21 July 2009

Commission on Safety Standards

Twenty-fifth Meeting

22-24 April 2009

IAEA Headquarters, Vienna

Report of the Meeting

1. Opening Session

1.1 Opening of the Meeting

Mr Taniguchi opened the 25th meeting of the Commission on Safety Standards. He noted that through very effective collaboration, the CSS has continued to lead the steady improvement in establishing and revising safety standards and in providing for their use and feedback. Through the good work of the CSS, IAEA Safety Standards are increasingly appreciated worldwide as the basic reference for improving global nuclear safety. He thanked the CSS members for their active participation in strengthening the global nuclear safety and security regime.

He welcomed several new CSS members: Mr. Peter Johnston from Australia, Mr. Guy Clapisson from South Africa, and Mr. D. Antoni Gurguí Ferrer from Spain, and looked forward to their participation and contribution to this important Agency activity.

To help clarify the context for the work to be accomplished by the CSS during the meeting, Mr Taniguchi provided the CSS with perspectives on three global challenges in nuclear safety and security that are influencing current activities and future policies of the international nuclear safety community and the IAEA, and asked that these perspectives be taken into account during the course of deliberations over the next few days.

First, Mr Taniguchi addressed new and expanding nuclear power programmes.

He noted that the first global challenge is to assure safety in new and expanding nuclear power programmes. Today, there is increasingly high interest in new nuclear power programmes and the rapid expansion of existing programmes. Nearly 70 countries are considering or have expressed interest in developing nuclear power programmes. On the other hand, recent projections by the IAEA show that, optimistically, there may be up to 20 new countries using nuclear power by 2030. The low estimate is only 5 new countries by that time. It will be those countries that establish and sustain the necessary safety and security infrastructure that will actually bring nuclear power to fruition. Mr Taniguchi considered that it is very important that these new countries adequately use IAEA safety standards and that they join the Global Nuclear Safety and Security Regime.

While prospective new nuclear programmes receive much attention, Mr Taniguchi considered that the expansion of existing programmes is far more important in terms of the total size of the development. It is expected that future expansion of nuclear power worldwide will depend principally on those 30 countries that already have nuclear power. In terms of installed capacity, this means a potential increase from about 370 GWe to about 470 GWe in the low projection or to about 750 GWe in the high projection. This translates roughly into 100 to 300 additional 1000 MW units, which is indeed significant. The expansion of existing nuclear programmes is largely in Asia. Many countries in Europe and North America also expect to expand their nuclear programmes. Developing and further improving safety infrastructure and regulatory framework commensurate with this large size of rapid expansion of nuclear activities is an enormous challenge in front of us.

Against this backdrop, he noted that he was particularly concerned by recent statements from some members of industry related to standards for nuclear safety. Specifically, recent correspondence from the World Nuclear Association contained what he believed to be typically complacent messages. In particular, it was suggested that “safety standards and licensing processes are congruent with the goal of maximizing the economic and procedural efficiency by which nuclear power is able…to make its

clean-energy contribution". The commitment to safety cannot afford to be blurred at this critical time in the development and use of nuclear technologies throughout the world, especially in light of the complexities faced by nuclear operators and regulators from the multinational nature of today's nuclear business and activities. The CSS can play an important role in communicating to the international nuclear community that safety is an essential enabler of nuclear technologies rather than a burden or hindrance and that the prime responsibility for safety, which cannot be outsourced, is with the operator and national government.

The IAEA is very committed to adapting and continuously improving its existing standards, guidelines and services to better meet the needs of its Member States and appreciates the CSS support for this commitment, in particular for the Member States introducing or expanding nuclear power. For this purpose, the CSS should continue to consider ways to further facilitate the processes for establishing and applying Safety Standards. On a related matter, draft safety guide, DS424, entitled '*Establishing a Safety Infrastructure for a National Nuclear Power Programme*', had been sent to the Committees for their review. It was important that this safety guide be approved and made available for use by Member States in a timely manner. The CSS should also consider how the key elements of the Global Nuclear Safety and Security Regime should adapt to new entrants. For example, members of the CSS should ask themselves "how can we improve the way safety standards are used in harmony with international legal instruments and peer reviews?"

Secondly, Mr Taniguchi addressed safety and security synergy and integration.

The synergy between safety and security, and the integration where appropriate, is the second global challenge. At the twenty-fourth CSS meeting, the synergy and integration between safety and security was discussed, with particular consideration of safety measures and security measures being designed and implemented in an integrated manner so that security measures do not compromise safety and vice versa, as noted in the IAEA Fundamental Safety Principles. This matter is one that will indeed require further deliberation by the international nuclear community. In fact, safety and security synergy and integration was discussed in detail during the meeting of the International Nuclear Safety Group (INSAG) two weeks previously, where the draft document INSAG-24 on the relationship between safety and security was discussed. This subject was also considered in depth at the International Symposium on Nuclear Security at the beginning of April 2009, where strong support for an integrated approach was expressed by the many participants including the Chairman of the Advisory Group on Nuclear Security (AdSec).

At this meeting of the CSS this matter was to be further discussed. Mr Taniguchi noted that this was the first occasion whereby a joint session between the CSS and AdSec would be conducted. This occasion highlights the importance of the issue. The CSS can contribute its broad knowledge and experience to help the international community move forward in a deliberate and effective manner. For this purpose, the CSS will be considering the related INSAG draft report, INSAG-24, and the secretariat's report on the integration between the Safety Standards Series and Nuclear Security Series documents.

Thirdly, Mr Taniguchi addressed stakeholder involvement.

The third global issue is stakeholder involvement in nuclear safety activities. The international nuclear community has made steady progress towards improving the openness and transparency of its activities to its stakeholders, and without question, political and public support for nuclear technologies demands that activities in the area of nuclear safety continue to be open and transparent. However, this does pose a challenge in the area of nuclear security where there is an important need to protect sensitive information from open and transparent disclosure.

