

Inspection Record					
Fire & Explosion Hazards Inspection					
Inspection ID	IR-52900	Inspection Date(s)	09/07/2024 For 2 day(s)		
Dutyholder	Westinghouse Springfields	Site	Springfields Works		
Inspection Type	Announced Planned	Site Area / Group			
ONR Purpose					

This report is an automated extract of data from the ONR WIReD Inspection database.

Purpose of Inspection

The aim of the inspection was to consider Springfield's implemented measures to prevent, control and mitigate fire and explosion hazards affecting both nuclear safety and life safety. This included reviewing Springfield's examination of fires through their safety case documentation as well as building fire risk assessments and arrangements for compliance with the Regulatory Reform (Fire Safety) Order. With respect to explosion hazards, the inspection considered risks associated with nuclear safety and conventional health & safety focussing on compliance with the Dangerous Substances & samp; Explosive Atmospheres Regulations (DSEAR).

Systems relevant to Major Accident Hazard (MAH) scenarios associated with hydrogen were also inspected as part of findings identified during Springfield's COMAH 2023 Safety Report - 5 year review (PR-01235).

Subject(s) of Inspection

The following activities were the subject of this inspection

Activity	RAG Rating
COMAH - Control of Major Accident	GREEN
Hazards Regulations 2015	
Regulatory Reform (Fire Safety) Order	GREEN
2005	
LC 23 - Operating rules	AMBER



LC 24 - Operating instructions	GREEN
LC 27 - Safety mechanisms, devices and	GREEN
circuits	
LC 28 - Examination, inspection,	GREEN
maintenance and testing	
LC 10 - Training	GREEN

Key Findings

This inspection was a themed inspection to assess Springfield Fuels Ltd (SFL) arrangements to support fire and explosion safety. The inspection also sampled the implementation of those arrangements on site. Specifically the inspection covered:

Life Fire Safety (LFS) and compliance with the Regulatory Reform (Fire Safety) Order (RRFSO)

Internal Hazards (Fire & Explosion) and compliance with the following license conditions:

LC 10 – Training

LC 23 – Operating Rules

LC 24 – Operating Instructions

LC 27 - Safety Mechanisms, Devices and Circuits

LC 28 – Examination, Inspection, Maintenance and Testing

Compliance with the Dangerous Substances & DSEAR) Explosive Atmospheres Regulations (DSEAR)

Compliance with the Control of Major Accident Hazards (COMAH) regulations and follow-up of actions defined in the 5-Yearly COMAH review conclusions record – captured in WIRED Permissioning Record – PR01235.

The inspection was carried out in line with relevant Technical Inspection Guides (TIGs) such as NS-INSP-GD-073 Issue 2 – The Regulation of Life Fire Safety Provision on GB Nuclear Sites. The inspection consisted of examination of the licensee's arrangements covering the above topics, meetings to assess the implementation and management of each topic at a site level and walkdowns of the Oxides Fuels Complex (OFC), Enriched Uranium Residues Recovery Plant (EURPP), Hydrogen Compound and Administration Block facilities.

This intervention was undertaken by three inspectors from the Office for Nuclear Regulation's (ONR) Nuclear Internal Hazards & Site Safety (NIHSS) specialism, one inspector from the Chemistry and Chemical Engineering specialism and the Springfield site's Nominated Site Inspector.

Several findings were noted during the inspection:



It was noted that inspectors were allowed to enter the hydrogen storage compound, which has a Zone 1 hazardous area, without changing to anti-static clothing and footwear as identified in the site standard (SSI 734). Additionally, it was noted that the calculation of hydrogen event frequency contained a probability of hydrogen ignition factor of 0.1. This is not aligned with relevant good practice. Additionally a factor of 0.1 is applied for the frequency of hydrogen deflagration vs a jet fire. This is not supported by the geometry of the hydrogen compound. A level 4 regulatory issue has been raised to address these shortfalls against the DSEAR and the implications for Occupied Building Risk Assessment (OBRA).

It was noted that there were some examples, within OFC, where Springfields were unable to demonstrate adequate control of combustibles despite the building having . A level 4 regulatory issue has been raised to address this shortfall.

