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Quarterly News

October – December 2011



Introduction

Welcome to Quarterly News from the Office for Nuclear Regulation (ONR).



In our third update, we have made some changes to provide our stakeholders with further insight into our work as an independent regulator of the nuclear industry.

Whilst we have retained our regular features 'At a glance' and the more targeted 'Programme updates', you will notice two new sections. Our 'Corporate update' will keep you up to date with the latest organisational information as we move towards becoming a statutory corporation and the 'Looking ahead' section offers advance insight into the key issues that we are working towards in the next quarter.

If you have any feedback on the changes or about Quarterly News in general, we would welcome your views. Please send your comments to ONR@hse.gsi.gov.uk.

◀ Photo courtesy of Magnox Ltd

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ONR corporate update

Since being established as an agency of the Health and Safety Executive in April 2011, ONR has continued to make preparations to become a statutory corporation pending the relevant legislation.

The ONR Board recently published its first strategy document, which sets out the organisation's medium to long-term vision. The strategy and vision will underpin our mission '**Securing the protection of people and society from the hazards of the nuclear industry**' and the supporting core activities that are required to deliver that mission.

The vision statement '**Universally respected for securing confidence in nuclear safety and security**' and the strategy reflect themes regarding the future positioning of ONR, and the values for which it should be known. There are three key areas which the Board believe are most important to achieve its vision: transforming our organisation; focusing on delivery and influencing nuclear safety and security.

Universally respected for securing confidence in nuclear safety and security

Nick Baldwin reflects on his time so far as ONR chair

It hardly seems nearly a year since my appointment as ONR chair but, looking back over the period, it has been one of substantial progress.



My chief goals have been to supervise the creation of the new ONR Board and its delivery of the [ONR Framework Document](#); plus getting out and about to meet ONR colleagues and external stakeholders so that I could better understand our business.

By June 2011 the full Board was up and running. The Audit Committee started its work in October, and we are expanding the Board to include a new non-executive member to assist us on civil nuclear security issues.

The Framework document set challenging timeframes for delivering the ONR Board's first strategy, and for a suite of new key performance measures. But we delivered these commitments on time, as well as publishing a corporate plan for 2011–2015.

There have been other impressive achievements that demonstrate the deep knowledge and commitment of ONR staff. For instance, Mike Weightman and his team's work on the Fukushima incident, leading to the interim and final reports to the

Secretary of State for Energy and Climate Change and Mike being chosen to lead the International Atomic Energy Agency (IAEA) delegation to Japan, which shows the high regard for ONR internationally; the strong progress of the Generic Design Assessment programme; the transition of Radioactive Materials Transport team from the Department for Transport into ONR; the change programme to enhance ONR's regulatory effectiveness, and the wider gearing up for the future regulatory challenges of the nuclear sector. I could list many more.

I have made a point of building a good relationship with ONR's sponsor Department, the Department for Work and Pensions (DWP), and with the responsible Minister, Chris Grayling. My impression is of a Minister with a strong understanding of the crucial importance of ONR's work for the nuclear sector. He readily endorsed the Board's strategy and has agreed the recruitment of 96 new nuclear safety and security inspectors over the next two years.

The strength of ONR and its entire staff has been brought home to me personally as I have toured the organisation and visited nuclear sites such as Springfields and Aldermaston. Those visits, for me, were enhanced by the professionalism of the site inspectors and their enviable ability to explain the issues in clear, simple language. All the senior industry figures I have met have told me of their high regard for ONR. Their main issues have been to remind me of the need for consistent and proportionate nuclear regulation, which are core objectives for ONR.

Alongside Mike Weightman, I have met non-government organisations and found them very willing to engage in constructive discussion. They provided helpful inputs to the development of our Strategy, in particular on the importance of ONR as an open and transparent organisation, based on a presumption of disclosure.

My Board colleagues and I are confident of a strong, respected ONR in the year ahead and beyond.