The IAEA also believes in maximizing, to the extent practicable, the openness and transparency of its activities to improve global nuclear safety and security performance, as well as public confidence. As such, an important item during this CSS meeting is the discussion on stakeholder involvement in the preparation of safety standards. There are organizations that are permitted to observe Committees activities and there are a variety of international and non-governmental organizations that have an interest in observing Committees activities. The challenge is to establish an effective process for designating such observers. Furthermore, a challenge for the CSS is to prevent its Committees from becoming lobbying grounds for individual agendas.

In conclusion, Mr Taniguchi reinforced his message that the international nuclear community is faced with many issues and challenges, among which are new and expanding nuclear power programmes, synergy and integration between safety and security, and stakeholder involvement. The CSS plays a vitally important role in the IAEA's efforts to establish high-quality standards of safety and to provide for their use.

In looking forward, the international nuclear community should take concrete actions to coordinate and support the promotion of the use of safety standards, particularly in light of new countries joining the Global Nuclear Safety and Security Regime. In addition to the activities of the CSS, opportunities such as the Senior Regulators' Meeting and the forthcoming International Conference on Effective Nuclear Regulatory Systems in South Africa this December can also serve this purpose.

1.2 Introductions, Adoption of the Agenda, Adoption of the 24th CSS meeting report

Mr Lacoste, Chairman of the Commission, welcomed participants. He indicated that apologies had be received from Mr Gonzalez from Argentina, Mr Hua from China (Mr Yu represented China at the meeting), Mr Sharma from India, Mr Adamchik from Russia (Mr Peskhov represented Russia at the meeting), Mr Larsson from Sweden (Ms Svahn represented Sweden at the meeting), Mr Weightman from the UK (Mr Hall represented the UK at the meeting), Mr Holm from the ICRP (Ms Sugier represented the ICRP at the meeting), Mr Meserve from INSAG (Mr Laaksonen represented INSAG at the meeting). A list of participants is provided in Annex I.

The USA had submitted comments on the provisional agenda and these had been discussed with the Secretariat. Further, Mr Gonzalez had submitted a letter to Mr Lacoste setting out Argentina's position on several of the topics included on the agenda, and requesting, inter alia, that the 'Basic Principles' of the Nuclear Energy Series, recently published, also be considered by the CSS. Mr Lacoste proposed that this topic be addressed under item 5 of the agenda (see item 5.6).

The proposed agenda was approved. The approved agenda is provided in Annex II.

Mr Lacoste informed the Commission that the draft report of the 24th CSS meeting had been made available and comments received from the USA and the UK had been incorporated. The report of the 24th CSS meeting was approved [Annex III, Action 25.1].

1.3 Administrative arrangements for the meeting, Status of the endorsed Standards and Response to Actions from the 24th Meeting

Mr Delattre briefly informed the Commission of administrative arrangements for the meeting. He noted that all material had been made available two months in advance of the meeting for effective review by the Commission.

Mr Delattre presented the status of the endorsed Safety Standards. He informed the Commission that 11 Safety Standards had been published in 2008 and one so far in 2009:

- Operational Limits and Conditions and Operating Procedures for Research Reactors, NS-G-4.4 (DS261)
- The Management System for Technical Services in Radiation Safety, GS-G-3.2 (DS315)
- The Operating Organization and the Recruitment, Training and Qualification of Personnel for Research Reactors, NS-G-4.5 (DS325)
- The Management System for Processing, Handling and Storage of Radioactive Waste, GS-G-3.3 (DS336)
- The Management System for the Disposal of Radioactive Waste, GS-G-3.4 (DS337)
- Advisory Material for the IAEA Regulations for the Safe Transport of Radioactive Material, TS-G-1.1 (DS346)
- The Management System for the Safe Transport of Radioactive Material, TS-G-1.4 (DS326)
- Conduct of Operations at Nuclear Power Plants, NS-G-2.14 (DS347)
- Core Management and Fuel Handling for Research Reactors, NS-G-4.3 (DS350)
- Safety of Nuclear Fuel Cycle Facilities, NS-R-5 (DS316)

- Safety Assessment for the Decommissioning of Facilities Using Radioactive Material, WS-G-5.2 (DS376)
- Ageing Management for Nuclear Power Plants, NS-G-2.12 (DS382)

He provided details on 12 further Safety Standards, endorsed by the Commission, that were being published:

- Safety of Nuclear Fuel Cycle Facilities: Uranium Fuel Fabrication Facilities (DS317)
- Safety of Nuclear Fuel Cycle Facilities: Uranium and Plutonium Mixed Oxide Fuel Fabrication Facilities (DS318)
- Compliance Assurance for the Safe Transport of Radioactive Material (DS327)
- Borehole Facilities for the Disposal of Radioactive Waste (DS335)
- Safety of Conversion and Enrichment facilities (DS344)
- Regulations for the Safe Transport of Radioactive Material (DS345)
- Safety Assessment for Facilities and Activities (DS348)
- The Management System for Nuclear Installations (DS349)
- Predisposal Management of Radioactive Waste (DS353)
- Evaluation of Seismic Safety for Existing Nuclear Installations (DS383)
- Severe Accident Management Programmes for Nuclear Power Plants (DS385)
- Clasification of Radioactive Waste (DS390)

Mr Delattre also informed the Commission of the status of actions arising from the 24th CSS meeting (see Annex IV).

Mr Virgilio suggested that, as well as the Chairs of the Safety Standards Committees, the CSS members review the status of main topics identified as priorities at the 23rd CSS meeting for the fourth term of the CSS (see Annex IV, Action 24.4). He considered that this would reinforce the CSS's commitment to addressing these priorities. Mr Lacoste confirmed that a status report on these topics would be presented at the beginning of each CSS fourth term meeting [Annex III, Action 25.2].

