



Office for
Nuclear Regulation

Draft ONR Strategy to 2025 – for consultation

Draft ONR Strategy to 2025 – for consultation

January 2020



© Crown copyright 2019

This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence, visit nationalarchives.gov.uk/doc/open-government-licence/version/3 or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or email: psi@nationalarchives.gsi.gov.uk.

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

This publication is available at www.onr.gov.uk

Any enquiries regarding this publication should be sent to us at: contact@onr.gov.uk

Contents

1.	Introduction to our 2025 strategy	1
2.	What has influenced us?	2
3.	Our Mission, Vision, Values and Strategic Theme Building Blocks	3
4.	ONR's purpose	4
5.	ONR values.....	5
6.	Strategic Theme One	6
7.	Strategic Theme Two	7
8.	Strategic Theme Three	8
9.	Strategic Theme Four	9
10.	What success will look like in 2025	10
11.	Development of this strategy.....	11

1. Introduction to our 2025 strategy

- 1.1 The work of the Office for Nuclear Regulation (ONR) affects everyone: workers at civil and defence nuclear sites and through the supply chain, transport carriers and hospitals, interested communities, and the public at home and abroad – all of whom depend on strong and independent regulation to earn their confidence and trust.
- 1.2 With decades of experience, first in 1960 as the Inspectorate of Nuclear Installations, then as part of the Health and Safety Executive from 1975, ONR formed as a self-standing public corporation in 2014. Since that time, we have matured to become an organisation that is entirely aligned to working as a world-class regulator. We are proud that our people's expertise and ways of working have led to positive tangible outcomes, on behalf of our diverse stakeholders.
- 1.3 We have no doubt that our role, focus and efforts ensure that industry maintains an excellent nuclear safety and security record. Despite the impact of significant political and nuclear sector uncertainty, we have deployed our 'enabling' approach openly and with great transparency, whilst taking action where standards fall short in the protection of workers and the public.
- 1.4 This strategy sets our direction for the next five years. Our new mission focuses on protecting society, while our vision looks to a modern ONR that delivers trusted outcomes which continue to inspire confidence. These characterise the direction: a steely focus on exemplary regulation, with clear intent to continue to modernise and improve how we work, to give the best possible service and value.
- 1.5 This includes improved regulatory consistency and proportionality, working in a more joined-up way across all of our purposes and with others, to improve regulatory co-ordination and safety outcomes. We will also embrace innovation and new ways of working to ensure industry safely responds to its sector challenges.
- 1.6 We want to be an exemplar of transparency and openness that retains the trust and confidence of the workers and public that we serve. So we'll extend our stakeholder engagement, improve our accessibility, and proactively seek and use others' feedback to help us learn.
- 1.7 Internally, we'll continue to develop our highly respected people to be their best, in a healthy, positive culture, where they can excel. We'll also focus on delivering better value for money by streamlining all of our processes and using better technology.
- 1.8 We thank everyone who has helped us develop this strategy - our staff, those we regulate, non-government organisations, government bodies, and others.
- 1.9 We hope that you will find this document of interest, and continue to support our work.
- 1.10 On behalf of the ONR Board.

2. What has influenced us?

2.1 In setting our strategy, we have considered how our operating environment affects our work. Factors include:

- The global challenge of climate change impacts
- Uncertain economic and political appetite for nuclear investment regarding potential new nuclear build of small, medium or large-scale reactors
- Continued long term importance of decommissioning and radioactive waste management, and lack of a Geological Disposal Facility site
- Ageing facilities, include the AGR fleet and Sellafield, and dutyholder investment
- UK government energy policy, including Nuclear Sector Deal, Net Zero legislation, White Paper on Regulation for the Fourth Industrial Revolution, and the role of regulators to support innovation
- UK government better regulation agenda
- UK government spending matters, including defence and Nuclear Decommissioning Authority (NDA) commitments, potential Regulated Asset Base model
- Appetite to work more closely and better co-ordinate with other regulators
- Changes to the NDA's strategy
- Energy Technology Institute study 'Nuclear Cost Drivers'
- Public perceptions of nuclear energy and waste
- Stakeholder appetite for transparency and engagement at all levels
- Diversification of the nuclear supply chain
- Continued and changing security threats to critical national infrastructure
- International and domestic regulatory trends
- Previous investment to build our capability, capacity and maturity
- Our learning to date
- Successes and lessons learned
- Staff commitment and desire for continued improvement
- An economic climate which demands greater value for money from all public bodies

2.2 We do not anticipate any change to our statutory duties, which are set out in the Energy Act (2013), however, this will be subject to the findings of a government post-implementation review in 2021 as required by The Energy Act.

