

ANNUAL REPORT TO THE LGA EXECUTIVE

Special Interest Group on Radioactive Waste Management and Decommissioning

April 2009



Introduction

This year has seen significant developments in nuclear legacy management and in NuLeAF's associated work programme. The developments in nuclear legacy management include:

- launch of the siting process for a Geological Disposal Facility (GDF) for higher activity wastes;
- initiation of a review of NDA Strategy;
- preparation of draft strategies for managing low level radioactive waste (LLW) from both nuclear and non-nuclear industries;
- consideration of the implications of a potential programme of new nuclear build;
- encouragement of coverage of radioactive waste management in Mineral and Waste Development Frameworks.

NuLeAF is closely involved in developments to ensure that local authority views and interests are recognised and addressed.

This report outlines NuLeAF's remit and objectives, support within local government, organisation and main activities.

Remit and Objectives

NuLeAF's remit encompasses all aspects of the management of the UK's nuclear legacy. This includes the implications for legacy management of any developments (including construction of new nuclear power stations) that are likely to impact on that management.

NuLeAF's primary objectives are:

- to provide a mechanism to identify, where possible, a common, local government viewpoint on nuclear legacy management issues;
- to represent that viewpoint, or the range of views of its member authorities, in discussion with national bodies, including Government, the NDA and the regulators;
- to seek to influence policy and strategy for nuclear legacy management in the interests of affected communities; and

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- to develop the capacity of its member authorities to engage with nuclear legacy management at a local level.

At its AGM in October 2008, NuLeAF also adopted a set of strategic objectives to guide its work throughout the following year. Publication of the objectives on NuLeAF's website helps ensure that NuLeAF's work is open and transparent. The objectives can be found at Annex 4.

Local Government Support

NuLeAF has 103 member local authorities, made up of 23 contributing members, 76 corresponding members and 4 NFLA co-optees. There has been a small increase in the number of contributing members (from 18 in FY 07-08). The list of member authorities is attached as Annex 1.

The benefits of becoming a contributing member authority include:

- Exclusive access to information on the member-only part of the NuLeAF website, including daily press cuttings, latest discussions at Site Stakeholder Groups and local authority responses to consultations.
- A monthly e-mail newsletter highlighting latest developments and updates
- Free registration at NuLeAF seminars and workshops.
- Voting rights at the NuLeAF Steering Group and AGM.

All member authorities are invited to attend the NuLeAF Steering Group and are kept informed about developments and activities through a regular e-bulletin (see below).

Organisation

Steering Group

NuLeAF's work is overseen by a Steering Group (SG) of elected members from member authorities. At the AGM in October 2008 Councillor Allan Holliday from Copeland Borough Council was re-elected as Chair, and Councillor Julian Swainson from Suffolk County Council was re-elected as Vice Chair.

The SG meets on average four times a year. The following meetings were held during FY 08-09:

30 April 2008	Cumbria County Council Offices, Kendal
7 July 2008	LG House, London
29 October 2009	Town Hall, Manchester

A meeting scheduled for 3 February was cancelled because of the inclement weather. However, the recommendations contained in reports to the meeting were agreed with the Chair, following opportunity for electronic feedback from those who would

have attended. Copies of the reports can be found at [Steering Group Reports](#), as can minutes of the Steering Group meetings.

Staffing

NuLeAF currently has two full-time staff members, employed on two year contracts:

Fred Barker	Executive Director
Catherine Draper	Administrator and Personal Assistant

Both members of staff are hosted by Suffolk County Council, a leading NuLeAF member authority. The Executive Director has a flexible work base. The PA is based in Suffolk County Council Offices in Ipswich.

Funding

For FY 08-09, funding was secured from Defra, the NDA and from 23 contributing member local authorities. Each year NuLeAF actively seeks to increase the number of member authorities that make a financial contribution. To ensure its independence, NuLeAF has a letter of agreement with each external funding body that specifies that "nothing in this letter of agreement shall in any way constrain or be regarded as exerting influence on the viewpoints reached by NuLeAF ..". NuLeAF also keeps under review the possibility of securing alternative sources of funding.