2. Presentations and Discussion of Reports of Safety Standards Committees

2.1 Nuclear Safety Standards Committee

Mr Vaughan, Chairman of NUSSC, reported on the 26th NUSSC meeting. He informed the Commission that NUSSC had approved three draft Safety Guides (DS393, DS394, DS395) and one draft Safety Framework for submission to the CSS and four draft Safety Guides (DS284, DS367, DS412 and DS422) for submission to Member States for comment, and had reviewed the progress of various other draft Safety Standards (DS379, DS405, DS365). Mr Vaughan also summarized the discussions at NUSSC regarding the need for a Safety Guide on external expert support, the new structure for the Safety Standards, the revision of the Safety Glossary, provision of feedback on regulatory arrangements and current developments, as well as the use of a graded approach in regulating safety. NUSSC had also adopted new, more disciplined procedures for providing comments on drafts following their review by Member States (Mr Vaughan's full presentation is available on the CSS website).

In the discussion that followed the NUSSC presentation, Mr Lacoste reinforced the need for discipline with regard to providing comments on drafts. Mr Barakat brought up the issue of dangerous installations located close to borders, which he felt should be better addressed in the Safety Standards. Mr Lacoste recalled Principle 7 of the Fundamental Safety Principles, on protection of present and future generations, and Mr Vaughan considered that this point could be further elaborated in draft Safety Standards in the area of emergency preparedness.

2.2 Radiation Safety Standards Committee

Mr Magnusson, Chairman of RASSC, reported on the 25th RASSC meeting. He informed the Commission that RASSC had approved one DPP (DS427). Mr Magnusson also summarized the discussions at RASSC's and WASSC's joint review of draft 1.0 of the revised BSS, the long term list of Safety Guides and the revision of the Safety Glossary. (Mr Magnusson's full presentation is available on the CSS website.)

2.3 Waste Safety Standards Committee

Mr Pather, Chairman of WASSC, reported on the 26th WASSC meeting. He informed the Commission that WASSC had approved one Safety Framework for submission to the CSS, one draft Safety Guide (DS422) for submission to Member States for comment and one DPP (DS427) and had reviewed the progress of many other waste related drafts under development. Mr Pather also summarized the detailed review by WASSC and RASSC of draft 1.0 of the revised BSS and the discussions on the long term structure of Safety Standards, the revision of the Safety Glossary and other policy issues. (Mr Pather's full presentation is available on the CSS website.)

2.4 Transport Safety Standards Committee

Mr Brach, Chairman of TRANSSC, reported on the 17th TRANSSC meeting. He informed the Commission that TRANSSC had approved one draft Safety Guide (DS387) for submission to the CSS and one DPP (DS425). Mr Brach also summarized TRANSSC's discussions on transport priorities for the future and denial/delays of shipment, the changes being considered for the next revision of the Transport Regulations and future TRANSSC activities (Mr Brach's full presentation is available on the CSS website.)

In the discussion that followed, Mr Jammal queried how TRANSSC is dealing with the issue of denial of shipments; Mr Brach reported that there is a plan to provide enhanced training for many organizations. He also confirmed that experts in transport security are involved in the development of drafts.

Mr Virgilio thanked all the Chairs of the Safety Standards Committees for covering some of the CSS's priority topics, for seeking improvements in processes and for working together to share best practices. He also thanked the Secretariat for their speed and transparency in the technical editorial review of drafts. Mr Lacoste considered that holding combined meetings of Chairs of the Safety Standards Committee was indeed good progress.

3. Approval of draft publications and DPPs

3.1 Development and Application of Level 1 Probabilistic Safety Assessment for Nuclear Power Plants (DS394)

Mr El Shanawany presented the draft Safety Guide for approval for publication and indicated the Secretariat's proposal to address comments that had been received from Japan, Pakistan, Korea and Ukraine.

Mr Fukushima questioned the procedure and the extent and timing of the technical editorial review. In particular he queried a proposed change in title and an apparent addition to the objective (that DS394 could provide guidance for Contracting Parties to the Convention on Nuclear Safety). Mr Vaughan assured the Commission that a decision had been made to retain the original title. Following a discussion between the technical officer, Mr Vaughan and Mr Fukushima, it was agreed to use the same wording as used by the Director General in the foreword to all Safety Standards to express the additional objective of DS394.

Mr Majer proposed that the draft be returned to NUSSC for approval of the changes, but Mr Lacoste requested members of the Commission to adhere to the approved procedure whereby the Chair of the relevant Safety Standards Committee is responsible for approval of technical editorial changes. Mr Delattre noted that the technical editorial review is carried out in a transparent manner in cooperation with the technical officer for the draft standard, and the results are placed on the CSS website in track-changes mode. In general, the members of the Commission agreed on the need to publish the Safety Guide.

The Commission endorsed the draft for publication.

3.2 Development and Application of Level 2 Probabilistic Safety Assessment for Nuclear Power Plants (DS393)

Mr El Shanawany presented the draft Safety Guide for approval for publication and indicated the Secretariat's proposal to address comments that had been received from Japan, Pakistan, Korea and Ukraine. Mr Yun observed that both DS393 and DS394 provide good recommendations, and requested that a final crosscheck be carried out to verify consistency of format in both drafts.

The Commission endorsed the draft for publication.

3.3 Deterministic Safety Analyses and their Application for Nuclear Power Plants (DS395)

Mr Dusic presented the draft Safety Guide for approval for publication and indicated the Secretariat's proposal to address comments that had been received from Argentina, Japan, Pakistan, and Ukraine. Most comments had been of a general nature and were able to be resolved with explanations.

The Commission endorsed the draft for publication.

3.4 Schedules of Provisions of the IAEA Regulations for the Safe Transport of Radioactive Material (DS387)

Mr Zhao presented the draft Safety Guide for approval for publication.

Mr Brach clarified that the Schedules of DS387 referred to the 2005 edition of the Transport Regulations, and not the 2009 edition, as it is the 2005 edition of the Transport Regulations that is at present in force in many States. Mr Jammal considered that publication of DS387 is badly needed, but requested that in future the Transport Regulations and the supporting Schedules be issued at the same time. Mr Zhao and Mr Brach confirmed that TRANSSC had discussed ways of improving the situation.