3. Our Mission, Vision, Values and Strategic Theme Building Blocks

- 3.1 Our mission is our reason for being, supported by our vision of how ONR will be by 2025.
- 3.2 To support this, we are introducing explicit organisational values that define what is really important in how we behave with each other, and with you.
- 3.3 All of this intent is delivered through a sharp focus on four strategic themes. These have evolved from those introduced in 2015/16 and highlight our high-level priorities that will ensure ONR develops as we intend and delivers its mission.
- 3.4 Strategic themes one and two remain externally focused: one on our regulation, and two on our stakeholders; and strategic themes three and four remain internally focused: three on our people, and four on our organisation.
- 3.5 Together, these are the building blocks of ONR 2025.



4. ONR's purpose

- 4.1 **Our Mission is** to protect society by securing safe nuclear operations
- 4.2 The nuclear industry is one of the most hazardous in the world, and its safe operation and public confidence depend on strong and independent regulation. Our primary objective is to ensure operators of current and future GB licensed nuclear sites and other dutyholders conduct their operations safely and can account for and have control of nuclear material.
- 4.3 While working closely with government, industry, other regulators and wider stakeholders, we will continue to fiercely protect the independence of our regulatory decisions.
- 4.4 As a highly experienced and respected regulator, we'll be an active contributor to policy, standards and practice at home and abroad. As a public corporation, accountable to the public and Parliament, we'll work independently, objectively based on evidence, and transparently.
- 4.5 All of our purposes are enablers for this mission and so, although we no longer refer distinctly to site security, it remains critical in our work. Often working in close partnership with other regulators, we will continue to deliver our five statutory purposes which together ensure safe nuclear operations:
- nuclear safety;
 - nuclear site health and safety;
 - nuclear security;
 - nuclear safeguards;
 - safety of transport of nuclear and radioactive materials.
- 4.6 Our enabling regulation philosophy focuses on delivering the most appropriate outcomes in the public interest, in a proportionate and consistent manner, through a spectrum of regulatory tools, from influencing, advising and, where necessary, enforcement. This will not change.
- 4.7 **Our Vision is** to be a modern and transparent regulator delivering trusted outcomes and value
- 4.8 We'll build on our strong track record of effective regulation to retain trust and confidence in our purpose. As a public body, we will both add value through our work, early input and engagement, and deliver value for money as an organisation.
- 4.9 Our policy advice and stakeholder information will be as trusted and valued as our regulatory outcomes, by all those we work with and whom we serve.

- 4.10 We'll look for best practices across sectors and borders, and work collaboratively with others who can help us to be our best for the public, for workers and for those we regulate. We'll continue with our transparency agenda, to become an exemplar by focussing on making our information more available and accessible to those who want it and listening better so that we use feedback to improve.
- 4.11 This will see us realise the benefits of prior and future investment, and focus on demonstrating value in what we do, how we work, and our decisions.
- 4.12 We must modernise our operations to make it easier for our staff to do their jobs well and efficiently, and lean our processes so that they focus on outcomes and better suit our needs. This will see us use digital applications channels as a norm, be able to share information more easily and speedily, have better management information to inform our advice and decisions, and review our capabilities, job roles and structures to ensure best fit with fluctuating demands and priorities.

5. ONR values

- 5.1 Our values provide a common understanding for how ONR staff are expected to act in their relationships with each other, our stakeholders, and the public.
- 5.2 They set the tone, and underpin how we'll deliver our vision and mission, how we'll establish the behaviours we need in order to be our best, and how we'll create a culture of inclusion and excellence.
- 5.3 We will align our processes and ways of working to the values, so that they become intrinsic to how we recruit, develop, assess and promote people within ONR.

Accountable

- 5.4 We act with integrity and honour our commitments. We are accountable for our actions, behaviours and impact on others. We own our mistakes and learn from them. We ask for and offer help when needed.

