

**SPESS F**  
**Document Preparation Profile (DPP)**  
**Version 1 September 2026**

## **1. IDENTIFICATION**

**Document Category**    **General Safety Guide**

**Working ID:**            **DS568**

**Proposed Title:**        **National Framework for Safety**

**Proposed Action:**      **Revision of GSG-12, Organization, Management, and Staffing of the Regulatory Body for Safety and merging with GSG-21, Regulatory Experience Feedback Management**

**Review Committee(s) or Group:**    **NUSSC (lead), RASSC, WASSC, TRANSSC, EPRcSC and NSGC**

**Technical Officer(s):** **Jong Kap KIM (NSNI/RAS), Jovica BOSNJAK (NSRW/RIT)**

## **2. BACKGROUND**

IAEA Safety Standards Series No. GSR Part 1 (Rev. 1), Governmental, Legal and Regulatory Framework for Safety, includes requirements on the essential elements needed to establish an effective regulatory body and to ensure regulatory control over facilities and activities utilized for peaceful purposes. Other responsibilities and functions are also addressed, such as liaison within the global safety regime and liaison to facilitate the provision of necessary support services for the purposes of safety, emergency preparedness and response, interfaces of safety with nuclear security, and the State system of accounting for, and control of, nuclear material.

IAEA Safety Standards Series No. GSG-12, Organization, Management and Staffing of the Regulatory Body for Safety, published in 2018, is one of the Safety Guides that provides recommendations on how to meet the requirements of GSR Part 1 (Rev. 1). However, certain requirements, particularly those related to broader aspects of the governmental, legal and regulatory framework for safety, such as national policy and strategy for safety and the establishment of a framework for safety, are not sufficiently addressed in the current version of GSG-12.

In 2024, NUSSC identified a need for future revisions of relevant Safety Guides to address business continuity in exceptional circumstances, regulatory experience feedback management, and additional guidance on GSR Part 1 (Rev. 1) requirements that are not sufficiently covered in existing Safety Guides (e.g. responsibilities and functions of the government). As a result, NUSSC included the revision of GSG-12 in the implementation plan it developed in 2025, and further highlighted the need to ensure consistency, as appropriate, with the new Safety Guide GSG-20, Leadership, Management and Culture for Safety, developed to support the application of GSR Part 2.

### **3. JUSTIFICATION FOR THE PRODUCTION OF THE PUBLICATION**

A feedback analysis was conducted recently (see report in the Annex), compiling feedback from Integrated Regulatory Review Service (IRRS) missions, a Secretariat-led gap analysis and NUSSC. The feedback analysis identified gaps in the guidance provided in GSG-12 against the requirements of GSR Part 1 (Rev. 1), including those relating to:

- The national policy and strategy for safety;
- The establishment of a framework for safety;
- The prime responsibility for safety.

The revision of GSG-12 will improve its alignment with GSR Part 1 (Rev. 1) by enhancing the guidance it provides to support the implementation of the governmental, legal and regulatory framework for safety, and addressing requirements that are not sufficiently covered in the current Safety Guide or where additional guidance is needed. The revision will also take into account recent developments and relevant approaches related to business continuity in exceptional circumstances and regulatory experience feedback management, through merging with the new Safety Guide GSG-21, Regulatory Experience Feedback Management.

### **4. OBJECTIVE**

The objective of the revision of GSG-12 is to update and enhance the guidance supporting the implementation of GSR Part 1 (Rev. 1) by addressing, inter alia, relevant requirements and topics that are not sufficiently covered in the current Safety Guide, and by providing appropriate references to guidance contained in other relevant Safety Guides. The revision will also take into account business continuity in exceptional circumstances and regulatory experience feedback management.

The primary target audience comprises governments, regulatory bodies and their technical support organizations. The Safety Guide may also be relevant to applicants, licensees and operating organizations.

### **5. SCOPE**

The revision will expand the scope of the current GSG-12 by including guidance on the governmental and legal framework for safety, business continuity in exceptional circumstances and regulatory experience feedback management. The scope of this Safety Guide is limited to the regulation of safety of facilities and activities that give rise to radiation risks and does not extend to nuclear security. However, recommendations will be provided on the interface between safety and nuclear security.

### **6. PLACE IN THE OVERALL STRUCTURE OF THE RELEVANT SERIES AND INTERFACES WITH EXISTING AND/OR PLANNED PUBLICATIONS**

This Guide will interface with the following IAEA Safety Standards Series and related publications (the list is not intended to be final or exhaustive):