Mr Lacoste requested TRANSSC to consider revising the Transport Regulations to discuss with TRANSSC 1) what is a reasonable frequency for the revision/amendment of TS-R-1, 2) the need to update related safety guides concurrently with revisions of TS-R-1, and 3) how to implement the new format for safety requirements in TS-R-1, and to report to the 26th CSS meeting [Annex III, Action 25.3].

The Commission endorsed the draft for publication.

3.5 Safety Framework for Nuclear Power Source Applications in Outer Space

Ms Caponiti presented the draft Safety Framework for agreement for publication. The Safety Framework had been approved by the Scientific and Technical Sub-Committee of COPUOS at its meeting in February 2009. Mr Lacoste reminded the Commission that the Safety Framework had followed the same quality process as that for Safety Standards.

The Commission agreed to the publication of the draft.

3.6 DPP for a new Safety Guide on Radiological Environmental Impact Analysis for the verification of Radiological Protection (DS427)

Mr Jova Sed presented the DPP for approval. Mr Pather, Mr Vaughan and Mr Magnusson indicated that there was widespread support in the various Safety Standards Committees for development of the Safety Guide.

Mr Fukushima, Mr Laaksonen and Mr Jammal referred to the challenges of evaluating the source term for abnormal events or accidents in the context of new design nuclear installations. Mr Jova Sed explained the Secretariat's proposed strategy to produce a first draft through which Member State consensus could be achieved, and agreed that the Safety Guide would need to provide guidance on the use of a graded approach. The members of the Commission generally supported the Safety Guide, but requested the Secretariat in the drafting process to avoid duplication of large amounts of work already done by other organizations and to take into account the various practices in Member States.

The Commission discussed the relationship of DS427 to DS424 (a draft Safety Guide on Establishing a National Nuclear Installations Safety Infrastructure), and how environmental impact assessment is addressed in DS424. The Commission approved the DPP.

4. Progress reports on safety standards and other safety related publications

4.1 Information on the preparation of the 2010-2011 Programme and Budget and on "the future of the Agency"

Mr Mrabit presented information on the 2010-2011 Programme and Budget and on "the future of the Agency". He explained the intention to request more regular budget funding for the activities of the Office of Nuclear Security and the Incident and Emergency Centre, which at present rely greatly on extra-budgetary funding, exceeding 90 % for nuclear security. The Commission discussed the relative roles of the IAEA and individual Member States in the area of emergency preparedness and response. Mr Taniguchi considered a key function of the Incident and Emergency Centre to be to share information; this was important for public confidence and for capacity building. (Mr Mrabit's full presentation is available on the CSS website.)

4.2 Information on ICRP activities

Ms Sugier provided information on recent and expected changes in the membership of ICRP and recent and forthcoming publications. Ms Sugier's full presentation is available on the CSS website.

4.3 Information on the status of the revision of the BSS

Ms Amaral presented a progress report on the revision of the Basic Safety Standards. Mr Magnusson informed the Commission that the goal is to achieve agreement on the BSS at RASSC in June 2009. Although the format of the BSS is still the 'old' format, he was optimistic that the transformation to the 'new' format could be started very soon. He mentioned the importance of maintaining the agreements already attained on certain issues. The new format would facilitate coherence between the BSS and other Safety Requirements publications. From the discussion, Mr Lacoste concluded that

- Priority should be given to the quality of the draft over the production time;
- Member States should be consulted only once, on a revised draft that implements the new format for Safety Requirements;
- All changes made to the current SS115 should be made available to the Safety Standards Committees members and the Member States in a file revised in track changes mode;
- Sufficient time should be given to the Safety Standards Committee members to review the draft prior to Member States consultation;
- The potential co-sponsors should continue to be involved in the process, including the implementation of the new format for the Safety Requirements.

[See Annex III, Action 25.4.]

Ms Amaral's full presentation, including a slide explaining the next steps of the approval process, is available on the CSS website.

4.4 Progress report on the revision of the Safety Requirement No GS-R-1

Mr Graves presented a progress report on the revision of GS-R-1 (Governmental, Legal and Regulatory Framework for Safety, DS415). Mr Lacoste reminded the Commission that this is one of the most important Safety Requirements publications and is used as a basis for the Integrated Regulatory Review Service missions. On the discussion on the interfaces between safety and nuclear security and the State system for accounting and control, it was considered that the requirement is clear that responsibility for all '3 Ss' need not be in a single organization, rather that it is up to the State to consider how to structure its arrangements. Mr Lacoste reminded the Commission that DS415 is expected to be submitted to the CSS for endorsement in October 2009. (Mr Graves's full presentation is available on the CSS website.)

4.5 Other information on recent activities from the Secretariat

Ms Amaral presented highlights from the Division of Radiation, Transport and Waste Safety. She clarified that the new Information System on Occupational Exposure in Medicine, Industry and Research (ISEMIR) was a cooperative work with UNSCEAR. She informed the Commission that the issue of long-term storage of sources and its relation to the Code of Conduct on the Safety and

Security of Radioactive Sources was the subject of several workshops and would be a topic at the forthcoming Senior Regulators' Meeting. Mr Barakat brought up the issue of NORM, which Ms Amaral agreed required a solid approach. (Ms Amaral's full presentation is available on the CSS website.)

Mr Jamet presented highlights from the Division of Nuclear Installation Safety. Mr Virgilio emphasized the need for support for 'new entrants' to nuclear power, and considered that coordination with other organizations is vital. In the context of the integration of missions to review infrastructure, Mr Taniguchi stated his fear that too frequently newcomers underestimate the importance of safety. (Mr Jamet's full presentation is available on the CSS website.)