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Quarter 3 at a glance

Dounreay preferred bidder

Babcock Dounreay Partnership has been announced as the preferred bidder to become the Parent Body Organisation for the Dounreay nuclear licensed site. It will provide new plans for decommissioning Dounreay and demonstrate to ONR's satisfaction that the plans meet safety, security and transport legislation and regulations before implementing them. During the competition process, ONR inspectors completed

a number of interventions and we are satisfied that our regulatory and legal requirements have been maintained. This engagement will continue with Babcock Dounreay Partnership, Dounreay Site Restoration Ltd and the Nuclear Decommissioning Authority in the interests of maintaining high standards of nuclear safety and security performance and progress with decommissioning activities.

Babcock Dounreay Partnership

▼ Photo courtesy of Dounreay



Senior Representatives Conference

ONR engaged with nuclear industry leaders at its annual senior representatives conference on 14 November. Delegates responded positively to the event which focussed on openness and transparency in the post-Fukushima era; promoting a safety culture across all parts of the nuclear industry supply chain; and responding to other challenges post-Fukushima.

Non-government organisations (NGO) conference

ONR's second NGO forum was held in London on 17 November, chaired by Peter Wilkinson. Discussions included openness and transparency, Generic Design Assessment and the final Fukushima report. The forum was well attended with constructive discussion sessions. The minutes are [available online](#) and the third forum will be held in April 2012.

Quarter 3 at a glance

Stress tests reports for non-Nuclear Power Plants (6 December) and Nuclear Power Plants (31 December)

ONR published its progress report on 'stress tests' of non-nuclear power plants in the UK on 6 December. The progress report confirms that all nuclear installations within scope have initiated appropriate stress tests. The full report is due to be published in Spring 2012.

On 31 December, ONR provided the UK national report on 'stress tests' for all UK nuclear power plants to the European Council's peer review process. Although none of the stress test work by licensees has indicated any fundamental weaknesses in nuclear and non-nuclear power plants, lessons are being learned and improvements made.

Fukushima and the UK nuclear industry

House of Lords Select Committee on Science and Technology

The House of Lords Select Committee on Science and Technology published its report on the UK's Nuclear Research and Development Capabilities in November. This follows an

eight month inquiry during which it received responses from around 70 organisations providing written evidence and 38 providing oral evidence. ONR provided written evidence and Mike Weightman appeared before the committee on 14 September.

Within the report, the committee has urged the Government to ensure that there is no further delay in converting ONR to a statutory corporation.

[View the report](#)

Bulk quantities public consultation

The public consultation on ONR's interpretation of 'bulk quantities' of radioactive matter ended on 12 December 2011. The consultation was part of our work to publish a clearer definition of the term 'bulk quantities' which is important for site licensing purposes. An encouraging number of responses were received, which are now being analysed, and will be taken into account in making a policy decision which we plan to announce in spring 2012.

[Bulk quantities public consultation](#)

Publication of UK Nuclear materials balance figures for 2010/11

Nuclear materials such as uranium and plutonium must be accounted for throughout the UK nuclear industry. Nuclear materials balance figures show the difference between the nuclear material inventory recorded in the accounts and the inventory measured at periodic physical stock takes. Differences are inherent in measuring and re-measuring large quantities of nuclear (or other) material, especially in bulk form. The 2010/11 figures conform to the pattern over previous years and there is no evidence that any of the figures reflect real losses or gains of nuclear material.

[UK nuclear balance figures 2010/11](#)

Programme updates

1 / Civil Nuclear Reactor Programme

Regulating operating nuclear power stations, defuelling nuclear power stations and licensing and permissioning of proposed new build nuclear power stations.

● The period saw statutory maintenance outages at a number of operating nuclear power plants including Sizewell B, Heysham 2 and Hinkley Point B. Outages are required so that licensees can carry out essential maintenance and testing, only possible when reactors are offline. The outages present licensees with the opportunity to conduct other maintenance work, which means that ONR site inspector and specialist inspector resource is in demand, both to oversee the licensee activity and to respond to requests from the licensee to permission important modifications and the reactors' return to service. Regulatory justifications for permissioning, including for returns to service are [available from the ONR website](#).