The current nuclear fire safety assessment for OFC considers fire on an individual Fault Sequence Group (FSG) basis and only considers the potential impact of SSCs which support the individual fault. A holistic view of fire which considers the potential impact of fire spread on SSCs which potentially support multiple FSGs is not covered. Additionally, the process for compliance with operating assumptions (the lowest tier of safety case operating rules) lacked clarity leading to inconsistent application in areas sampled. Given the a Level 3 regulatory issue has been raised to address this shortfall.

It was noted that Springfields do not currently have formal emergency guidance identifying the strategy and actions required to deal with a potential leak of hydrogen at the site compound. This is not aligned with Schedule 4 of L111 (The guide to The Control of Major Accident Hazards Regulations 2015). A level 4 regulatory issue has been raised to address this shortfall.

Inspection scope

A rated Fire & Explosion Safety Themed Inspection – to include a compliance inspection against:

- The Regulatory Reform (Fire Safety) Order (RRO) 2005.
- Dangerous Substances & Explosive Atmospheres Regulations (DSEAR) 2002
- Control of Major Accident Hazards (COMAH) Regulations 2015
- Licence Condition (LC) 10 Training
- Licence Condition 23 Operating Rules.
- Licence Condition 24 Operating Instructions.
- Licence Condition 27 Safety Mechanisms, Devices & Circuits.
- Licence Condition 28 Examination, Inspection, Maintenance & Testing.

The inspection will focus on the topics of fire & explosion safety covering both nuclear fire safety and life safety. The LC23 and LC24 parts of the inspection will focus on the implementation of the internal hazards safety cases covering the site hydrogen compound and the Oxides Fuel Complex (OFC). The LC27, LC10 and LC28 parts of the inspection will focus on the implementation of any derived safety measures relevant to fire & explosion safety within these safety cases. Further aspects related to fire & explosions life



safety including fire safety management will be inspected as part of compliance with the duties set out in the RR (FSO) and DSEAR. This will cover the hydrogen compound, the admin block and the Enriched Uranium Recovery & Reprocessing Plant (EURRP). Inspection activities would be expected to be supported by walkdowns of the relevant facilities.

With respect to COMAH this inspection fulfils the Predictive Intervention #2 noted within the 5-yearly review COMAH conclusions record associated with PR-01235.

Evidence

General Information

SFL outlined that the Oxides Fuels Complex (OFC) was opened in the late 1990s with the first iteration of COMAH assessment produced in 2003. It was later acknowledged that consolidating safety case information into the COMAH assessment allows for easier interpretation of requirements to plant personnel. ONR queried how recommendations which are raised within assessment work are tracked. SFL responded that F-Papers (ALARP papers) are produced which are a collation of all actions coming out of Hazard Analysis (HAZANs). Actions are then tracked by plant safety case owners and reviewed by the MSC in the local area. For significant findings they are reviewed at NSC level. SFL also stated that a sign off sheet is produced for each action and these are reviewed either independently or by the HAZAN/Paper lead. Therefore the review of each action is two stage. An F-Paper is produced to discuss all the recommendations made within a COSR. The typical COSR requirement is Conventional Fire and Nuclear Fire as well as Hazardous Area Classification. Other hazards outside of fire are usually addressed as initiators for radiological/chemotoxic events. Examples of F-Papers and the associated close outs were seen by ONR.

SFL noted that a technical manual is used as part of the assessment methodology. SFL clarified that the legacy technical manual is not relied upon but is still an available resource, recognising that it likely does not comply with modern standards. A judgement is made on the current applicability for each section of the safety case. SFL noted that safety case are kept current through the Long Term Periodic Review (LTPR) and Short Term Review (STR) (1-3 years) processes as well as the modification process.

SFL explained that training assessors are appointed both on a per discipline and area basis. The approach to training is graded dependent on factors such as nuclear safety importance, complexity etc. There are generally three categories of training, induction, role specific and behavioural however, training needs analysis for individuals is bespoke and can include external training.

The overall training needs analysis is comprised of a role proficiency graph and an operational capability index (OCI) which is split into jobs, roles and authorities. Role profile graphs are held by individuals or line managers in operational area. These are live documents and reviewed annually. Line managers have responsibility for reviewing



training needs however, this can be supplemented by external organisations if required. An example was provided of external training in CDM provided.