- INTERNATIONAL ATOMIC ENERGY AGENCY, Governmental, Legal and Regulatory Framework for Safety, IAEA Safety Standards Series No. GSR Part 1 (Rev. 1), IAEA, Vienna (2016).
- INTERNATIONAL ATOMIC ENERGY AGENCY, Leadership and Management for Safety, IAEA Safety Standards Series No. GSR Part 2, IAEA, Vienna (2016). (A revision of this publication is in preparation.)
- INTERNATIONAL ATOMIC ENERGY AGENCY, IAEA Nuclear Safety and Security Glossary: Terminology Used in Nuclear Safety, Nuclear Security, Radiation Protection and Emergency Preparedness and Response, 2022 (Interim) Edition, IAEA, Vienna (2022).
- EUROPEAN COMMISSION, FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS, INTERNATIONAL ATOMIC ENERGY AGENCY, INTERNATIONAL LABOUR ORGANIZATION, OECD NUCLEAR ENERGY AGENCY, PAN AMERICAN HEALTH ORGANIZATION, UNITED NATIONS ENVIRONMENT PROGRAMME, WORLD HEALTH ORGANIZATION, Radiation Protection and Safety of Radiation Sources: International Basic Safety Standards, IAEA Safety Standards Series No. GSR Part 3, IAEA, Vienna (2014).
- FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS, INTERNATIONAL ATOMIC ENERGY AGENCY, INTERNATIONAL CIVIL AVIATION ORGANIZATION, INTERNATIONAL LABOUR ORGANIZATION, INTERNATIONAL MARITIME ORGANIZATION, INTERPOL, OECD NUCLEAR ENERGY AGENCY, PAN AMERICAN HEALTH ORGANIZATION, PREPARATORY COMMISSION FOR THE COMPREHENSIVE NUCLEAR-TEST-BAN TREATY ORGANIZATION, UNITED NATIONS ENVIRONMENT PROGRAMME, UNITED NATIONS OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS, WORLD HEALTH ORGANIZATION, WORLD METEOROLOGICAL ORGANIZATION, Preparedness and Response for a Nuclear or Radiological Emergency, IAEA Safety Standards Series No. GSR Part 7, IAEA, Vienna (2015). (A revision of this publication is in preparation.)
- INTERNATIONAL ATOMIC ENERGY AGENCY, Functional and Processes of the Regulatory Body, IAEA Safety Standards Series No. GSG-13, IAEA, Vienna (2018).
- INTERNATIONAL ATOMIC ENERGY AGENCY, Leadership, Management and Culture for Safety, IAEA Safety Standards Series No. GSG-20, IAEA, Vienna (2026).
- INTERNATIONAL ATOMIC ENERGY AGENCY, Communication and Consultation with Interested Parties by the Regulatory Body, IAEA Safety Standards Series No. GSG-6, Vienna (2017).
- INTERNATIONAL ATOMIC ENERGY AGENCY, Managing Regulatory Body Competence, Safety Reports Series No. 79, IAEA, Vienna (2013).
- INTERNATIONAL ATOMIC ENERGY AGENCY, Nuclear Security Recommendations on Physical Protection of Nuclear Material and Nuclear Facilities (INFCIRC/225/Revision 5), IAEA Nuclear Security Series No. 13, IAEA, Vienna (2011). (A revision of this publication is in preparation.)

- INTERNATIONAL ATOMIC ENERGY AGENCY, Nuclear Security Recommendations on Radioactive Material and Associated Facilities, IAEA Nuclear Security Series No. 14, IAEA, Vienna (2011). (A revision of this publication is in preparation.)
- INTERNATIONAL ATOMIC ENERGY AGENCY, Establishing the Infrastructure for Radiation Safety, IAEA Safety Standards Series No. SSG-44, IAEA, Vienna (2018).
- INTERNATIONAL ATOMIC ENERGY AGENCY, Regulatory Experience Feedback Management, IAEA Safety Standards Series No. GSG-21, IAEA, Vienna (2026).

## **7. OVERVIEW**

The revision will expand the scope of the Safety Guide by including guidance on the governmental and legal framework for safety in Section 2. Guidance on the integrated management system (IMS), currently provided in Section 5 and Appendix IV of the existing Safety Guide, will be consolidated into Section 4 to improve consistency and coherence. Furthermore, the revised Safety Guide will address considerations related to business continuity in exceptional circumstances and regulatory experience feedback management in the relevant sections.

An outline is provided below; however, the detailed content may be refined during the drafting process.

### **1. INTRODUCTION**

### **2. GOVERNMENTAL AND LEGAL FRAMEWORK FOR ESTABLISHING EFFECTIVE REGULATORY CONTROL OF FACILITIES AND ACTIVITIES**

### **3. GENERAL CHARACTERISTICS OF A REGULATORY BODY**

### **4. MANAGEMENT FOR SAFETY**

### **5. FUNCTIONS AND ORGANIZATION**

### **6. STAFFING AND COMPETENCE OF STAFF**

### **APPENDIX I: EXTERNAL EXPERT SUPPORT**

### **APPENDIX II: GENERIC PROCESSES OF THE INTEGRATED MANAGEMENT SYSTEM**

### **APPENDIX III: ELEMENTS OF A TRAINING PROGRAMME FOR THE REGULATORY BODY**

### **REFERENCES**

### **ANNEX: PROCESS DESCRIPTIONS**

### **REFERENCES TO THE ANNEX**

### **CONTRIBUTORS TO DRAFTING AND REVIEW**

**8. PRODUCTION SCHEDULE:** Provisional schedule for preparation of the publication, outlining realistic expected dates for each step