● Also entering statutory outage was Reactor 1 at Wylfa. Licensee, Magnox Limited, has informed ONR that it intends to shut down Reactor 2 in April this year and to continue to operate Reactor 1 to the end of the validity of its current periodic safety review in September



2014. This will maximise the output from the remaining fuel. During the outage, ONR inspectors assessed the licensee's work on site and ONR provided consent for the return to service of Reactor 1. This allows it to operate continuously until its next statutory maintenance outage in two years time, subject to continuing satisfactory performance.

▲ Sizewell B, photo courtesy of EDF Energy

● Assessment of Nuclear New Build (NNB) Generation Company's application for a nuclear site licence continues. ONR has established a licensing strategy and continues its interactions with the prospective licensee for 'Hinkley Point C' to assess whether the company is fit to hold a nuclear site licence.

Programme updates

2 / Generic Design Assessment

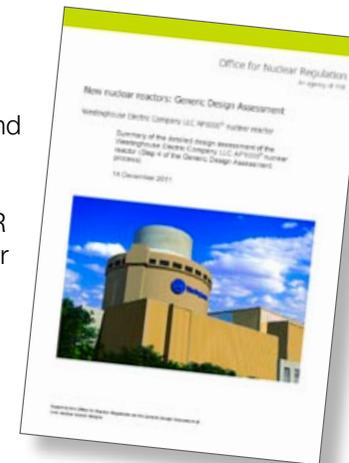
Generic Design Assessment is at present managed in a separate programme in ONR but will be incorporated into the Civil Nuclear Reactors programme once it has reached a satisfactory position.

- The work during the quarter has focused around preparation for the publication of the Step 4 reports and undertaking the work required to be able to take a decision by ONR to grant interim design acceptance confirmation (DAC), and by the Environment Agency to grant interim statements of design acceptability (SoDA).

- The interim DAC and interim SoDA for both the AP1000® and UK EPR™ reactors were issued on 14 December, accompanied by 73 assessment reports, published on the joint regulators' websites. ONR has published a summary report for each reactor design while the Environment Agency has published its decision document for each reactor design, supported by the assessment reports undertaken in each technical topic area. See page 14 and www.hse.gov.uk/newreactors for further information.

- The issuing of interim DACs and interim SoDAs brought GDA's 'Step 4' to completion and signalled the end of our planned GDA assessment, but not the end of GDA itself. Issues remaining, referred to as 'GDA Issues', need to be resolved to the regulators' satisfaction before ONR and the Environment Agency will consider whether they can provide final DACs and final SoDAs. A full list of the GDA Issues and the reactor vendors' resolution plans were published in July 2011 and can be [accessed online](#).

- The GDA team has now commenced assessment of the reactor vendors' responses to the GDA Issues for the UK EPR™ reactor. Westinghouse had advised earlier in 2011 that it would not address any of the GDA Issues until it is able to secure funding for this work and as a result of this 'pause', work has ceased on the AP1000® reactor design. As a result, some GDA staff have been released onto other work within ONR and the Environment Agency.



3 / Security

Regulating security at all civil nuclear facilities.

- A team of international nuclear security experts visited the UK in October 2011 to assess civil nuclear security arrangements, the first such mission to a nuclear weapons state. It concluded that the state of civil nuclear security in the UK is sufficiently robust. The International Physical Protection Advisory Service (IPPAS) mission team, led by the International Atomic Energy Agency (IAEA), visited Sellafield civil nuclear site and Barrow port, which is used for the transport of civil nuclear material.

The team assessed first hand how the laws and regulations around nuclear facilities and IAEA's guidelines on nuclear security were implemented in practice. They identified many examples of good practice within the civil nuclear security regime and made a number of valuable recommendations and suggestions.

Programme updates

4 / Radioactive Materials Transport

Regulating the safety of radioactive materials transported by road and rail in Great Britain.

