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Approval, under Licence Condition LC 13(12), of the Atomic Weapons Establishment's (AWE) amended Urgent Safety Proposals (USP) procedure, for use under nuclear site licenses 77 and 78A, and Approval (under LC 13(3)) of amended Terms of Reference (ToR) for the AWE plc Nuclear Safety Committee (NSC)

Permissioning under LC 13(12) of AWE's amended arrangements for consideration/advice on USPs and of amended ToRs for AWE's NSC (under LC 13(3))

Project Assessment Report ONR-OFD-PAR-21-008
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EXECUTIVE SUMMARY

Permissioning under LC 13(12) of AWE's amended arrangements for consideration/advice on USPs and of amended ToRs for AWE's NSC (under LC 13(3))

Permission Requested

The licensee (i.e., AWE plc) has requested the Office for Nuclear Regulation's (ONR) 'Approval' of:

- Amended arrangements for consideration of and advice on Urgent Safety Proposals (USP) which would normally be considered by AWE's Nuclear Safety Committee (NSC). [This Approval is requested under Licence Condition LC 13(12)]; and of
- An amendment to the Terms of Reference (ToR) for AWE's NSC. [This Approval is requested under LC 13(3)].

Background

During a planned ONR compliance inspection against LC 13 ("Nuclear Safety Committee") it was identified that AWE could not demonstrate compliance against LC 13(11) i.e., implementing adequate arrangements approved by ONR for consideration of, or advice on, USPs (which would normally be considered by AWE's NSC). This non-compliance was recorded as a Regulatory Issue - RI (No. 3175) and AWE agreed to address the shortfall by production of amended arrangements i.e., for consideration of and advice on USPs, to replace those previously approved by ONR. [Note the intention was that a single set of amended arrangements would be produced to cover both the AWE Aldermaston and AWE Burghfield nuclear licensed sites].

AWE has since produced amended arrangements for USPs, which have received due consideration by the AWE NSC and have successfully completed AWE's due process with no residual issues. Accordingly, AWE has now asked for ONR's 'Approval' (under LC 13(12)) to implement its amended arrangements for consideration of and advice on USPs.

In addition, AWE has proposed some amendments to the ToRs for its NSC and has hence requested 'Approval' from ONR (under LC 13(3)) to implement its proposed amended NSC ToRs.

The purpose of this PAR is to present the work conducted by ONR in reaching its decision as to whether to grant the two above requests for 'Approval' from AWE.

Assessment and Inspection Work Carried out by ONR in Consideration of this Request

An ONR specialist Leadership and Management for Safety (LMfS) inspector has sampled AWE's documentation, submitted to ONR to support its request for ONR 'Approval' of both its amended arrangements for consideration of and advice on USPs and of its request for ONR 'Approval' of the amended ToRs for the AWE NSC. Following the provision of advice to AWE on the documentation initially submitted to ONR and AWE's amending of the documentation to address ONR's advice, the ONR LMfS inspector concluded that based on the sample taken, AWE has amended its NSC ToRs and USP arrangements, for both Aldermaston and Burghfield, in alignment with ONR's relevant published standards. The ONR LMfS inspector therefore supports ONR issuing Licence Instruments (LI) to approve the amended USP arrangements under LC13(12) and for approval of the amended NSC ToRs under LC 13(3) for both the Aldermaston and Burghfield licensed sites.

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ONR has also sought and obtained satisfactory evidence that both the amended AWE arrangements for USPs and the amended NSC ToRs have successfully completed AWE due process with no outstanding issues.

Finally, ONR has consulted with other government departments (OGD) to ensure these bodies support the issue by ONR of 'Approval' LIs permitting AWE to implement both their amended arrangements for USPs and the amended ToRs for the AWE NSC. Appropriate confirmation has been obtained from the OGDs consulted that there are no objections to ONR proceeding with the required issue of the 'Approval' LIs.

Matters Arising from ONR's Work

There are no outstanding matters from the work conducted by ONR in its consideration of AWE's request, which would preclude ONR's 'Approval' of AWE's amended arrangements for consideration of and advice on USPs, or ONR's 'Approval' of AWE's amended ToRs for the AWE NSC.

Conclusions

ONR has sampled documentation provided by AWE to justify its requests for ONR to approve its amended arrangements for USPs and amended ToRs for the AWE NSC. The documents sampled were compared with relevant ONR guidance and ONR has concluded that based upon the sample taken, AWE has amended its USP arrangements and NSC ToRs in accordance with ONR's guidance and advice.