|                                                                                                                                | A*      |
|--------------------------------------------------------------------------------------------------------------------------------|---------|
| STEP 1: Preparing a DPP                                                                                                        | DONE    |
| STEP 2: Internal review of the DPP (Approval by the Coordination Committee)                                                    | Q3 2026 |
| STEP 3: Review of the DPP by the review Committees (Approval by review Committees)                                             | Q4 2026 |
| STEP 4: Review of the DPP by the CSS (approval by CSS) or information of the CSS on the DPP                                    | Q2 2027 |
| STEP 5: Preparing the draft publication                                                                                        | Q4 2028 |
| STEP 6: First internal review of the draft publication (Approval by the Coordination Committee)                                | Q1 2029 |
| STEP 7: First review of the draft publication by the review Committees (Approval for submission to Member States for comments) | Q2 2029 |
| STEP 8: Soliciting comments by Member States                                                                                   | Q3 2029 |
| STEP 9: Addressing comments by Member States                                                                                   | Q4 2029 |
| STEP 10: Second internal review of the draft publication (Approval by the Coordination Committee)                              | Q1 2030 |
| STEP 11: Second review of the draft publication by the review Committees (Approval of the draft)                               | Q2 2030 |
| STEP 12: Editing of the draft publication in MTCD and endorsement of the draft publication by the CSS                          | Q4 2030 |
| STEP 13: Approval by the Board of Governors (for SF and SR only)                                                               |         |
| STEP 14: Target publication date                                                                                               | Q2 2031 |

\* • *Column A for Safety Fundamentals, Safety Requirements and Safety Guides.*

## 9. RESOURCES

It is estimated that the revision of the Safety Guide is estimated to require approximately 60 weeks of expert effort. This estimate is based on the assumption of five one-week consultants' meetings, with no more than six experts participating, and an average of one week of work per expert between meetings.

International Atomic Energy Agency staff resources are estimated at 15 weeks of effort from Technical Officers in NSNI/RAS and NSRW/RIT. Additionally, a total of 10 weeks of effort from Technical Officers in other divisions/sections is expected to be required for consultation.

## **Annex: Feedback analysis report**

This report compiles feedback from three key areas:

- (a) Comments from IRRS missions uploaded to NSS-OUI during the period 2023–2025
- (b) Secretariat-led gap analysis
- (c) Implementation plan for Safety Standards developed by NUSSC in 2025

### **(a) Comments from IRRS missions uploaded to NSS-OUI during the period 2023–2025**

During this three-year period, several comments were made through the Integrated Regulatory Review Service (IRRS), regarding GSR Part 1 (Rev. 1), GSG-12 and GSG-13. These comments were subsequently uploaded to the Nuclear Safety Standards Online User Interface (NSS-OUI). The main comment relevant to GSG-12 is as follows:

- GSR Part 1 (Rev. 1), Requirement 1: Recommendations on the national safety policy should be more clearly defined.

Further comments were made on the lack of specific guidance on the development and implementation of a national safety policy and strategy, including the establishment of a safety framework. These comments, together with the significant number of IRRS recommendations and suggestions made on this topic, highlight the need for further guidance in this area. Such guidance is especially important for Member States embarking on nuclear power programmes and facing implementation challenges. The most appropriate way to provide this guidance is through the revision of GSG-12, to provide a more coherent framework to support Member States in implementing the relevant requirements.

### **(b) Secretariat-led gap analysis**

The IAEA Secretariat led a gap analysis of GSG-12, the results of which supported the IRRS comments that this Safety Guide does not provide sufficient guidance on how to comply with several requirements of GSR Part 1 (Rev. 1).

Specifically, the gap analysis identified a need to provide additional recommendations in order to clarify and elaborate on the following requirements of GSR Part 1 (Rev. 1) with regard to the establishment of the national regulatory infrastructure for safety:

- Requirement 1: National policy and strategy for safety;
- Requirement 2: Establishment of a framework for safety;
- Requirement 5: Prime responsibility for safety;
- Requirement 6: Compliance with regulations and responsibility for safety;
- Requirement 7: Coordination of different authorities with responsibilities for safety within the regulatory framework for safety;

- Requirement 9: System for protective actions to reduce existing or unregulated radiation risks;
- Requirement 11: Competence for safety;
- Requirement 12: Interfaces of safety with nuclear security and with the State system of accounting for, and control of, nuclear material;
- Requirement 13: Provision of technical services;
- Requirement 14: International obligations and arrangements for international cooperation and assistance;
- Requirement 15: Sharing of operating experience and regulatory experience.

**(c) Implementation plan for Safety Standards developed by NUSSC in 2025**

The NUSSC implementation plan identified the following topics to be considered in the revision of GSG-12:

- Business continuity;
- Regulatory experience feedback management;
- Consistency, as appropriate, with the new Safety Guide GSG-20, Leadership Management and Culture for Safety, developed to support the application of GSR Part 2;
- Additional guidance on GSR Part 1 (Rev. 1) requirements that are not sufficiently addressed in the current Safety Guide (e.g. the responsibilities and functions of the government).