- On 24 October, the Radioactive Materials Transport (RMT) team finalised their transfer to ONR, creating a more integrated nuclear regulator. George Sallit, head of RMT, introduces his team on page 12.
- The overall programme is on target for transport interventions, nuclear interventions and package assessments.
- RMT continue to influence European and international discussions and negotiations. For example, the team suggested a revision to the Paris/Brussels Convention for the transport of material that introduces a lower level of liability for low hazard packages. This idea is likely to be implemented in the UK and possibly other EU member states.
- Following their move to ONR, RMT continue to engage with external and internal stakeholders. The team is planning a stakeholder meeting in 2012 to provide an update on their move to ONR, the new regulations introduced on 24 October 2011 and the new International Atomic Energy Agency (IAEA) regulations that will be introduced into the UK in two to three years.



▲ Photo courtesy of the Nuclear Decommissioning Authority

5 / Sellafield

Regulating all activities at the Sellafield site in Cumbria.

- ONR is continuing to monitor progress made by Sellafield Ltd on the projects required to deliver remediation of the high risk legacy facilities on the Sellafield Site. ONR recently granted permission for Sellafield Ltd to export a single skip of legacy metal fuel from the Pile Fuel Storage Pond to a modern storage facility, which was successfully completed and has now demonstrated the ability to safely remove the metal fuel. The work will be used to underpin future proposals for bulk removal of metal fuel from the pond.
- ONR gave permission for risk reduction work to commence on the First Generation Magnox Storage Pond that is intended to provide safety benefits in support of future remediation activities. We are continuing to monitor Sellafield Ltd's progress in completing the work.
- ONR witnessed the Sellafield site's demonstration emergency exercise "Nightingale" during December 2011. The scenario, which was challenging, involved both the Sellafield and the Cumbria Fire & Rescue Services. Although there were examples of good performance with regard to the emergency response organisation,

some shortcomings at the operational level were evident and a re-demonstration is necessary. Sellafield Ltd is developing a programme of work to address the identified shortcomings. ONR has emphasised the need to deliver sustained improvements that ensure a good response to all emergencies well into the future, not just at the next demonstration exercise. Thus avoiding the variation in performance that has been evident over recent years.