Mr Mrabit presented highlights from the Safety and Security Coordination Section, including strategies and processes for the establishment of safety standards, the Global Nuclear Safety and Security Network and the forthcoming Senior Regulator Meeting.. Mr Taniguchi mentioned the Scientific Symposium, the INSAG meeting and the Senior Regulators' Meeting, all of which would take place during the General Conference in September 2009. Mr Virgilio considered that the issue of international regulatory support to newcomers, the planned first session of the very full agenda for the Senior Regulators' Meeting, was critically important. (Mr Mrabit's full presentation is available on the CSS website.)

Mr Stern presented highlights from the Incident and Emergency Centre. He referred to the regional workshops carried out to build capacity in emergency preparedness and response. (Mr Stern's full presentation is available on the CSS website.)

4.6 Information of CSS on AdSec activities

See the report of the joint CSS-AdSec meeting.

4.7 Information of AdSec and CSS on INSAG activities

See the report of the joint CSS-AdSec meeting.

4.8 Information of AdSec on CSS activities

See the report of the joint CSS-AdSec meeting.

5. Policy discussion

5.1 Integration of the Safety Standards Series and the Nuclear Security Series

See the report of the joint CSS-AdSec meeting.

5.2 Implications on the role, activities and membership of the Commission

Mr Lacoste felt that the initial discussions between CSS and AdSec had been positive, with some good signs, although a very gradual approach would be necessary. He remained concerned about the consensus building processes currently in place for developing security publications, and about the legal basis for establishing 'security standards'.

On a cautionary note, Mr Lacoste believed that those in the safety community must be aware that 'integration' can be misconstrued as 'absorption' by those in the security community. It was necessary to clarify the areas of overlap between safety and security.

Mr Lacoste proposed to establish jointly with the AdSec Chair a task force to consider the results of the joint CSS/AdSec session and to seek candidates from the CSS members to participate in the joint task force [Annex III, Action 25.5].

5.3 Discussion on stakeholder involvement in the preparation of Safety Standards

Mr Brach provided the results of the Chairs' discussion. It was concluded that there was an urgent need for criteria on stakeholder involvement in the preparation of Safety Standards. Mr Brach's full presentation is available on the CSS website.

Mr Delattre informed the Commission that, in cooperation with the Office of Legal Affairs, the Office of External Relations and Policy Coordination and the Chairs, such criteria are presently being established [Annex III, Action 25.6]. Mr Taniguchi noted the increase in requests by non-governmental organizations to take part in the process for preparation of Safety Standards and the need to keep the process open and transparent, and encourage participation. The Member States have

the responsibility of deciding on their representation. Mr Lacoste cautioned that such criteria drawn up in respect of the Safety Standards may also have implications for the review meetings of the Convention on Nuclear Safety and the Joint Convention.

Mr Laaksonen, Mr Fukushima, Mr Virgilio, Mr Vaughan, Mr Lacoste, Mr Jammal and Mr Vinhas each provided summaries of the various processes for stakeholder involvement in their countries. Mr Lacoste requested that this information be provided in written form for the benefit of all Commission members [Annex III, Action 25.7].

5.4 Harmonization of terminology

Mr Delves informed the Commission that the Safety Standards Committees had been requested to comment on the IAEA Safety Glossary by the end of March 2009. Ten sets of comments had been received. However, he emphasized that the timeline for revision of the Safety Glossary would be governed by that for revision of the BSS. With regard to the technical editorial review of Safety Standards, the draft revisions of the BSS and of GS-R-1 had been reviewed by him by participation in the drafting process at an earlier stage than usual. Such participation was useful for checking "horizontal" consistency internally and with the Safety Glossary and published standards, and "vertical" coherence with the Fundamental Safety Principles.

Mr Brach reported on the meeting of the Chairs of the Safety Standards Committees that had taken place in January 2009, at which it was agreed that it would be possible for Safety Standards to include a section listing definitions, providing such definitions were copied directly from the IAEA Safety Glossary or were new reviewed new or revised definitions, accepted for inclusion into the Safety Glossary. This was approved by the Commission.

5.5 Procedures for the implementation of the policies

Mr Delattre reported on the development of the document entitled Strategies and Processes for the Establishment of Safety Standards, SPESS (previously called MANSYS), and on possibilities for optimizing the timeline for establishment of Safety Standards, with which it would be possible to save on average 10 months in the drafting and review/approval process. Mr Delattre's full presentations are available on the CSS website.

Mr Laaksonen reported that he considered that the technical editorial review of GS-R-1, carried out at an early stage, had been extremely beneficial, and recommended that such review be done as soon as possible after incorporation of Member State comments [Annex III, Action 25.8].

Mr Lacoste recommended that the sequence of meetings of the CSS and the Safety Standards Committees be established on the basis of the timeline optimization paper [Annex III, Action 25.9].

5.6 The IAEA Nuclear Energy Basic Principles

Mr Gonzalez, in his letter to Mr Lacoste dated 13 April 2009, had requested that the CSS discuss the issue of the IAEA Nuclear Energy Basic Principles. In response to this, Mr Omoto, Director of the Division of Nuclear Power of the Department of Nuclear Energy, provided the CSS with an overview of the Nuclear Energy Series.

He informed the Commission that the Nuclear Energy Series was established in 2005. Publications in the series are approved at internal meetings of NE's document coordination team (DCT). The Basic Principles is the top publication of the series, and the Department of Nuclear Safety and Security and the Standing Advisory Group for Nuclear Energy (SAGNE) had been consulted during its drafting. He emphasized that the content of the Nuclear Energy Basic Principles was not in conflict the Fundamental Safety Principles of the Safety Standards Series, but rather used different language because of the different viewpoints of the two communities. Concerning some specific points raised in Mr Gonzalez's letter, he explained that the phrase "other internationally recognized standards" intended to include standards issued by organizations such as ICRP, ASME or IEEC. Second, he explained the security is not linked only to malicious acts, and referred to the definition of 'malicious' in the IAEA Safety Glossary.

Mr Delattre explained the cooperation between the Department of Nuclear Energy and the Department of Nuclear Safety and Security, where NS is represented on the DCT and NE is represented on the Coordination Committee of NS.