Working Groups

NuLeAF has three Working Groups which provide detailed input from member authorities:

- (a) Geological Disposal Facility Officer Working Group - considers the issues which will arise in the siting process and identifies points for discussion in liaison meetings with Government and NDA.
- (b) Low Level Waste Officer Working Group - discusses the development of strategies and associated issues, including coverage in Minerals and Waste Development Frameworks, and the case for Community Funds in association with LLW developments.
- (c) Strategy Review Group (officers and members) has been recently set up to consider the implications of the NDA Strategy Review. Senior members of the NDA attended the March meeting to provide further information and engage in discussion on key topics of the NDA Strategy Review. The group also developed a paper recommending NuLeAF strategic objectives for 2009 which was published as [Policy Statement 5](#).

The work of these three groups informs decision-making at the NuLeAF Steering Group and inputs to meetings with other national bodies.

NuLeAF seeks to ensure that those authorities most affected by developments are involved in the Officer Working Groups. Membership of the groups is also open to any NuLeAF member authority.

Liaison with the LGA

Following the publication of the White Paper 'A Framework for Implementing Geological Disposal', NuLeAF and LGA took the following joint initiatives:

- Publication of an article in LG First (14 June)
- An LGA alert to LA Chief Executives (18 June)
- An interactive web discussion on the LGA's Environment Advisory Service website (25 June)

In March 2009 NuLeAF met with Waste Portfolio holders from the Environment Board in order to discuss emerging strategies for the management of LLW and the implications for local authorities.

Updates to the LGA Environment Board were provided in May, July and October 2008 and can be viewed [here](#)

Scottish Local Authorities

A Scottish Councils' Committee on Radioactive Substances (SCCORS) is to be re-launched on 1 May, 2009. Steps will be taken to ensure effective liaison with the re-launched group.

Key Activities

Representational Activities

NuLeAF's work programme has included:

- **The siting process for a Geological Disposal Facility (GDF) for higher activity radioactive wastes.** NuLeAF has contributed through on-going participation in three sets of meetings: liaison meetings with Government and the Nuclear Decommissioning Authority (NDA); a Government Communications Steering Group and Regulatory Interface Management Meetings. These meetings provide an important opportunity for local government to influence the approach that is taken to siting a GDF. At present three 'without commitment' Expressions of Interest about possible participation in the siting process have been made: by Copeland Borough Council, Allerdale Borough Council and Cumbria County Council. NuLeAF is participating in the Shadow Partnership that has been

established in West Cumbria to engage with communities and develop recommendations on whether to participate in the siting process. This enables NuLeAF to feed a national perspective into Shadow Partnership discussions and be kept informed about developments.

- **Development of NDA strategy for managing Low Level Waste.** NuLeAF is participating in the NDA's LLW Strategy Group. NDA's emerging LLW strategy is likely to cause concern within local government because of the anticipated emphasis on encouraging private companies to develop or offer the use of facilities away from existing nuclear sites. In response, NuLeAF's Strategy Review Group has recommended that consideration be given to a 'hierarchy of siting preferences'. The intention is to encourage concentration of LLW facilities at or adjacent to licensed nuclear sites.
- **Development of other NDA topic strategies.** NuLeAF is engaging in the NDA's reviews of other topic strategies, for example, on options for plutonium management.
- **Responding to national consultations.** NuLeAF responded to 11 consultations throughout 08-09:
 - Comments on Justification for Building New Nuclear Power Stations
 - Comments on NDA Draft Business Plan
 - Response to GDF R&D
 - Response to GDF Sustainability Appraisal Framework
 - GDF Public and Stakeholder Engagement and Communication Framework Consultation Response
 - Strategic Siting Assessment Criteria Consultation
 - NDA Plutonium Options Response
 - Comment on Draft Discharges Strategy 2006-2030
 - Comments to CoRWM on interim storage
 - Comments on Consultation for Requirements for Authorisation of Disposal Facilities
 - Comments on BERR Funded Decommissioning Programme Guidance

All consultation responses can be viewed on the NuLeAF website [here](#).

