



**Office for Nuclear Regulation (ONR)
Quarterly Site Report for
Devonport Royal Dockyard
(Devonport Royal Dockyard Ltd and
HM Naval Base Devonport)**

Report for period 1 April to 30 June 2018

Foreword

This report is issued as part of ONR's commitment to make information about inspection and regulatory activities relating to the above site available to the public. Reports are distributed to members for the Devonport Local Liaison Committee and are also available on the ONR website (<http://www.onr.org.uk/lc/>).

Site inspectors from ONR usually attend Devonport Local Liaison Committee meetings where these reports are presented and will respond to any questions raised there. Any person wishing to inquire about matters covered by this report should contact ONR.

TABLE OF CONTENTS

1	INSPECTIONS	3
2	ROUTINE MATTERS	3
3	NON-ROUTINE MATTERS	6
4	REGULATORY ACTIVITY	6
5	NEWS FROM ONR	7
6	CONTACTS	9

1 INSPECTIONS

1.1 Dates of inspection

The ONR site inspectors made inspections on the following dates during the quarter:

- 8 April
- 16 – 19 April
- 14 – 17 May
- 5 – 6 June
- 18 – 22 June

Some of the inspections were carried out with inspectors from the Ministry of Defence's internal regulatory organisation, the Defence Nuclear Safety Regulator (DNSR).

2 ROUTINE MATTERS

2.1 Inspections

Inspections are undertaken as part of the process for checking compliance with:

- the conditions attached by ONR to the nuclear site licence granted under the Nuclear Installations Act 1965 (NIA65) (as amended);
- the provisions of the Energy Act 2013;
- the Health and Safety at Work Act 1974 (HSWA74); and
- Regulations made under HSWA74, for example the Ionising Radiations Regulations 1999 (IRR99) and the Management of Health and Safety at Work Regulations 1999 (MHSWR99).

The inspections entail monitoring licensee's actions on the site in relation to incidents, operations, maintenance, projects, modifications, safety case changes and any other matters that may affect safety. The licensee is required to make and implement adequate arrangements under the conditions attached to the licence in order to ensure legal compliance. Inspectors seek to judge both the adequacy of these arrangements and their implementation.

In this period, routine inspections of Devonport covered the following:

- examination, maintenance, inspection and testing;
- restrictions on nuclear matter on the site;
- consignment of nuclear matter;
- periodic review;
- operational records;
- independent nuclear assurance;
- operating rules and instructions;
- fire safety, and
- meeting safety representatives.

In general, ONR judged the arrangements made and implemented by the site in response to safety requirements to be adequate in the areas inspected. Where improvements were considered necessary, the licensee made commitments to address the issues, and the inspectors will monitor progress during future visits. If necessary, ONR will take formal regulatory enforcement action to ensure that appropriate remedial measures are implemented to reasonably practicable timescales.

The following sections provide an update on items previously covered in ONR's site reports, and relevant new information.

SITE DEVELOPMENTS AND FUTURE NUCLEAR FACILITIES

ONR continues to engage on the project to provide a new defueling capability in the Submarine Refit Complex (SRC), known as 'Future Nuclear Facilities'. This will enable final defueling of Laid-Up Submarines (LUSM). ONR is regulating the new Reactor Access House (RAH) project through agreed regulatory hold points, and through DRDL's compliance with its arrangements for modification to the design of plant during construction (LC20) and commissioning (LC21).

ONR continues to engage with DRDL on 'Future Docking Facilities'. This work is focused on ensuring that the dockyard has sufficient capacity and facilities to deliver the longer term submarine programme safely. Work is being undertaken on developing a safety case which aims to maximise the safety credit from the boat safety systems, to optimise the infrastructure upgrade requirements.

ONR has engaged with the licensee in relation to proposed organisational changes that will be implemented in accordance with the licensee's Licence Condition 36 (organisational capability) arrangements.

DEVONPORT NUCLEAR SAFETY STRATEGY

ONR continues to engage with DRDL on the content and time-scales for delivery of the DRDL ten year nuclear safety strategy. ONR has developed a regulatory strategy which enhances the regulatory presence on the site, and focuses on targeted areas to enable DRDL to move out of 'enhanced regulatory attention' at the earliest opportunity.

SUBMARINE REFIT COMPLEX

Work to remove the legacy crane pedestal in the SRC is progressing well and the licensee reports that the contractor has adapted to working in the licensed site environment and is exhibiting good safety performance. The licensee expects the work to be complete before the next docking and ONR has no reason to believe this will not be achieved. Removal of this legacy pedestal is a significant safety improvement contributing to hazard and risk reduction on the site. ONR will continue to monitor the task to completion.

ONR has agreed the readiness inspections to be carried out before the next docking and is considering some proposed crane modifications to establish if any further permissioning will be required. The licensee has introduced hold points to ensure these are completed.

A number of incidents have been reported to ONR where maintenance was not carried out within the period specified in the plant maintenance schedule. ONR has discussed this with the licensee at senior level and they have committed to investigating the events to identify common root causes and to take corrective action.