ONR has confirmed that the amended USP arrangements and amended NSC ToRs have successfully completed AWE due process, with no residual issues. ONR has also consulted with relevant OGD who have confirmed they have no objection to ONR proceeding with its proposed issue of 'Approval' LIs to permission AWE's amended arrangements for USPs and its amended NSC ToRs.

Recommendations

It is recommended that 'Approval' LI Nos. 545 (AWE Aldermaston) and 546 (AWE Burghfield) be issued to AWE to allow it to implement its amended ToRs for the AWE NSC i.e., to replace AWE document AWE/MAN.SYS/4115, Issue 3, March 2017 – "Nuclear Safety Committee Terms of Reference" with AWE/MAN.SYS/4115, Issue 4, September 2021 – "Nuclear Safety Committee Terms of Reference".

The previous two ONR 'Approval' Licence Instruments (both numbered. 533, one for AWE Aldermaston and one for AWE Burghfield), which permissioned the previous AWE NSC ToRs (i.e., Issue 3 of AWE/MAN.SYS/4115) for both AWE Aldermaston and AWE Burghfield should be withdrawn. Also, due to a clerical issue identified on Revision 0 of this PAR (see below), Approval Licence Instrument LI 543 is also withdrawn.

Further:-

It is recommended that 'Approval' Licence Instruments (LI) Nos. 546 (AWE Aldermaston) and 547 (AWE Burghfield) be issued to AWE to allow it to implement its amended arrangements for consideration of and advice on USPs, i.e., to implement the AWE document AWE/MAN.SYS/6393, Issue 1, September 2021 – "Nuclear Safety Committee Urgent Safety Proposals and Convening Meetings During Exceptional or Extreme Circumstances". Implementation of this document will supersede the extant AWE document AWE/MAN.S/01 -

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“Company Safety Manual Company Safety Instruction Nuclear Safety Committee”, Part 4, CSI 1513, Annex A (“NSC Fast Track Procedure, LC 13(11)”), Issue 1, November 2002.

The previous ONR ‘Approval’ Licence Instrument (No. 12 – dated November 2002), which permitted AWE’s USP arrangements for AWE Aldermaston and Approval Licence Instrument No. 7 (dated November 2002) for AWE Burghfield, should be withdrawn. In addition, Approval LI No. 544 (for AWE Burghfield) issued under Revision 0 of this PAR should also be withdrawn, due to a clerical error identified on Revision 0 of this PAR (see below).

It is also recommended that Regulatory Issue No. 3175, which recorded that AWE did not have in place adequate arrangements to demonstrate compliance against LC 13(11), be closed upon issue by ONR of LIs No. 546 and 547.

Revision 1 of PAR

Following a further review of ONR’s historical records it was necessary to amend Licence Instruments (LI) 544 and 543 for AWE Burghfield (nuclear site licence 78A), issued under Revision 0 of this PAR, and to issue two new LIs (numbers 547 and 546 respectively) for AWE Burghfield – Site Licence 78A. Accordingly, Revision 0 of this PAR has been up-issued to Revision 1 to explain these changes.

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LIST OF ABBREVIATIONS

AWE	Atomic Weapons Establishment
DNSR	Defence Nuclear Safety Regulator
LC	Licence Condition
LI	Licence Instrument
LMfS	Leadership and Management for Safety
NII	Nuclear Installations Inspectorate
NSC	Nuclear Safety Committee
OGD	Other Government Departments
ONR	Office for Nuclear Regulation
PAR	Project Assessment Report
RI	Regulatory Issue
SGM	AWE Site Governance Meeting
TIG	Technical Inspection Guide
ToR	Terms of Reference
USP	Urgent Safety Proposal

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1 PERMISSION REQUESTED

1. The licensee (i.e., AWE plc) has requested (References 1 and 2) the Office for Nuclear Regulation's (ONR) 'Approval' of:
 - An amended procedure (Reference 3) for Urgent Safety Proposals (USP), for use under nuclear site licenses 77 and 78A;
 - Amended Terms of Reference (ToR), Reference 4, for the AWE plc Nuclear Safety Committee (NSC), established under nuclear site licenses 77 and 78A.