ONR queried how shared services were managed when they do not report to one specific part of the plant. SFL responded that the OCI provides management with an overview of skill base for an operational area. SSI 791 on the capability of shared services was noted which provides a RAG rating against each support function (this was observed on the day of the inspection). SFL also clarified that this was distinct from the nuclear baseline requirements which are captured. Individual plants also have specific training and pass access is not granted without completion of all required training.

Internal Hazards & Fire Safety

This section has been written by the Internal Hazards & Fire Safety Inspector.

I conducted a themed inspection on fire and explosion hazards at the Springfields Fuels Limited (SFL) site. This was a planned inspection undertaken as part of the intervention strategy for the Decommissioning, Fuel and Waste Sub-Division and addressed both life safety and nuclear safety. The requirement for the inspection was informed by work completed as part of the Topical Peer Review on fire protection. I targeted the nuclear fire safety case for OFC, the explosion hazard analysis for the site hydrogen facility as well as fire risk assessments for OFC and the administration building as part of life fire safety portion of the inspection.

SFL explained that OFC has seen a full upo	grade of the Fire Alarm & Detection System
(FADS) to an L2 standard.	. Intervention
by firefighting personnel is a defence in dep	oth measure only. SFL provided an overview of
the nuclear fire assessment process which	includes a check against ONR Safety
Assessment Principles, an assessment aga	ainst HAZANs, a review of claims and a review
of common cause failures and potential unr	evealed fires. SFL stated that for newer safety
cases FADS and emergency lighting are de	esignated as Safety Related Instrumentation
(SRI). SFL stated that	
requirement	compartment. Fire loadings
have been reviewed and a	fire compartment floor installed. SFL also noted
that the plant should fail safe in the event	•
ONR noted that this	
although SFL stated that this was more an	expectation. SFL noted
through walls and that signage	and building management is
to build up of combustibles. ON	
scenario identified and that a	review of individual fault sequences potentially
	. SFL
<u></u>	in the fire analysis
. SFL noted that it was	
however, 71 minutes integrity offered by the	e building construction offers some protection.



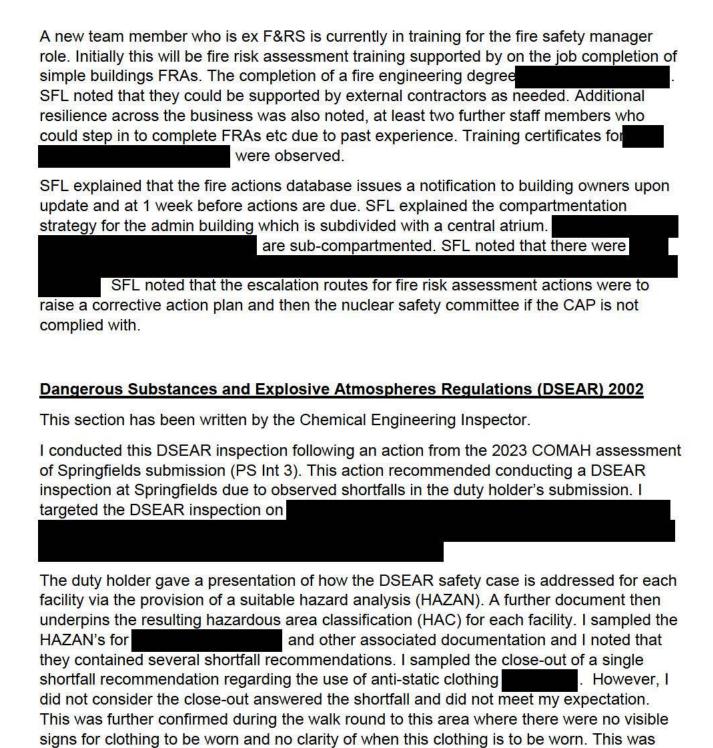
SFL outlined that a compartmentation survey conducted in 2020 improved penetration seals sufficiently to have confidence in the fire barriers which are present within the building. ONR queried how internal hazards were identified generally. SFL responded that this was carried out from a hazard source perspective rather than being process driven. Consequential hazards are considered by the domino key word within the HAZOP process.