9 DOCK

Routine regulatory engagements continue with the licensee on the 9 Dock facility, in respect to safe operations associated with maintenance of HMS Vanguard.

REGULATORY REFORM (FIRE SAFETY) ORDER 2005

ONR carried out a planned inspection to confirm that the Licensee was complying with the requirements of the Regulatory Reform (Fire Safety) Order 2005, to ensure adequate arrangements are in place to protect people's life safety from the danger of fire. The licensee

demonstrated a good standard of compliance and a good level of fire safety provision and management.

LICENCE CONDITIONS 4 AND 5 – RESTRICTIONS ON NUCLEAR MATTER ON THE SITE AND CONSIGNMENT OF NUCLEAR MATTER

The Licence Condition 4 (Restrictions on nuclear matter on the site) and 5 (Consignment of nuclear matter) compliance inspections focused on the implementation of the licensee's arrangements for the licence conditions; specifically their arrangements for refuelling activities. ONR concluded that the licensee has adequate arrangements in place to maintain compliance with these Licence Conditions.

LICENCE CONDITION 15 – SAFETY DOCUMENTATION

ONR conducted a Licence Condition 15 (periodic review) compliance inspection, focused on the development and implementation of revised arrangements for the licence condition, specifically in relation to the periodic review of the Nuclear Utilities Building (NUB). The inspection found that the Licensee has not yet implemented satisfactory arrangements for compliance with LC15. There are existing regulatory issues associated with this shortfall which will continue to be followed up by ONR specialist inspectors.

LICENCE CONDITION 25 – SAFETY DOCUMENTATION

The Licence Condition 25 (Operational records) compliance inspection was conducted at a corporate level to allow an informed view to be undertaken of the licensee's compliance with its LC 25 arrangements across the business. ONR concluded that the licensee has adequate arrangements in place, and is engaged in enhancing their arrangements.

LICENCE CONDITIONS 27 AND 28 – SAFETY MECHANISMS DEVICES AND CIRCUITS AND EXAMINATION, INSPECTION, MAINTENANCE AND TESTING

The scope of the intervention was a facility specific plant maintenance schedule, and progress on addressing two existing regulatory issues. DRDL is currently carrying out improvements to its licence condition compliance arrangements, and consequently the arrangements were not examined by this inspection. Two safety significant maintenance activities were inspected. The maintenance tasks were identified in the plant maintenance schedule and carried out in accordance with procedures and instructions. Control and supervision of the work was satisfactory and adequate records were maintained. The two existing regulatory issues relating to LC 27 and 28 remain open and will be subject to further regulatory engagement.

LICENCE CONDITION 23 AND 24 – OPERATING RULES AND OPERATING INSTRUCTIONS

The inspection examined the adequacy of DRDL's arrangements and subsequent implementation for Licence Condition 23 (operating rules) and LC24 (operating instructions). It focussed on operations that may affect safety which were on-going during the inspection in the Submarine Refit Complex (SRC) and 9 Dock. The inspection found that the operations sampled were being controlled and carried out in compliance with the conditions and limits that DRDL has identified as being necessary in the interest of safety. It was also found that these operations were being completed in accordance with written instructions, which included those instructions necessary in the interest of safety and to ensure that Operating Rules are implemented.

INSPECTION OF INDEPENDENT NUCLEAR ASSURANCE FUNCTION

This intervention was undertaken to sample the effectiveness of the Independent Nuclear Assurance (INA) function. The intervention considered the licensee's organisational capability

and capacity within the INA function; its independence to be able to raise issues of concern with senior level staff; the adequacy of advice given and timely response to findings; and to broadly assess the cultural acceptance of challenge within the organisation and the remit/mandate of the function.

The inspection found that the challenge function is independent from the other business directorates. There was evidence of clear independent advice being provided into the business from key groups on site such as Independent Peer Review of safety case documentation, the Nuclear Safety Committee, Radiological Waste and Radiological Protection. Shortfalls were identified in relation to capability of the INA function. There is an existing regulatory issue associated with this shortfall which will continue to be followed up by the ONR site inspection team.

ENGAGEMENT WITH SAFETY REPRESENTATIVES

The ONR site inspection team held a periodic meeting with safety representatives, to support their function of representing employees and receiving information on matters affecting their health, safety and welfare at work.

INSPECTIONS AT HM NAVAL BASE DEVONPORT

The majority of sites inspected by ONR are licensed under the Nuclear Installations Act 1965 (as amended). HM Naval Base Devonport is not a licensed site although it operates under Authorisation from the Defence Nuclear Safety Regulator (DNSR). The site is regulated by ONR through the following legislation:

- the Health and Safety at Work etc Act (HSWA) 1974; and
- Regulations made under the HSWA (for example the Ionising Radiations Regulations 1999, the Radiation (Emergency Preparedness and Public Information) Regulations 2001 (REPPPIR) and the Management of Health and Safety at Work Regulations 1999).

There were no inspections undertaken by ONR during the period.