- **Meetings with the Committee on Radioactive Waste Management (CoRWM).** NuLeAF met with representatives of the newly reconstituted CoRWM at its Steering Group meetings on 30 April and 29 October to give its views on issues associated with the GDF siting process.
- **Representation at workshops and meetings.** This has included membership of the NDA National Stakeholder Group and Low Level Waste Strategy Group, the MoD ISOLUS Steering Group (now re-named Submarine Dismantling Project), and SD:SPUR. Meetings also attended include: BPEO workshops on options for the management of high volume Very Low Level Waste; and a workshop on the

management of LLW from the non-nuclear industry. NuLeAF representatives have also attended workshops organised by Magnox, NDA and CoRWM on the interim storage of radioactive wastes.

Capacity Building Activities

These have included:

- **Dissemination of information and guidance** through use of the NuLeAF website (see Annex 2 for the growth in use), circulation of e-bulletins (4 issues in FY 08-09), and publication of Case Studies (5 in FY 08-09, with more currently in preparation, see Annex 3). Examples of recent Case Studies include 'Planning Permission for Vault 9 at the Low Level Waste Repository near Drigg' and 'Suffolk County Council Planning Policy'.
- **Opportunities for discussion:** a seminar was held at LG House on 2 December, 2008. Topics considered included:
 - the prioritisation of spending across NDA sites and the timetable for decommissioning and clean-up
 - issues around local, regional or national approaches to LLW management and interim storage of Intermediate Level Waste
 - the potential for commercialisation of nuclear legacy managementThe seminar was attended by representatives from local authorities, Site Stakeholder Groups, industry and regulatory bodies. A report on the seminar can be found at [Seminar Report](#).
- **Involvement in European projects.** This includes chairing meetings of the UK Stakeholder Group of the COWAM-In-Practice (CIP) project (Sept 08 and March 09). The CIP project aims to improve the governance of radioactive waste and also involves stakeholders from France, Romania, Slovenia and Spain. NuLeAF was also represented at the final workshop of the ARGONA project, held in Uppsala, Sweden and is participating in a Steering Group to organise a CARL workshop in West Cumbria in the autumn. Involvement in these projects helps to ensure that international good practice is taken into account by local government in the UK. Details of these projects are included in reports to the NuLeAF SG and can be found on the website [here](#).

Concluding Remarks

Over the last year, NuLeAF has continued to make progress in engaging and influencing Government and the NDA in the complex arena of nuclear legacy management. NuLeAF has also strengthened its relationship with member authorities, which helps to ensure that the views of local government are carried into national policy and strategy development and implementation, and that services are provided that assist member authorities at a local level.