Mr Lacoste considered that the CSS ought to have been informed about the development of the

Nuclear Energy Basic Principles, as such parallelism in different IAEA publications may cause confusion among users in the Member States. Mr Taniguchi emphasized that the main issue was how to address the promotion of nuclear power and safety issues, in a manner that reinforces the integral importance of safety.

The Commission mandated Mr Lacoste to send to the IAEA Director General a letter addressing the Commission's concerns regarding consistency of content and quality for some other IAEA publications [Annex III, Action 25.10].

6. Feedback from the Commission on the Application of Safety Standards and Regulatory Issues

6.1 Topical discussion on the Use of Safety Standards

Almost all presentations had been sent in advance to the meeting and were posted on the CSS web page. The material will remain available for all members in an archive file on the web page (http://www-ns.iaea.org/committees/css/) in the folder "Presentations provided by the CSS members".

6.2 Regulatory Issues in the Member States

As for item 6.1, many presentations on related regulatory issues had been provided in advance. The material will also remain available for all members in an archive file on the web page (http://www-ns.iaea.org/committees/css/) in the folder "Presentations provided by the CSS members".

Mr Vaughan, speaking on behalf of the UK, reported on forthcoming changes in the NII, which is to become more independent although it would remain 'under the auspices' of the HSE. He would provide written input for the benefit of CSS members.

Mr Jammal informed the Commission of regulatory developments in Canada. Mr Lacoste requested Mr Jammal to make available to the CSS the recent ruling of the Federal Court of Canada. The Commission discussed the issue of life extension of ageing research reactors that produce radioisotopes for medical use. Mr Laaksonen considered that suitable younger reactors already exist, which might do away with the need to construct new reactors to assure supply. He also considered how to make clear to new entrant countries that it is not necessary to first have a research reactor in order to start a nuclear power programme. Mr Virgilio informed the Commission that the USA was investigating new technologies using low enriched targets and improvements in safeguards.

Mr Vinhas, Mr Virgilio and Mr Fukushima also summarized the written reports that they had provided in advance.

Mr Yoshimura informed the Commission of the forthcoming 8th Global Congress on Nuclear Fuel Cycle, to be held in September 2009, and requested CSS members to contact the NEA if they were interested in participating.

7. Preparation for the mid-term report, Report of the Meeting, Date of the next Meetings

Mr Delattre summarized the main findings of the meeting and informed the Commission that a detailed list of actions resulting from the meeting would be issued within two weeks for comments [Annex III, Action 25.11].

He also informed the Commission that a draft report of the meeting would be prepared by the Scientific Secretary of the Commission and sent for comment to the members with a view to its approval at the next meeting [Annex III, Action 25.12]. The report of the joint CSS-AdSec meeting would be prepared separately.

The draft mid-term report would be prepared and posted for approval at the next CSS meeting [Annex III, Action 25.13]. The mid-term report would address the safety-security interface and the list of topics identified as priorities at the 23rd CSS meeting for the CSS fourth term.

The next meetings are planned to be held from **14 to 16 October 2009** and from **17 to 19 March 2010.**

ANNEX I

PARTICIPATION AT THE 25TH CSS MEETING

The Commission

A.J. González, Argentina (sent apologies – unable to attend)

P. Johnston, Australia (sent apologies – unable to attend)

J.-P. Samain, Belgium

L.A. Vinhas, Brazil

R. Jammal, Canada

Liu Hua, China (sent apologies – unable to attend)

M. B. F. Barakat, Egypt

Y. Laaksonen, Finland

A-C. Lacoste, (Chairman) France

D. Majer, Germany

S. K. Sharma, India (sent apologies – unable to attend)

I. Levanon, Israel

A. Fukushima, Japan

C. H. Yun, Korea

G. Maksimovas, Lithuania

M. S. Rahman, Pakistan

S. Adamchik, Russian Federation (sent apologies – unable to attend)

G. Clapisson, South Africa (sent apologies – unable to attend)

A.D. Gurguí Ferrer, Spain

C.-M. Larsson, Sweden (sent apologies – unable to attend)

O. Mykolaichuk, Ukraine

M. Weightman, United Kingdom (sent apologies – unable to attend)

M. Virgilio, United States of America

L. C. Dung, Vietnam

Observers

J. A. Hashmi, AdSec

P. Faross, EC

L-E. Holm, ICRP (sent apologies – unable to attend)

R. Meserve, INSAG (sent apologies – unable to attend)

U. Yoshimura, OECD NEA

Chairmen of Committees

G. Vaughan, NUSSC

S. Magnusson, RASSC

E. W. Brach, TRANSSC

T. Pather, WASSC

Representatives and associated experts

Ms Andersin, Ms Forest, Mr Lachaume, Mr Ogiso, Mr Saito, Mr Suyama, Mr Lee, Mr Snegirev, Mr Peshkov, Ms Collet-Campo, Ms Svahn, Mr Hall, Ms Caponiti, Ms Astwood, Mr Williams, Ms Sugier, Mr Yu Jun

IAEA Staff Members

T. Taniguchi, Deputy Director General, Department of Nuclear Safety and Security

E. Amaral, Director, Division of Radiation, Transport and Waste Safety (NSRW)

A. Nilsson, Director, Office of Nuclear Security (NSNS)

P. Jamet, Director, Division of Nuclear Installation Safety (NSNI)

K. Mrabit, Head, Safety and Security Coordination Section (SSCS)

W. Stern, Head, Incident and Emergency Centre (IEC)

H. Abou Yehia, G. Caruso, R. Czarwinski, P. Colgan, M. El Shanawany, A. Godoy, M. Gregoric, R. Hoskins, M. Lipar, D. Louvat, K. Mrabit, C. Viktorsson, J, Wheatley