▼ Sellafield site



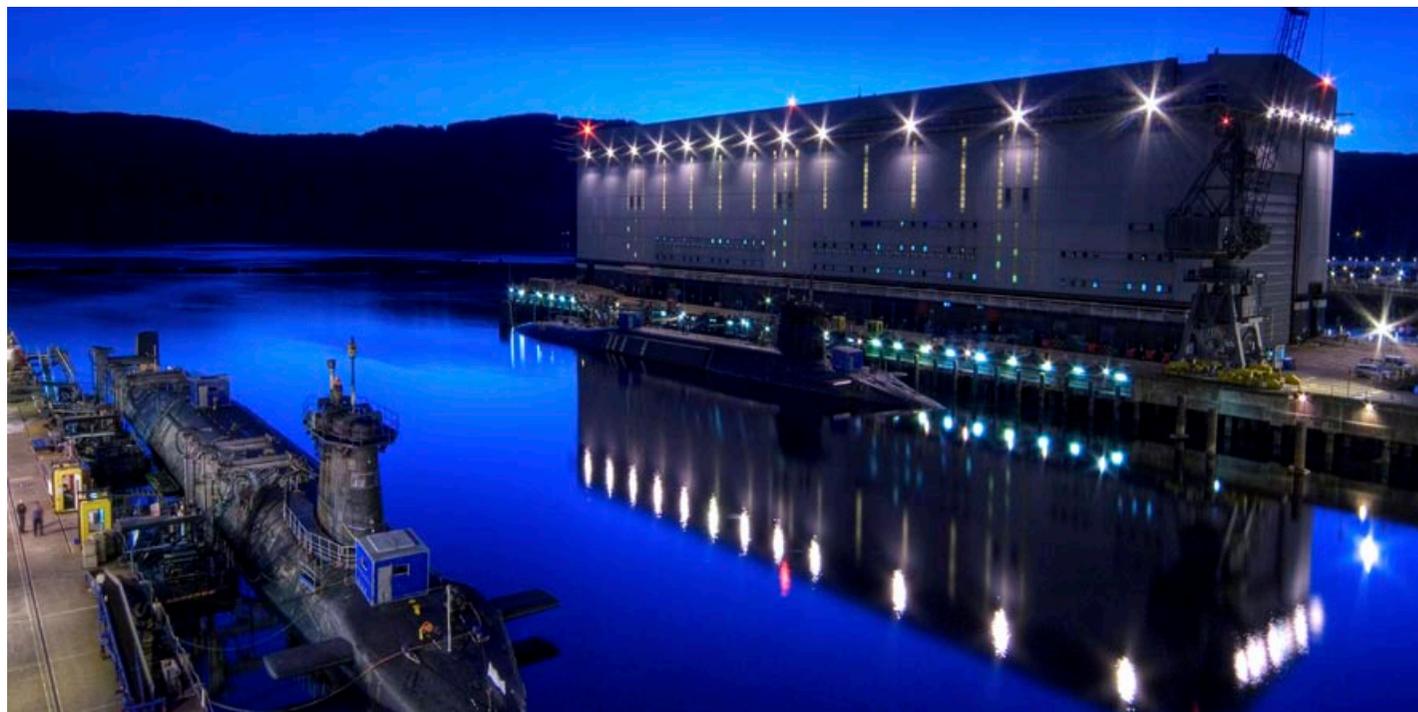
Programme updates

6 / Defence

Regulating the defence sector, at weapons sites and naval bases, working closely with the Defence Nuclear Safety Regulator.

● In the last quarter, ONR completed the series of senior level meetings with defence sector licensees planned for 2011. These meetings provided an opportunity for the ONR Deputy Chief Inspector to discuss safety performance with the licensees' executive teams, and to secure their agreement on priorities for further improvement. In all cases licensees agreed to ONR's assessment of their performance and to the measures necessary to secure improvement. ONR also attended equivalent meetings at Devonport and Clyde Naval Bases to ensure consistency of nuclear safety at these authorised sites.

● ONR recently completed discussions with defence licensees' directors and senior executives on the findings of our 'deep-slice' leadership and management for safety interventions. These interventions were carried out at their sites in 2010/11 to explore patterns of safety related leadership and behaviour from board to frontline. They followed a series of presentations to licensees on the importance



of embedding a culture of leadership and management for safety, based on learning from global major accidents such as Challenger and Texas City. In all cases their responses to our

▲ HM naval base Clyde

findings were positive and highly constructive. ONR will develop interventions for 2012/13 to support and advise licensed sites as they act on the findings.

Programme updates

7 / Decommissioning, Fuel and Waste

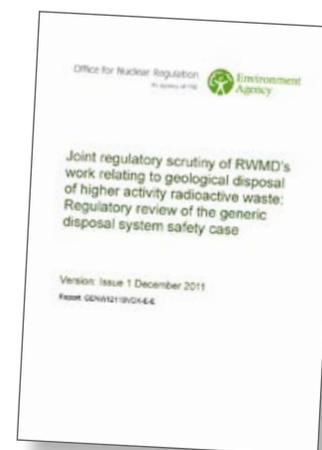
Regulates safety on a variety of nuclear fuel cycle and nuclear research sites, waste management and decommissioning.

● An agreement has been signed confirming the future transfer of the Nuclear Decommissioning Authority-owned site (NDA) at Capenhurst to Urenco UK Limited, which occupies the neighbouring nuclear licensed site. Existing decommissioning and storage operations currently undertaken by Sellafield Limited Capenhurst will transfer to Urenco UK Limited. It is anticipated that the agreement will reduce NDA's net liabilities for managing and clearing the site while paving the way for Urenco UK Limited to invest in new facilities, to meet future customer demand. During this transition process ONR inspectors have completed a number of interventions focusing on licensee capability, organisational change and continuity of key decommissioning activities and hazard reduction work across the site. We have raised a number of issues with both site licence company's and we are currently satisfied that regulatory and legal requirements are being maintained. The actual relicensing is not planned to take place until late 2012.

