subsites “Follow-up” and “International outreach”) providing documentation and continuous information has been established. A dedicated subsite “About us” to give “ENSREG a face” is under development including an organisational chart and photos of chair and WG chairs. A new section “International Cooperation” to reflect the work of the recently established ENSREG WG4 is also under development.

3. Implementation of Article 10 of the Waste Directive on Transparency

WG3 prepared recommendations for ENSREG on the implementation of Article 10 of the Waste Directive on Transparency, taking into account the “roles” identified under Activity 4

as well as the “principles” identified in the “Guidance for National Regulatory Organisations on Principles for Openness and Transparency” (HLG_p(2011-14)_57).

4. EU International and legal framework for transparency in the nuclear field

A comprehensive document setting out the EU and international legal framework surrounding transparency, communication and openness in the field of nuclear safety was developed by WG3 and agreed by ENSREG in 2008 (“Current Community and International Law with relevance to Transparency” (HLG_p(2009-09)_31)). Based on this document a case study was conducted to identify “roles” for regulators and a summary document analysing the results of the case study was developed. Finding the right balance between transparency and security was defined as the crucial challenge. Due to the strong involvement in the EU Stress Tests and Follow-up, dealing with this issue had to be postponed.

5. 3rd ENSREG Report

WG3 developed the template for the 3rd ENSREG Report, published in July 2013, and contributed to the content of the report regarding its own work.

6. 2nd ENSREG sponsored Conference

WG3 contributed actively to the organisation and programme of the second European regulatory conference on nuclear safety.

7. Contacts with other groups and other activities

The group endeavours to continuously improve co-operation with other groups working in the field (e.g. ENEF Transparency Working Group and NEA Working Group on Public Communication of Nuclear Regulatory Organisations) as well as to improve transparency and communication aspects within ENSREG, with stakeholders and the general public at large.

IV: Work Programme for 2014 – 2016

The work programme for WG3 in the period 2014 - 2016 will build on the work undertaken over the previous two years.

The main focus of action will be the review and assessment of the progress achieved by the European Nuclear Regulators in transparency issues as well as providing guidance and assistance to them. To this end a number of activities is contained in the pertinent work programme. Furthermore, the overhaul of the ENSREG website and the preparation of a concept on future developments of the ENSREG website including options for further improvements/modifications of the website based on survey and stakeholder feedback will be an essential task. The Stress Tests Follow-up continues to be an important issue over the coming period as well.

The key activities to be undertaken by WG3 in the period 2014 – 2016 are

1. EU Stress Tests

- Lead the transparency and communication aspects of the Stress Tests Follow-up
- Advise on and assist with the development of processes to engage stakeholders in the Stress Tests Follow-up and envisaged Peer Review 2015

2. ENSREG Website

- Maintain website (ongoing)
- Conduct review of website content and traffic (ongoing)
- Conduct survey of website users and gain feedback of stakeholders on website
- Based on survey and feedback prepare concept paper on future developments of the ENSREG website and options for further improvements/modifications of the website
- Encourage ENSREG members to promote the use of the website (ongoing)

3. Survey in the light of the 2014 reporting date on Public Information in the Nuclear Safety Directive

- Prepare and conduct a survey of the reporting under the Nuclear Safety Directive (due July 2014) regarding the implementation of Article 8 (Public Information) of the Nuclear Safety Directiveⁱ and in a next step assess if, and to what extent, the reports of the MS comply with the objectives as regards public information and transparency

4. Survey in the light of the 2015 reporting date on Transparency in the Waste Directive

- Prepare and conduct a survey of the reporting under the Waste Directive (due August 2015) regarding the implementation of Article 10 (Transparency) of the Waste Directiveⁱⁱ and in a next step assess if, and to what extent, the reports of the MS comply with the objectives as regards public information and transparency

5. EU International and legal framework for transparency in the nuclear field

- Update of the document “Current and International Law with relevance to Transparency”
- Prepare a paper regarding the balance between transparency and security

6. Review of the rulings of the ACCC (Aarhus) and the ECIC (Espoo)

- Review of the rulings of the ACCC (Aarhus Convention Compliance Committee) and the ECIC (Espoo Convention Implementation Committee) with a view to develop guidance for the European Nuclear Regulators

- 7. Peer Review on national implementation of ENSREG “principles” for openness and transparency”**
 - Develop survey with a view to review the national implementation of the “principles” identified in the “Guidance for National Regulatory Organisations on Principles for Openness and Transparency”
- 8. ENSREG Report 2015**
 - Develop the template for the ENSREG Report 2015 and contribute content on its own work and for the introduction
- 9. 3rd ENSREG Conference**
 - Contribute to the organisation and programme of the 3rd ENSREG conference in 2015
- 10. Contacts with other Groups**
 - Maintain contact with the NEA CNRA WGPC (Working Party on Public Communication of Nuclear Regulatory Organisations) and the European Nuclear Energy Forum’s Working Group on Transparency
 - Explore the possibility of closer co-operation with IAEA on areas of mutual interest
 - Establish contact with the Nuclear Transparency Watch (NTW) initiated in November 2013 (European-wide network of civil society bodies)

Working Group 4

Improving in International Cooperation (WGIC)

I. Further to its Terms of Reference the WG4 will achieve the following tasks:

- Review of Strategy Papers and Multi annual Indicative Programmes and underpinning data related to nuclear aspects of the INSC;
- Evaluation of the needs for nuclear regulatory safety cooperation;
- Prioritisation and definition of overall and country-specific strategies for nuclear safety cooperation
- Preliminary identification of proposals for nuclear regulatory safety cooperation activities;
- Evaluation of availability of staff resources to implement cooperation;
- Evaluation of the impact of past and on-going nuclear safety cooperation from the European regulators point of view (including review of assessment reports);
- Coordination of nuclear regulatory safety cooperation;
- Measures to promote international cooperation in nuclear safety.
- Regularly report to the ENSREG steering, seek orientation when needed.
- Examine the progress reports established by the Commission.

II. More specifically the WG4 will:

- Review annual and mid-term reports provided by the Commission
 - Coordinate ENSREG participation to exploratory mission of the Commission (DEVCO) which constitute the base of the evaluation of the needs for nuclear regulatory safety cooperation.
 - Plan with COM (DEVCO and ENER) participation of ENSREG to major meetings organised by COM where the input of ENSREG would contribute to promote the European approach of nuclear safety and the visibility of its activities. Implement the identified actions
 - Point out additional specific actions ENSREG could take to promote its activities (e.g. meeting with regional nuclear safety organisation, encouraging participation of third countries in the stress test action plan review process, implementation of WENRA RLS, safety objectives and positions).
 - Coordinate with other ENSREG WG where appropriate for avoiding duplication of tasks and optimisation of them.
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