S. Fesenko, P. Vincze, A. Boussaha, M. Khalil

K. Asfaw, D. Delves, D. Dusic, D. Graves, L. Jova Sed, A. Omoto, Y. Zhao

Safety Standards coordinators

G. Feige, Policy and Programme Support Section (NSNI), NUSSC (sent apologies – unable to attend)

G. Siraky, Waste and Environmental Safety Section (NSRW), WASSC

J. Stewart, Regulatory Infrastructure and Transport Safety Section (NSRW), TRANSSC

T. Boal, Radiation Safety and Monitoring Services Section (NSRW), RASSC

D. Delattre, Scientific Secretary of the CSS, Safety and Security Coordination Section

ANNEX II

AGENDA

Twenty fifth Meeting of the

COMMISSION ON SAFETY STANDARDS

22 – 24 April 2009

VIC – Boardroom C04

1. Opening Session

   1.1 Opening of the Meeting (14:00); *T. Taniguchi; DDG*-NS

   1.2 Introductions, Adoption of the Agenda, Adoption of the 24th CSS meeting report; *A.-C. Lacoste*

   1.3 Administrative arrangements for the meeting, Status of the endorsed Standards and Response to Actions from the 24th Meeting; *D. Delattre*

2. Presentations and Discussion of Reports of Safety Standards Committees

   2.1 Nuclear Safety Standards Committee

   G. Vaughan, Chairman/G. Feige, Scientific Secretary - NUSSC

   2.2 Radiation Safety Standards Committee

   S. Magnusson, Chairman/T.J. Boal, Scientific Secretary - RASSC

   2.3 Waste Safety Standards Committee

   T. Pather, Chairman/G. Siraky, Scientific Secretary – WASSC

   2.4 Transport Safety Standards Committee

   E.W. Brach, Chairman/J.Stewart, Scientific Secretary – TRANSSC

3. Approval of draft publications and DPPs

   3.1 Performance and Application of Level 1 Probabilistic Safety Assessment for Nuclear Power Plants (DS394)*; M. El Shanawany*

   3.2 Performance and Application of Level 2 Probabilistic Safety Assessment for Nuclear Power Plants (DS393)*; M. El Shanawany*

   3.3 Deterministic Safety Analyses and their Application for Nuclear Power Plants (DS395); *M. Dusic*

   3.4 Schedules of Provisions of the IAEA Regulations for the Safe Transport of Radioactive Material (DS387)*; Y. Zhao*

   3.5 Safety Framework for Nuclear Power Source Applications in Outer Space; *A. Caponiti*

   3.6 DPP for a new safety guide on Radiological Environmental Impact Analysis for the verification of Radiological Protection (DS427); *L. Jova Sed*

4. Progress reports on safety standards and other safety related publications

   4.1 Information on the preparation of the 2010-2011 Programme and Budget and on “the future of the Agency”; *K: Mrabit*

   4.2 Information on ICRP activities; *A. Sugier*

   4.3 Information on the status of the revision of the BSS*; E. Amaral*

   4.4 Progress report on the revision of the Safety Requirement No GS-R-1; *D. Graves*

   4.5 Other information on recent activities from the Secretariat

Joint AdSec – CSS session

(from Thursday 23 April 11:00 to 15:30)

4.6 Information of CSS on ADSec activities; *J.Hasmi*

4.7 Information of AdSec and CSS on INSAG activities*; J.Laaksonen*

4.8 Information of AdSec on CSS activities; *A-C. Lacoste*

5. Policy discussion

5.1 Integration of the Safety Standards Series and the Nuclear Security Series; *A. Nilsson, CSS members, AdSec members*

CSS meeting

5.2 Implications on the role, activities and membership of the Commission; *CSS members*

5.3 Discussion on stakeholder involvement in the preparation of Safety Standards; *W. Brach, CSS members*

5.4 Harmonization of terminology*; D. Delves, W. Brach, CSS members*.

5.5 Procedures for the implementation of the policies*; D. Delattre, CSS members*.

5.6 The IAEA Nuclear Energy Basic Principles; *CSS members*

6. Feedback from the Commission on the application of safety standards and regulatory issues

6.1 Topical discussion on the Use of Safety Standards; *(CSS Members)*

6.2 Regulatory Issues in the Member States; *(CSS Members)*

7. Preparation for the mid-term report, Report of the Meeting, Date of the next meetings

- 14-16 October 2009
- 17-19 March 2010

ANNEX III

ACTIONS ARISING FROM THE 25th MEETING OF THE COMMISSION

25.1. The final report of the 24th CSS meeting with the agreed resolution of comments to be posted on the safety standards web site **[Action: Secretariat].**

25.2. A status report on progress on the main topics identified as priorities at the 23rd CSS meeting for the CSS fourth term to be provided, at the beginning of each CSS fourth term meeting **[Action: Secretariat]**.

25.3. The Transport Safety Standards Committee Chair to discuss with TRANSSC 1) what is a reasonable frequency for the revision/amendment of TS-R-1, 2) the need to update related safety guides concurrently with revisions of TS-R-1, and 3) how to implement the new format for safety requirements in TS-R-1, and to report to the 26th CSS meeting **[Action: TRANSSC Chair]**

25.4. The presentation on the process for the finalization of the revision of the BSS to be updated so as to reflect the following five conclusions and to be provided to the CSS members **[Action: Secretariat]**:

- Priority should be given to the quality of the draft over the production time;

- Member States should be consulted only once, on a revised draft that implements the new format for Safety Requirements;

- All changes made to the current SS115 should be made available to the Safety Standards Committees members and the Member States in a file showing the changes made;

- Sufficient time should be given to the Safety Standards Committee members to review the draft prior to Member States consultation;

- The current and potential co-sponsors should continue to be involved in the process, including the implementation of the new format for the Safety Requirements.

25.5. The CSS Chair and the AdSec Chair to establish jointly a task force in order to consider the results of the joint CSS/AdSec session and to seek candidatures to participate in the joint task force. The joint task force to develop and circulate its Term of Reference **[Action: CSS Chair with AdSec Chair]**.