● In November, a joint review of the Nuclear Decommissioning Authority's Radioactive Waste Management Directorate's (RWMD) progress towards development into a prospective Site Licence Company was published following a joint inspection by ONR and the Environment Agency earlier in the year. The inspection found that RWMD has made good progress in implementing recommendations made following an earlier review in December 2009.

● A further joint ONR and Environment Agency report was published in December, reporting on our assessment of the generic disposal system safety case (gDSSC) for geological disposal of higher activity radioactive waste. The report concludes that we are confident that an adequate safety case could be made presuming that an appropriate site is identified for the facility. We will continue to work closely with RWMD to monitor progress towards developing the gDSSC and any future site-specific safety case.

● ONR inspectors provided technical input to developing safety reference levels (SRLs) for radioactive waste disposal facilities at



the Western European Nuclear Reactors Association (WENRA) working group. ONR is influencing the SRLs to ensure that they reflect good practice and are consistent with overall UK regulatory approach for radioactive waste disposal.

● ONR provided further specialist input to a recent meeting of the Finnish Waste Safety Committee which discussed the proposed underground disposal facility in Finland for its Intermediate Level Waste, High Activity Waste and spent fuel. The committee has been set up to provide assistance to the Finnish nuclear safety regulator, STUK. A key area of interest for ONR was the identification of areas concerning safety case reliability, which is particularly relevant to our assessment of the developing safety case for the UK Geological Disposal Facility.

● A final inspection, within the ONR 'Right First time Safety Case' intervention project, to review Dounreay Site Restoration Ltd's safety case arrangements has been completed with a positive outcome. This is encouraging and demonstrates the successful delivery of a key ONR intervention to influence improvements in Licensee arrangements.

In each Quarterly News ONR will put two areas of our work under the spotlight. This quarter we hear from **George Sallit**, the head of our newest team with responsibility for the transport of radioactive materials and **Dave Watson**, who provides an update on a key milestone for the Generic Design Assessment work

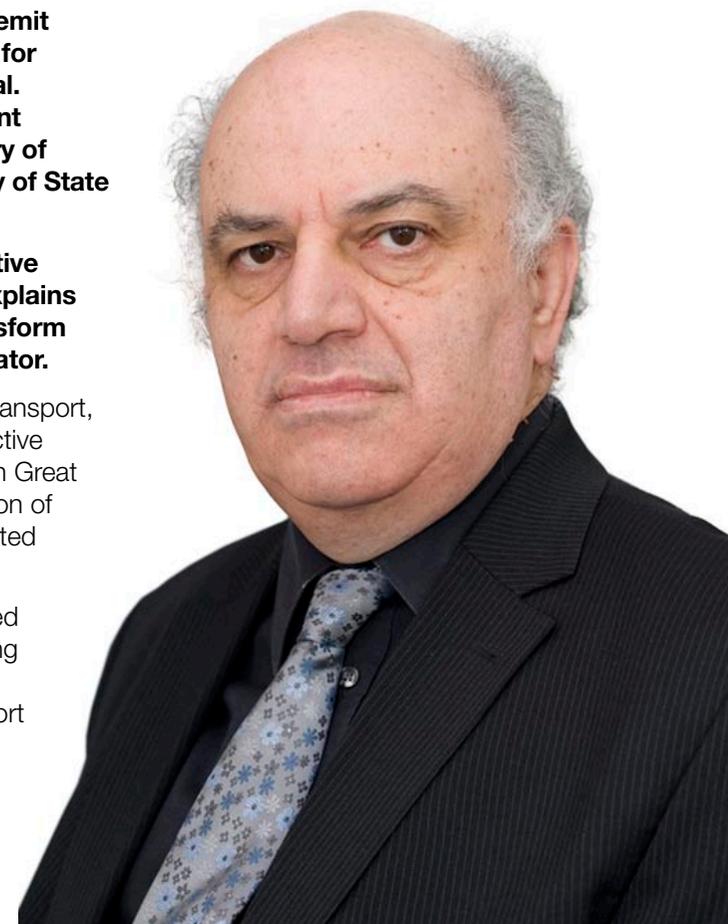
New beginnings for the Radioactive Materials Transport team