Open-Minded

- 5.5 We proactively seek new and innovative ways of working to help each other and ONR excel. We are open to ideas and feedback from our colleagues and stakeholders and take all opportunities to improve ourselves, our teams and our organisation.

Fair

- 5.6 We are inclusive and respect people for who they are. We welcome and value diverse perspectives, in and outside of ONR, and share our views openly and constructively. We make decisions fairly, based on the best, broadest available information. We recognise good performance and behaviour and challenge exceptions.

Supportive

- 5.7 We show that we care for each other and our stakeholders, making a positive difference to others' wellbeing and performance. We listen, trust each other and work together to harness our collective skills, knowledge and experience to make better decisions.

6. Strategic Theme One

Influencing proportionate improvements

- 6.1 Our primary objective is to influence the safe operation to our high legal standards: at future and current nuclear sites in Great Britain, of packages in transport, and account for and control of nuclear materials. This will involve significant work across all elements of the nuclear lifecycle, from design assessment, through to new reactors, operating facilities, defueling and decommissioning.
- 6.2 We are committed to our 'Enabling Regulation' philosophy, working with other regulators to influence sound and safe outcomes, with a greater focus on ensuring our decisions are demonstrably consistent and proportionate.
- 6.3 We will embed our new safeguards function and Security Assessment Principles (SyAPs) and continue to respond to the challenges of operation of ageing facilities, a focus on decommissioning, and the building of new reactors and other nuclear facilities, and of design assessments.
- 6.4 We will:
- a) Embrace innovation, new approaches and technologies in how and what we regulate, sharing best practice case studies and encouraging dialogue
 - b) Routinely use knowledge, operational experience and trends from past interventions and other sources to inform more strategic and intelligence informed risk-based interventions
 - c) Be clear about the costs of our regulatory decisions
 - d) Improve systematic inspection and intervention feedback and learning with duty holders to improve impact
 - e) Enhance operational co-ordination, collaboration and integration across our purposes

7. Strategic Theme Two

Inspiring stakeholder confidence

- 7.1 It's core to public confidence that we engage with diverse stakeholders, learn from others, work openly and transparently, and communicate in accessible ways.
- 7.2 We'll continue to strive for excellence in discussing our regulatory judgements and decisions, particularly with dutyholders and interested communities.
- 7.3 As a highly experienced and competent regulator, we'll speak with one voice to inform government nuclear policy at the earliest possible stage.
- 7.4 Through active membership of cross-regulator working groups, and bi-lateral agreements with respected international parties, we'll continue to influence nuclear safety standards and practice at home and abroad.
- 7.5 We will:
 - a) Collaborate with, and learn from, UK and international stakeholders to improve our effectiveness, the outcomes we influence and seek to ensure no unnecessary regulatory burden
 - b) Retain public trust by being an exemplar of transparency through local and national engagement, and by proactive publication of information, considering accessibility requirements at the outset, and at all levels
 - c) Engage industry bodies to promote consistent awareness of enabling regulation and regulatory innovation through the nuclear supply chain and potential investors
 - d) Inform nuclear policy with UK Government from the earliest stages
 - e) Strengthen our relationships with academic institutions to inform our capability, research and decisions

8. Strategic Theme Three

Creating a culture of inclusion and excellence

- 8.1 We are proud of how our people have responded to change since our inception in 2014. As we adapt to new challenges, we'll continue to invest in our staff, building capability, resilience and wellbeing in our great teams, underpinned by a focus on inclusion and excellence as standard.
- 8.2 Everyone will take accountability for creating a healthy, inclusive organisational culture that embraces diversity and every individual, and enables everyone to excel – we recognise that is a job for everyone not just a few.
- 8.3 We'll operate in a culture of excellence, where we get it right first time and address issues at root cause - driving value in a systematic way, at individual, team and organisational level.
- 8.4 Our leaders and managers will develop to become equally competent in managing people and technical matters. They'll lead change and improvement alongside operational delivery as a matter of course.
- 8.5 Having invested in our capacity and an ONR Academy over recent years, we should see the benefits of a skilled and increasingly experienced workforce who are well aligned and work across functions.
- 8.6 We will:
 - a) Continue to develop a positive, inclusive culture that consistently reflects our values and focuses equally on delivery and behaviour
 - b) Lead change effectively, so we all take personal accountability and credit for organisational success
 - c) Bring greater focus to improving performance and productivity through training, and enhanced leadership and management capabilities
 - d) Support suitably qualified, experienced and professional inspectors to be more joined-up by working across our functions and regulatory purposes
 - e) Proactively seek and respond to feedback (internally and externally) to improve our performance