25.6. A paper on criteria, role and guidelines for the involvement of stakeholders in the Safety Standards Committee meetings to be prepared jointly with the Committee Chairs **[Action: Secretariat, including OLA and EXPO, in co-operation with the Committees Chairs].**

25.7. The CSS members to continue to share their national practices on stakeholder involvement **[Action: CSS members].**

25.8. Technical editors in NS-SSCS to review drafts, in particular draft Safety Requirements, as soon as possible after resolution of Member States comments **[Action: Secretariat]**.

25.9. The sequence of meetings of the Safety Standards Committees and the CSS to be established on the basis of the timeline optimization paper approved at the 25th CSS meeting **[Action: Secretariat]**.

25.10. A letter to be sent to the IAEA Director General by the CSS Chair on the concern of the CSS that some publications from the Nuclear Energy Department addressing safety related aspects could duplicate and address differently the recommendations of the IAEA safety standards, resulting in possible confusion in the Member States on the objectives of the different IAEA publications **[Action: CSS Chair]**.

25.11 A list of actions resulting from the 25th meeting to be provide for comment to the CSS members **[Action: Secretariat].**

25.12. The draft report of the 25th CSS meeting to be posted for comment to the CSS web site **[Action: Secretariat].**

25.13 A draft mid-term report to be prepared and posted for approval at the 26th CSS meeting **[Action: Secretariat].**

ANNEX IV

STATUS OF ACTIONS ARISING FROM THE 24th MEETING OF THE COMMISSION

24.1. Post on the safety standards web site the final report of the 23rd CSS meeting with the agreed resolution of comments **[Action: Secretariat]** Done. Final report posted on 8 September 2008.

24.2. Provide for comments to the CSS members a summary of the main conclusions of the 24th CSS meeting together with a list of actions resulting from the meeting **[Action: Secretariat]** Done. Message sent on 15 September 2008 for comment. Final version established on 6 October 2008 and attached to the draft meeting report.

24.3. Prepare, in consultation with CSS members, a note on preliminary remarks on the report from the Commission of Eminent Persons to be sent to the IAEA Director General **[Action: CSS Chair with CSS members]** Mr. Lacoste informed the DG on 5 September 2008 that the CSS considered the safety related part of the report. In his letter to the DG dated 30 September 2008 he confirmed the possibility, if the CSS was consulted, to prepare a comprehensive report on the implementation of the recommendations.

24.4. Check at the meeting with the Chairs of the Safety Standards Committees that the main topics identified as priorities at the 23rd CSS meeting are addressed in the proposal from the Secretariat on the long-term list of safety guides **[Action: Secretariat with the Chairs of the Safety Standards Committees]** Done on September 5 at the meeting with the Chairs of the SSCs

24.5. Prepare at mid-term (two years) a report on progress on the main topics identified as priorities at the 23rd CSS meeting **[Action: Secretariat]** This will be prepared for the 26th meeting. The preparation will be discussed under agenda item 7 of the 25th meeting.

24.6. Prepare for the 25th CSS meeting a report on approach for enhancing synergies between safety and security **[Action: Secretariat]** A report will be presented under agenda item 5.1 of the 25th meeting

24.7. Provide to the CSS, when available, the result of the review of the legal framework for the IAEA activities on security **[Action: Secretariat]** This will be presented under agenda item 5.1 of the 25th meeting

24.8. Prepare for the next meeting a proposal for a revision of the Terms of Reference of the CSS **[Action: Secretariat]** This will be discussed under agenda item 5.2 of the 25th meeting and will result from the discussion under item 5.1

24.9. Submit for confirmation of approval to the CSS members a revised generic text taking into account the agreed resolution of comments **[Action: Secretariat]** Done. Revised text sent for confirmation on 15 September 2008. Text confirmed. Final version dated October 10 attached to the draft meeting report

24.10. Request the CSS members to report at the 25th meeting on national practices on stakeholder involvement **[Action: Secretariat and CSS members]** Attention of the CSS members was drawn on this request in the message sent on 15 September 2008. The presentations will be addressed under agenda item 5.3 of the 25th meeting.

24.11. Organize discussion within each Safety Standards Committee on approaches to ensure a more systematic feedback mechanism on the safety standards, involving also the potential co-sponsors and other stakeholders **[Action: Safety Standards Committees Chairs]** Request taken on board by the Chairs of the Committees. Draft paper prepared by the Chairs of the Committees and the Secretariat. This will be addressed under agenda item 5.3 of the 25th meeting.

24.12. Prepare, in consultation with the Chairs of the Safety Standards Committees, a procedure for the review/revision of the IAEA Safety Glossary and submit the glossary for review to the Safety Standards Committees **[Action: Secretariat with the Chairs of the Safety Standards Committees]** Procedure prepared by the Secretariat in consultation with the SSCs Chairs, reviewed and approved by the SSCs. The approved procedure and the 2007 Safety Glossary

posted for comments to the SSCs on 11 November 2008. Deadline for comment 31 March 2009. A proposal from the Chairs of the Committees to revise the policy on the Safety Glossary will be discussed under agenda item 5.4 of the 25th meeting.

24.13. Update the document on Management System for the safety standards in order to reflect the conclusions of the 23rd and 24th CSS meetings and submit the draft to the Safety Standards Committees **[Action: Secretariat]** Draft updated. Draft 0.31 sent to the Chairs of the SSCs on 17 December 2008. Review by the 4 Chairs at a meeting from 26 to 28 January 2009. Draft 1.0 being prepared for submission to the Committees

24.14. Inform the CSS members of the conclusions of the meeting of the Chair of the CSS with the IAEA Director General **[Action: CSS Chair]** Done in the message sent on 15 September 2008.

24.15. The draft report of the 24th CSS meeting to be posted for comments to the CSS web site **[Action: Secretariat]** Done. Draft report posted for comment on 13 November 2008. Approval will be discussed under agenda item 1.2 of the 25th CSS meeting.