2 BACKGROUND

2. During a planned ONR compliance inspection against LC 13 ("Nuclear Safety Committee"), Reference 5, it was identified that AWE did not have in place adequate arrangements for compliance against LC 13(11) i.e., for consideration of / advice on USPs. Accordingly, ONR recorded a Regulatory Issue (RI) No. 3175 to record this compliance shortfall and AWE agreed to the production of appropriate arrangements to address the shortfall. The need for an adequate USP procedure was further underlined by the national movement restrictions imposed in March 2020 due to the COVID-19 pandemic.
3. AWE has duly completed the work agreed with ONR under RI 3175 and has produced amended arrangements (Reference 3) meeting the requirements of LC 13(11) i.e., for consideration of / advice on USPs and for the convening of meetings in exceptional or extreme circumstances. The licensee's amended arrangements have been considered by the AWE NSC and have also completed AWE's due process i.e., Peer Review and Site Governance Meeting, SGM, approval for issue, with no outstanding matters identified requiring resolution.
4. The key changes made in AWE's new arrangements for USPs (Reference 3) are:
 - A procedure to convene meetings of the AWE plc NSC during times of exceptional or extreme local or national circumstances (e.g., during the imposition of national travel restrictions due to the COVID pandemic in March 2020, when it is not possible to convene an NSC within its ToRs to consider submissions as required by the AWE Company Management System).
 - The document is quite clear as to when use of the new arrangements for USPs are applicable. The arrangements shall only be used for genuine USPs, not for matters of operational convenience or commercial expediency (examples have been provided of where the arrangements may need to be invoked).
 - Responsibilities of key personnel are clearly defined.
 - The method for holding meetings in exceptional or extreme circumstances is discussed, noting that meetings held during such circumstances should be conducted in a manner as close as reasonably practicable to that of a fully constituted meeting, but in accordance with the new arrangements.
5. It should be noted that AWE's original arrangements for USPs (under LC 13(11)) were approved by ONR's fore-runner (the Nuclear Installations Inspectorate - NII) back in April 2000 (Approval No. 2 – References 6 and 7 for Aldermaston and Burghfield respectively). Approval No. 2 was subsequently superseded by Approval No. 12 (Reference 8) for Aldermaston and Approval No. 7 for Burghfield (Reference 9). These two LIs permissioned the currently extant USP arrangements in AWE document - AWE/MAN.S/01 - "Company Safety Manual Company Safety Instruction Nuclear Safety Committee", Part 4, CSI 1513, Annex A ("NSC Fast Track Procedure, LC 13(11)"), Issue 1, November 2002. However, due to the vintage of these original arrangements, they will not be referred to further here, the amended arrangements

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(Reference 3) are designed to be a modern standards replacement for these historic arrangements and the new ONR LIs (LI nos. 546, Aldermaston and 547, Burghfield), issued to permission the amended USP arrangements, will supersede Approval No. 12 for Aldermaston and Approval No. 7 for Burghfield.

6. Licence Instrument 547 (for Burghfield), issued under Revision 1 of this PAR, will also supersede LI 544, issued by Revision 0 of this PAR, (which erroneously failed to supersede LI No. 7 for Burghfield and instead referred to LI No. 12, which is specific to Aldermaston). [This PAR has been up-issued to Revision 1 to reflect this clerical error, which was identified in Revision 0 of the PAR].
7. In addition to presenting amended USP arrangements to ONR, AWE also wished to amend the ToRs for its Nuclear Safety Committee under LC 13(3). Accordingly, AWE has requested (Reference 2) that ONR approves amended ToRs for its NSC as presented in Reference 4 (Reference 4 when implemented will replace Issue 3 of the document, which was permissioned by ONR via two 'Approval' LIs No. 533, one for Aldermaston and one for Burghfield, References 10 and 11, which will be withdrawn).
8. The key changes AWE wishes to make to its NSC ToRs (Reference 4) are:
 - The ToRs have been transposed into the latest AWE Company template.
 - Detail has been removed from the scope of submissions considered by the NSC and reference is made instead to AWE Company arrangements that mandate submissions to the NSC for consideration and advice.
 - An ability is now provided for the NSC to request items "for information", providing NSC members with a broader view of AWE's activities that have the potential to influence nuclear safety.
 - The appointment/ rescinding of appointment of the NSC Chair and deputies is now by the AWE Chief Executive Officer or Managing Director.