On 24 October, ONR extended its remit to include regulatory responsibility for the transport of radioactive material. It followed the transfer of competent authority powers from the Secretary of State for Transport to the Secretary of State for Energy and Climate Change.

George Sallit, Head of the Radioactive Materials Transport (RMT) team, explains how their differences will help transform ONR into a single, integrated regulator.

Formerly part of the Department for Transport, my team regulate the safety of radioactive material transported by road and rail in Great Britain. We also advise on the regulation of transport by sea and air within the United Kingdom.

Our work involves assessing prescribed transport package types, permissioning their use, and inspecting operational aspects of radioactive material transport to and from licensed nuclear sites and relevant non-nuclear industry sectors. We do this in line with national legislation based on international regulatory requirements.



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▲ Flask in transit

To accommodate the different aspects of our work, my team is divided into four branches: engineering; quality assurance/compliance and enforcement (nuclear); criticality and radiological protection and quality assurance/compliance (non-nuclear).

My team of 14 inspectors deal with approximately 4,000 duty-holders in England, Scotland and Wales, many of whom are from non-nuclear sectors.

We also spend a significant amount of time in international negotiations given that national regulations derive from the International Atomic Energy Agency's (IAEA) Regulations for the Safe Transport of Radioactive Material. Transport, by its nature, is not contained to the UK and the international regulatory framework undergoes a continuous rolling review process to ensure it reflects current global technical knowledge and good practice.

My team brings with it a number of achievements and accomplishments both in the UK and on the international stage. We played a significant role in the successful revision of the IAEA regulations, due for publication this year. The latest edition will bring about new exception requirements for the transport of fissile material that should enable cost savings for the decommissioning industry whilst maintaining a high standard of safety.

Looking forward, I am confident that RMT's move to ONR will result in benefits for our stakeholders. We welcome, for example, our integration into ONR's new way of programme working that should increase our flexibility to respond to operational demands.

My team and I look forward to a bright future as part of the Office for Nuclear Regulation. Our transfer enables us to face the challenges ahead and continue to provide our stakeholders with timely and authoritative advice and effective regulation and enforcement for the transport of radioactive material.

More information about the Radioactive Materials Transport team is [available online](#).

ONR issues interim regulatory design approval for UK's new reactor designs

Granting interim design acceptance for two new reactors proposed for the UK is a key milestone in the nuclear new build process. But as Dave Watson, HM Superintending Inspector at ONR, explains, this is only one stage in a regulatory process to ensure a safe, secure and environmentally acceptable future for nuclear power generation in the UK.

Over the last four years, ONR and the Environment Agency have worked together on the Generic Design Assessment of two new proposed reactor designs for the UK to ensure that they meet high standards of safety, security and environmental protection. The process enables us to identify issues early, well before any construction begins, get them resolved by the designers, and inform the public of our regulatory position.

By granting interim design acceptance in December, both regulators reached a significant milestone by confirming that they had completed their planned assessments, are largely satisfied with the safety cases, and with how the designers of both EDF and Areva's UK-EPR™ and Westinghouse's AP1000® reactors plan to

resolve a number of remaining issues. This includes addressing the recommendations from the Chief Nuclear Inspector, Mike Weightman's, final [Fukushima report](#).

But our assessment does not end here.