9. Strategic Theme Four

Modernising how we work

- 9.1 We've made steady progress towards becoming an effective organisation, so we shall build on our strengths by realising the benefits of past and current investment and becoming more efficient.
- 9.2 Our new independent IT architecture will enable our WIReD¹ project to provide a digital first interface with dutyholders and stakeholders, providing greater transparency of regulation. It will also mitigate risks, enhance regulatory memory and knowledge management and increase capability and consistency in our decision making.
- 9.3 By providing our people with the right working environment and a fully aligned structure across all roles and locations, we'll make the best of our specialist expertise and reflect the need for more collaboration, integration and transparency with staff and stakeholders alike.
- 9.4 To improve our collaborative and integrated working, we'll streamline key processes and use technology solutions that support shared learning, insight, analysis and decision making.
- 9.5 In managing risk, and as we strive for continuous improvement and productivity, we'll involve more of our staff in the development and execution of our projects to improve our change and project management capability. We intend to build on our strengths and improve those areas where we do not yet excel, learning from others to help us deliver effectively and efficiently, including considerations about how to reduce our carbon impact.
- 9.6 Together this will enable greater effectiveness and efficiency, to ensure we remain sustainable and continue to add value as an organisation, to our stakeholders and the public.
- 9.7 We will:
 - a) Realise the benefits of recent and new projects through effective change and programme/project management
 - b) Streamline our processes and introduce technology to help us work better and more efficiently
 - c) Improve our strategic workforce planning tools, data and competence to better plan for medium and long term demand scenarios
 - d) Review our overall capabilities, roles and responsibilities to inform a new organisational blueprint
 - e) Amend our charging model to increase predictability of charges and income

¹ Well Informed Regulatory Decisions process and system improvement

10. What success will look like in 2025

10.1 The success of this plan will be judged by our key stakeholders: the public, government, licensees and duty-holders, and our people. By 2025 we want to be an organisation that is:

To the public, ministers and government	<ul style="list-style-type: none"> a) Continuing to hold the nuclear industry to account, including taking robust enforcement action where appropriate b) Proactively publishing clear, accessible information and engaging openly and constructively c) Informing government on nuclear policy d) Using academic research to inform our regulation
To our licensees and dutyholders	<ul style="list-style-type: none"> e) Open to innovation in both how and what we regulate f) Systematically seeking and using inspection and intervention feedback to improve our impact g) Clear about the costs of our regulatory decisions h) Learning from UK and international organisations to improve the outcomes we influence and ensure no unnecessary regulatory burden i) Acting as an enabling regulator across industry j) More efficient and effective
To our people	<ul style="list-style-type: none"> k) Displaying a culture which reflects our values l) Well-led and managed m) Working consistently across disciplines n) A model of feedback and response o) Achieving the intended benefits of change

11. Development of this strategy

- 11.1 The Energy Act (2013) provided for the creation of ONR on 1 April 2014, and requires us to publish and review our strategy every five years. Together with our regular independent stakeholder surveys, we have embraced this opportunity to engage about how we should develop.
- 11.2 We have engaged with our staff, dutyholders, industry Safety Directors' Forum, government, and our NGO Forum. We then formally consulted in the public domain for four weeks from December 2019. We are grateful to everyone who has shown interest in our journey.
- 11.3 On behalf of our sponsor, the Department for Work and Pensions, the Parliamentary Under-Secretary for Employment will lay this document in Parliament, and we will publish it widely.
- 11.4 We will also publish our annual corporate plans, which will explain, year-on-year, how plan to deliver this strategy, and our annual reports and accounts, which will explain how we performed each year.
- 11.5 If you'd like to keep in touch with the work of ONR, please sign up at <http://www.onr.org.uk/ebulletin>