3 ASSESSMENT AND INSPECTION WORK CARRIED OUT BY ONR IN CONSIDERATION OF THIS REQUEST

9. AWE has submitted amended arrangements for USPs (Reference 3) to ONR and has also submitted Reference 4 i.e., amended ToRs for its NSC (serving both the Aldermaston and Burghfield nuclear licensed sites). An ONR Leadership and Management for Safety (LMfS) inspector has sampled both Reference 3 and Reference 4 in consideration of AWE's request for permissioning (see Reference 12).
10. ONR's sampling was conducted against relevant ONR guidance i.e., Reference 13 and with reference to a sample of UK industry practice. Advice was also sought from ONR's theme lead in this area, with respect to the advice provided to AWE on the original documentation submitted to ONR (see below).
11. ONR noted that AWE's new arrangements for USPs (Reference 3) have a requirement for the NSC to consider submissions of a high security classification, which would prohibit the holding of remote meetings, this would not generally be an impediment for other UK licensees. On this basis the ONR LMfS inspector was content that AWE has some differences in its USP arrangements to those of other licensees. ONR has also obtained confidence from the recent COVID pandemic, where AWE managed its NSC business in such a way that the USP arrangements did not have to be invoked, despite prolonged periods of national travel restrictions.
12. From the sample taken, of the documents originally submitted to ONR, the ONR LMfS inspector identified several areas that were not aligned with the ONR guidance of Reference 13. Specifically, AWE was not meeting the requirement to define a quorum

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for NSC USPs and to hold USP NSC meetings collectively i.e., so they would be a formally constituted meeting. Advice was provided to AWE covering these areas (see Reference 14) and the ONR advice provided was also discussed with AWE representatives at a meeting (Reference 15). Following this advice AWE produced a revised set of USP arrangements (Reference 3), which when sampled by the ONR LMfS inspector were found to satisfy the advice provided to AWE.

13. ONR's LMfS inspector hence concluded that based on the sample taken, AWE has amended its NSC ToRs and USP arrangements (for both Aldermaston and Burghfield) in alignment with ONR's published guidance (Reference 13). ONR's LMfS inspector therefore supported ONR issuing LIs to approve the amended NSC ToRs under LC13(3) and the revised USP arrangements under LC 13(12) for both the Aldermaston and Burghfield licensed sites.
14. In concluding its work ONR sought and obtained confirmation that the revised AWE NSC ToRs and the new USP arrangements had successfully completed AWE due process with no remaining matters to be addressed. Documentation provided by AWE confirmed that References 3 and 4 had:
 - Been successfully peer reviewed within AWE (see Reference 16 and 17).
 - Been submitted, as required by AWE due process, to the AWE NSC for advice (see Reference 18).
 - Been endorsed for issue by AWE's Site Governance Meeting (SGM) – see Reference 19.

4 MATTERS ARISING FROM ONR'S WORK

15. There are no outstanding matters from the work conducted by ONR, in its consideration of AWE's requests, which would preclude ONR's 'Approval' of AWE's amended arrangements (Reference 3) for consideration of / advice on USPs, or AWE's amended ToRs for its NSC (Reference 4).

5 CONSULTATION WITH OTHER GOVERNMENT DEPARTMENTS (OGD)

16. As a part of its consideration of AWE's requests for approval of its amended arrangements for consideration of / advice on USPs and for approval of the amended ToRs for its NSC, ONR has consulted with the following OGDs, in their roles as relevant competent authorities for these approvals. This was in respect of ONR's intention to 'Approve' AWE's amended arrangements for USPs and its amended ToRs for the AWE NSC.
 - Defence Nuclear Safety Regulator (DNSR);
 - Environment Agency.

17. Both DNSR and the Environment Agency have confirmed (References 20 and 21) that they are content for ONR to proceed with its intended 'Approval' of AWE's amended USP arrangements and amended ToRs for AWE's NSC.

6 CONCLUSIONS

18. ONR has sampled documentation provided by AWE to justify its requests for ONR to approve its amended arrangements for USPs and amended ToRs for the AWE NSC. The documents sampled were compared with relevant ONR guidance and ONR has concluded that based on the sample taken, AWE has amended its USP arrangements and NSC ToRs in accord with ONR's guidance.

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19. ONR has also confirmed that the amended USP arrangements and amended NSC ToRs have successfully completed AWE due process, with no residual issues. ONR has also consulted with relevant OGDs, who have confirmed they have no objection to ONR proceeding with its proposed issue of 'Approval' LIs to permission AWE's amended arrangements for USPs and its amended NSC ToRs.