NuLeAF Support as at 31 March 2009

Allerdale Borough Council - contributing

Arun District Council - corresponding

Ashford District Council - corresponding

Barrow Borough Council - contributing

Birmingham City Council - corresponding

Blackpool Borough Council - corresponding

Braintree Borough Council - corresponding

Breckland District Council - corresponding

Broadland District Council - corresponding

Bromsgrove District Council - corresponding

Caerphilly County Borough Council - corresponding

Caradon District Council - corresponding

Carlisle City Council – corresponding

Chelmsford Borough Council - contributing

Chester City Council - corresponding

Chesterfield Borough Council – corresponding

Copeland Borough Council – contributing

Cumbria County Council - contributing

Dacorum District Council - corresponding

Denbighshire County Council – corresponding

Dorset County Council - contributing

Durham City Council - corresponding

Durham County Council - corresponding

Eden District Council - corresponding

Essex County Council- corresponding

Flintshire County Council – NFLA Co-optee

Forest of Dean District Council - corresponding

Forest Heath District Council - corresponding

Fylde Borough Council - corresponding

Gosport Borough Council - corresponding

Great Yarmouth Borough Council - corresponding

Greater London Authority - corresponding

Gwynedd County Council - corresponding

Halton Borough Council – corresponding

Hampshire County Council - contributing

Harlow District Council - corresponding

Harrogate Borough Council – corresponding

Hartlepool Borough Council - contributing

Hyndburn Borough Council - corresponding

Kent County Council - corresponding

Kerrier District Council - corresponding
Kings Lynn & West Norfolk District Council - corresponding
Lancashire County Council - contributing
Lancaster City Council - corresponding
Leeds City Council - corresponding
Lewes District Council - corresponding
Liverpool City Council - corresponding
London Borough of Bromley - corresponding
London Borough of Hackney - corresponding
London Borough of Harrow - corresponding
London Borough of Newham - corresponding
London Borough of Tower Hamlets - corresponding
Maldon District Council – corresponding
Manchester City Council - contributing
Melton Borough Council - corresponding
Newcastle-under-Lyme Borough Council - corresponding
Newport City Council – NFLA Co-optee
Norfolk County Council - corresponding
Northumberland County Council - corresponding
North East Derbyshire District Council - corresponding
North Norfolk District Council - corresponding
Norwich City Council - corresponding
Nottinghamshire County Council - corresponding
Oldham Metropolitan Borough Council – corresponding
Oxfordshire County Council - contributing
Pembrokeshire County Council - corresponding
Penwith District Council – corresponding
Plymouth City Council - contributing
Preston City Council – NFLA Co-optee
Purbeck District Council - corresponding
Rotherham Metropolitan Borough Council – NFLA Co-optee
Rutland County Council - corresponding
Scarborough District Council - corresponding
Sedgefield Borough Council – corresponding
Sedgemoor District Council – contributing
Shepway District Council - contributing
Solihull Metropolitan Borough Council - corresponding
Somerset County Council – contributing
South Gloucester Council – contributing
South Lakeland District Council - contributing
Southampton City Council - corresponding
South Norfolk District Council – corresponding
Stroud District Council - contributing
Spelthorne Borough Council - corresponding
Staffordshire County Council – corresponding
Suffolk Coastal District Council – contributing

Suffolk County Council – contributing
Tameside Metropolitan Borough Council - contributing
Taunton Deane Borough Council - corresponding
Tendring District Council - corresponding
Tunbridge Wells District Council - corresponding
Vale of the White Horse District Council - corresponding
Wansbeck District Council - corresponding
Waveney District Council - corresponding
West Berkshire District Council - corresponding
West Lancashire District Council - corresponding
West Lindsey District Council - corresponding
West Somerset District Council – contributing
Ynys Mon County Council - contributing

NATIONAL PARKS AUTHORITIES

Lake District National Park Authority
North Yorkshire Moors National Park Authority
Snowdonia National Park Authority

Total - 103 members

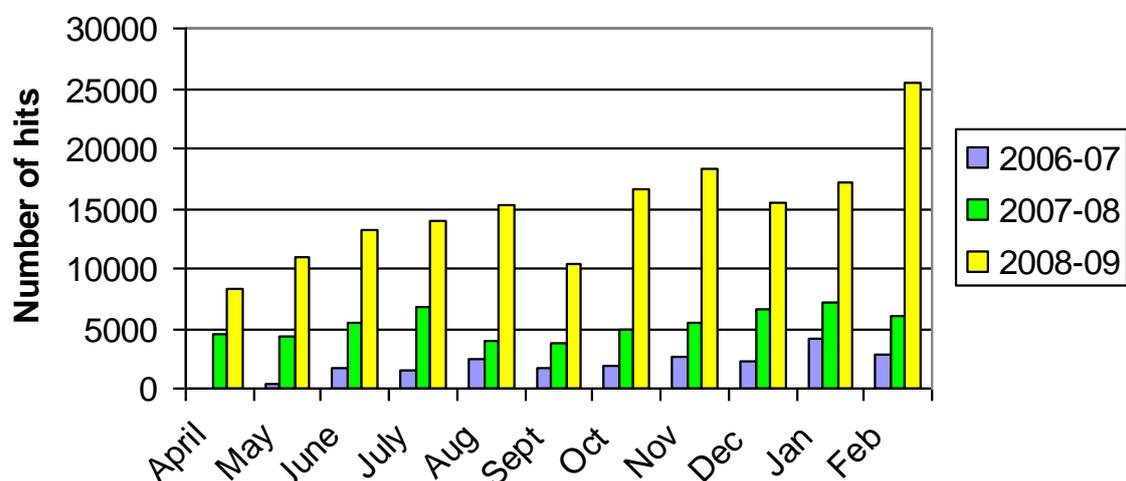
23 CONTRIBUTING MEMBERS
76 CORRESPONDING
4 NFLA CO-OPTees

Statistics for the Use of NuLeAF Website

April 2008 to March 2009

	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar
2006-07	-	308	1606	1503	2364	1687	1794	2734	2209	4059	2922	4066
2007-08	4561	4410	5562	6795	3977	3784	4980	5498	6638	7252	6131	5789
2008-09	8221	10902	13235	13913	15305	10292	16545	18257	15448	17196	25470	

NuLeAF website usage statistics



The NuLeAF website was established in May 2006.