The interim design acceptance is a staging post on the way to the full Design Acceptance Confirmation (DAC), which we will consider granting once all the remaining issues are addressed to our satisfaction. Future operators must also acquire a nuclear site licence and specific Consents from ONR and environmental permits from the Environment Agency before they can start nuclear safety-related construction work.

Through this process, I am confident that ONR and Environment Agency assessment teams will ensure that any new reactors built in the UK meet high standards of safety, security and environmental protection.

As ever, there is more information on the new reactor website at www.hse.gov.uk/newreactors.

Meet Dave Watson

How did you get started in the nuclear business and ONR?

I started my working life as an apprentice at Devonport Dockyard and later worked in a variety of jobs in the nuclear submarine programme. Around 19 years ago I decided on a career move to the Nuclear Installations Inspectorate, before it became ONR. Since then I have worked on an interesting variety of project, inspection and assessment roles across many of ONR's programmes. I also completed a two-year secondment in the French nuclear safety authority.

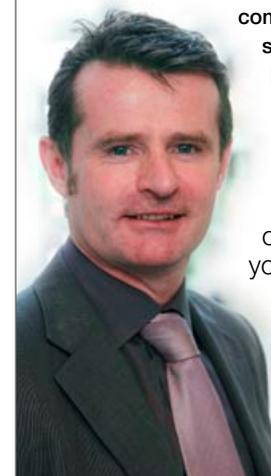
There is a big team working on GDA, how did you get involved and what has been your role?

At its peak and including colleagues

from the Environment Agency, more than 60 people have worked on the GDA programme. My role started in 2006 when Mike Weightman gave me a week to develop a plan to prepare and implement a GDA programme! It was delivered, and has miraculously largely stood the test of time in terms of resource and timescales. Since then, as the GDA project has grown, I have continued to take the lead on project guidance and strategy documents; I also manage an assessment team.

And looking back over the last four years, do you feel the process has been a success?

We set out to complete new reactor assessments, and identify and secure safety improvements well ahead of construction in the UK. I can say with pride that we have achieved that. It is not often that the opportunity arises to initiate a new process and see it through to completion - it has been great to have had that chance.



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January

Fukushima Community Events

Following the release of the final report on the [Japanese earthquake and tsunami: Implications for the UK nuclear industry](#), ONR is conducting presentations regionally for members of the public where it will present the final report and its findings and take questions. The first event took place in Bristol in December and a second event in North Wales on 25 January. Subsequent events in Cumbria/Lancashire and Glasgow will be confirmed at a later date.

Public meeting on European stress tests and peer review - Brussels

The first of two public meetings was held on the reporting and follow up of the European stress tests and peer review process. The stress tests peer review programme adopted by European Nuclear Safety Regulators Group (ENSREG) contains provisions on public engagement concerning the stress tests. In line with this, ENSREG and the European Council hosted a public meeting open to regulators, operators, non government organisations, the media and interested members of the public.

Nominations to attend were managed by national nuclear contacts and promoted to the public via regulators' websites.

February

Oldbury closure

After 44 years of electricity generation, Magnox Oldbury site will stop generating electricity in February. One of the reactors closed in June 2011 after 43 years of operation, and the other, which was hoped to continue to operate until the end of 2012, will now close in February.

The site is owned by Magnox and the Nuclear Decommissioning Authority (NDA) and was originally scheduled to close in 2008. Following closure, Oldbury will begin the defueling process and decommissioning operations will follow.

Air fed suits

In February, ONR and Health and Safety Laboratory (HSL) is due to publish consolidated guidance on the health and safety best practice in relation to the use of air-fed protective suits in the decommissioning and other nuclear industry activities.

The guidance has been formulated after extensive consultation with industry operators, contractors and manufacturers of the various personal protective equipment (PPE) commonly used in decommissioning activities.

March

Final report on stress tests for non-NPPs

The final report on stress tests for non-nuclear power plants will be published in Spring. A progress report was published on 6 December and confirmed that a stress test process was initiated by all of the UK licensees in line with European Nuclear Safety Regulators Group (ENSREG) specifications.

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