3 NON-ROUTINE MATTERS

Licensees are required to have arrangements to respond to non-routine matters and events. ONR inspectors judge the adequacy of the licensee's response, including actions taken to implement any necessary improvements.

INCIDENTS ON THE SITE

In accordance with site arrangements and regulatory requirements under Licence Condition 7 (Incidents on the site), DRDL have reported a number of events to ONR in the quarter. ONR inspectors have carried out follow up enquires to gather information, to determine if the licensee's response to these events was adequate and to determine if the incident met ONR's investigation criteria. None of the events reported met the ONR investigation criteria. ONR will monitor the efficiency of the DRDL corrective actions as part of normal regulatory business.

4 REGULATORY ACTIVITY

ONR may issue formal documents to ensure compliance with regulatory requirements. Under nuclear site licence conditions, ONR issues regulatory documents, which either permit an activity or require some form of action to be taken; these are usually collectively termed 'Licence Instruments' (LIs), but can take other forms. In addition, inspectors may issue Enforcement Notices to secure improvements to safety.

- No LIs or Enforcement Notices were issued during the period.

Table 1
Licence Instruments and Enforcement Notices Issued by ONR during this period

Date	Type	Ref No	Description

Reports detailing the above regulatory decisions can be found on the ONR website at <http://www.onr.org.uk/pars/>.

5 NEWS FROM ONR

Stakeholder Engagement

- On 9 May we held our ONR annual Industry Conference, with the theme - ‘Public Safety – everyone’s responsibility.’ Delegates from more than 45 different organisations attended, and we were delighted that Richard Harrington, Parliamentary under Secretary of State, Minister for Business and Industry, was able to join us to deliver a keynote speech. The conference provided us with an opportunity to engage directly with senior representatives from across industry and government on a number of topical and strategic issues affecting the sector.
- As part of our continued stakeholder engagement work, we welcomed finance professionals from a number of nuclear site licensees and dutyholders to seminars in London and Birmingham in June. Led by our Finance Director, Sarah High, we hosted the seminars to provide the industry with a better understanding of our charging methodology, the principles we apply, and how the charging process works. To accompany the seminars we have also published a new booklet – [How we charge for Nuclear Regulation](#) – which is available on our [website](#).
- The next ONR/NGO engagement forum will take place on 11 October in London. This is a forum to discuss strategic, cross-cutting regulatory matters. Site specific matters are normally addressed via Site Stakeholder Groups. We are always keen to engage with a range of stakeholders and groups on nuclear safety and security issues, so if you do represent a nuclear-interest Non-Governmental Organisation, and are not already involved through our forum or via a Site Stakeholder Group, then please get in touch with the ONR Communications team for further details, via contact@onr.gov.uk

Regulatory News

- A delegation from ONR, led by Chief Nuclear Inspector Mark Foy, supported the UK's contribution to the 6th Joint Convention review meeting in Vienna. Bringing together 78 countries from around the world, the Joint Convention on the Safety of Spent Fuel Management and the Safety of Radioactive Waste Management is the world's leading international forum for ensuring society and the environment are protected from hazards arising from spent fuel and radioactive waste. Further details can be found on the [IAEA website](#).
- In August Mark Foy, will host a webinar on the outcome of the UK report to the joint convention. Further details on how to sign up for the webinar will be advertised on our website and social media channels over the coming weeks.
- We have notified Sellafield Ltd of our intention to prosecute the company for offences under Section 2 (1) of the Health and Safety at Work etc. Act (1974). The charge relates to an incident on 5 February, 2017, at a facility which handles special nuclear materials, which resulted in personal contamination to a Sellafield Ltd employee. The decision to prosecute follows an ONR investigation into the incident
- In May we awarded the contract for delivery of the UK Nuclear Safeguards Information Management and Reporting System (SIMRS) to Axis 12 Ltd. The IT system is necessary for us to establish a domestic safeguards regime after the UK's withdrawal from the Euratom Treaty. The government has now launched the consultation on Nuclear Safeguards Regulation, further details can be found on our [website](#).

Corporate News

- In May we published a self-assessment exercise to update on how well our activity currently aligns with the Regulators' Code, which came into effect in April 2014 to provide a framework for how regulators should engage with those they regulate. The full report is available on our [website](#).
- In June we published our Annual Report and Accounts highlighting the extent of our regulatory activities. During the 17/18 year over 1,000 inspections were carried out across 36 licensed sites and transport dutyholders, ensuring the required standards of safety and security were met to protect the public and workers. The full report is available on our [website](#).
- In July we published our second [gender pay report](#). The organisation-wide results show that ONR has a mean gender pay gap of 35.2%, which is wider than last year, although it is broadly similar to the rest of the UK nuclear

industry and anticipated given our workforce profile, and that of the industries from which we have historically recruited. ONR is committed to addressing this issue and continues to focus on improving diversity and inclusion.

- Our Chief Executive, Adrienne Kelbie, has agreed a three-year contract extension, taking her term of employment to January 2022.

6 CONTACTS

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