2008 saw the introduction of daily press cutting service for contributing member authorities and case studies as an information resource for all member authorities.

The website is constantly under review for new ways in which to provide information to member authorities.

Case Studies published in 2007-08

Case Study 1: Springfield Very Low Level Waste On-site Disposal Facility

Case Study 2: Low Level Waste Repository nr Drigg Community Fund

Case Study 3: Low Level Waste Repository nr Drigg – Planning Permission for Vault 9

Case Study 4: Suffolk County Council Planning Policy

Case Study 5: Berkeley Nuclear Power Station Intermediate Level Waste Store
Planning Permission

In preparation:

Planning Inspectors' approval of policies in management of radioactive in Cumbria
County Council's Core Waste Strategy

NDA socio-economic fund support for Chapelcross Industry Park

NuLeAF Strategic Objectives

NDA Strategy

- 1 To encourage development of NDA funding models and asset optimisation in ways that enable real and timely progress to be made in programmes of nuclear legacy management across the portfolio of NDA sites. This objective is dependent upon pursuance of: an open and transparent approach; effective engagement with local authorities; robust regulation; and due regard being paid to the long term (rather than short term commercial benefit alone).
- 2 To encourage development of a robust, transparent and participative process for informing NDA decisions about prioritisation of spending across sites.
- 3 To encourage 'regional' approaches to nuclear legacy management where such approaches are supported by the affected local authorities in the light of the overall balance of benefits and disadvantages.

LLW Strategy

- 4 To seek to ensure that LLW Strategy is developed and implemented in ways that can inspire local authority and public confidence.
- 5 To encourage and assist the NDA to take full account of the role and needs of the local authority planning system in the development and implementation of its LLW Strategy.
- 6 To encourage waste planning authorities to develop policy in Minerals and Waste Development Frameworks on the management of LLW (and VLLW) in their area addressing, where relevant, the potential development of disposal facilities on or adjacent to nuclear licensed sites, and the possibility of increased use of controlled burial at landfill or incineration.
- 7 In the context of implementation of the waste hierarchy and subject to suitability of the nuclear licensed site in question, to encourage development of local or regional LLW management facilities at existing nuclear sites, rather than at non-nuclear sites.

GDF Siting

- 8 To liaise effectively with any local authority that may wish to consider, or makes, an expression of interest in the GDF siting process and to provide assistance as appropriate.

- 9 To work with Government, the NDA, CoRWM, regulators and member authorities to help ensure that the approach based on voluntarism and partnership works successfully in practice.
- 10 To ensure member authorities are briefed and up-to-date on developments in the GDF siting process.

Legacy Management Implications of Potential New Nuclear Build

- 11 If Government continues to encourage the building of new nuclear power stations, to seek to ensure that its National Policy Statement is open and transparent about the interactions between new nuclear build and nuclear legacy management.
- 12 To seek to ensure that proposals for radioactive waste management and decommissioning of new nuclear power stations do not prejudice effective management of the nuclear legacy.

ISOLUS

- 13 To encourage any member authority that may be affected by the management of the radioactive wastes from laid up nuclear submarines to participate in consultation on the proposed way forward.
- 14 To seek to ensure that the approach taken to the implementation of the ISOLUS project is consistent with developments in the civil nuclear industry.

Community Funds

- 15 To seek to ensure that a consistent, proportionate and transparent approach can be taken to the establishment of Community Funds associated with key radioactive waste management facilities.

Local Engagement Arrangements

- 16 To encourage member authorities with licensed nuclear sites to ensure that effective engagement arrangements with Site Licensee Companies and NDA are in place, either through the SSG or direct engagement.