7 RECOMMENDATIONS

20. It is recommended that 'Approval' LI Nos. 545 (AWE Aldermaston) and 546 (AWE Burghfield) be issued to AWE to allow it to implement its amended ToRs for the AWE NSC i.e., to replace AWE document AWE/MAN.SYS/4115, Issue 3, March 2017 – "Nuclear Safety Committee Terms of Reference" with AWE/MAN.SYS/4115, Issue 4, September 2021 – "Nuclear Safety Committee Terms of Reference".
21. The previous two ONR 'Approval' Licence Instruments (both numbered 533, one for Aldermaston and one for Burghfield), which permissioned the previous AWE NSC ToRs (i.e., Issue 3 of AWE/MAN.SYS/4115) for both AWE Aldermaston and AWE Burghfield should be withdrawn. In addition, LI No. 543, issued under Revision 0 of this PAR for AWE Burghfield should also be withdrawn due to a clerical error identified within Revision 0 of the PAR.

Further,

22. It is recommended that 'Approval' Licence Instruments (LI) Nos. 546 (AWE Aldermaston) and 547 (AWE Burghfield) be issued to AWE to allow it to implement its amended arrangements for consideration of and advice on USPs (i.e., to implement the AWE document AWE/MAN.SYS/6393, Issue 1, September 2021 – "Nuclear Safety Committee Urgent Safety Proposals and Convening Meetings During Exceptional or Extreme Circumstances"). The extant AWE arrangements for USPs - AWE/MAN.S/01 - "Company Safety Manual Company Safety Instruction Nuclear Safety Committee", Part 4, CSI 1513, Annex A ("NSC Fast Track Procedure, LC 13(11)"), Issue 1, November 2002 will be superseded by the implementation of AWE/MAN.SYS/6393, Issue 1, September 2021.
23. The previous ONR Approval Licence Instrument (No. 12), which permissioned AWE's USP arrangements for AWE Aldermaston and Approval Licence Instrument No. 7 AWE Burghfield, should be withdrawn. In addition, Approval Licence Instrument No. 544 (AWE Burghfield), issued under Revision 0 of this PAR should be withdrawn as it incorrectly requires Licence Instrument No. 12 to be withdrawn instead of Licence Instrument No. 7. Withdrawal of Licence Instrument No. 544 and issue of Licence Instrument 547 will correct the clerical error identified on Revision 0 of the PAR (see the last paragraph of the 'Executive Summary' above).
24. It is also recommended that Regulatory Issue No. 3175, which recorded that AWE did not have in place adequate arrangements to demonstrate compliance against LC 13(11), be closed upon issue by ONR of LIs No. 546 and 547.

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8 REFERENCES

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2. ONR 013-186, 28/9/2021 – “Condition 13, Schedule 2 of Nuclear Site Licence 77, Condition 13, Schedule 2 of Nuclear Site Licence 78a, Request Approval of the Amended Terms of Reference of the AWE plc Nuclear Safety Committee,” CM9 2021/71607.
3. AWE/MAN.SYS/6393, Issue 1, September 2021 – “Nuclear Safety Committee Urgent Safety Proposals and Convening Meetings During Exceptional or Extreme Circumstances.” CM9 2021/76416.
4. AWE/MAN.SYS/4115, Issue 4, September 2021 – “Nuclear Safety Committee Terms of Reference.” CM9 2021/71607.
5. ONR-DEF-IR-14-181, Revision 0 – “ONR Intervention Report for Interventions Conducted Between Monday 1st December to Thursday 11th December 2014”. CM9 2014/466120.
6. Approval No. 2, April 2000. CM9 2021/71609 (Nuclear Site Licence 77 - Aldermaston)
7. Approval No. 2, April 2000. CM9 2022/0001842 (Nuclear Site Licence 78 - Burghfield).
8. Approval No. 12, November 2002. CM9 2021/71609 (Nuclear Site Licence 77 - Aldermaston).
9. Approval No. 7, November 2002. CM9 2022/0001842 (Nuclear Site Licence 78 - Burghfield).
10. Approval Licence Instrument No. 533, July 2017 (AWE Aldermaston). CM9 2021/073271.
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21. E-mail – “New NSC ToRs and USP Arrangements,” 5/10/2021. CM9 2021/072824.

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