ONR queried how recommendations raised in the nuclear and conventional fire papers for OFC were closed out and tracked. SFL stated that they would provide the F-Paper on the recommendations raised (this was provided post inspection). However, some of the action close outs were observed by ONR on the day. In the case of in OFC a full compartmentation survey was undertaken with . ONR requested a copy of the compartmentation survey which was received.
In the case of the specified to L1 standards had been installed. In practice the system is L2 The detection coverage has now been checked against safety case claims and was found to be correct. A FADS consistent with L1/L2 coverage was observed within OFC.
It was noted that the Project Management Process (PMP) includes fire as a consultee and this is applied across all facilities. SFL stated that the categorisation of safety modifications on the use of the PMP process for smaller modifications. The balance of chemotoxic, nuclear, fire and COMAH risks needs to be understood. SFL confirmed that fire evacuation drills were carried out on a 6-monthly basis. A fire log book is maintained in being responsible for the testing of services area which includes lighting, FADS and extinguishers.
SFL provided and overview of the maintenance of the FADS within OFC. Daily checks are completed by the plant controller which involves a confirmation that the main panel is not showing any alarms or faults. If fault is reported then a request can be raised depending on the nature of the fault. Weekly checks are carried out by the site F&RS who use a break glass to test device actuation and confirm that alarms sound, historic isolations are also reviewed. The weekly check sheet is recorded within the building log book. (external contractor) are used to perform the quarterly inspection. Job cards are raised on a zone basis rather than a device basis in this case. SFL reported that management inspections of buildings are used to capture the status of fire loading and that the fire responsible person is involved in these walkdowns however, fire loading is not specifically tracked on a day-to-day basis and steelwork.

A fire door maintenance report was observed and new doors were confirmed to have required plugs and test evidence. SFL reported that they were prioritising the installation of new fire doors across site. SFL provided an overview of the status of the fire team at SFL.



compliance.

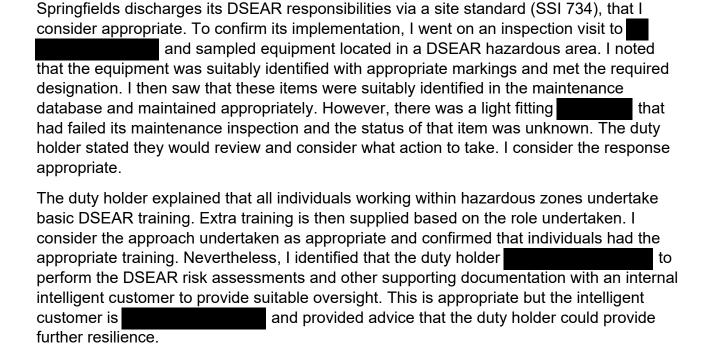


Furthermore, I considered that the duty holder could not clearly explain what the facility DSEAR safety case was as many modifications had been undertaken. Post-inspection the dutyholder supplied a list of the modifications that address the differences and confirm what is the DSEAR safety case. I view it as appropriate.

also outside the site standard (SSI 734). I consider this is a shortfall against DSEAR regulation 7(5) and will raise a L4 regulatory issue to bring the duty holder back into

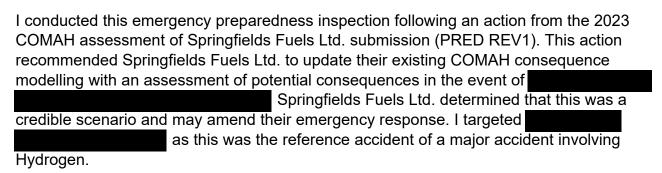


I sampled the implementation of the Safety Actions identified in the HAZAN in the operating instructions. I found that the high-level safety actions were identified appropriately, however those designated as Operating Assumptions were not identified. I consider this a shortfall against good practice regarding suitable operating limits and control (LC23(3)). I provided advice to the duty holder to consider adding these. The licensee accepted and the Site Inspector will follow up as part of a level 3 regulatory action regarding LC23(1) compliance.



Control of Major Accident Hazards (COMAH)

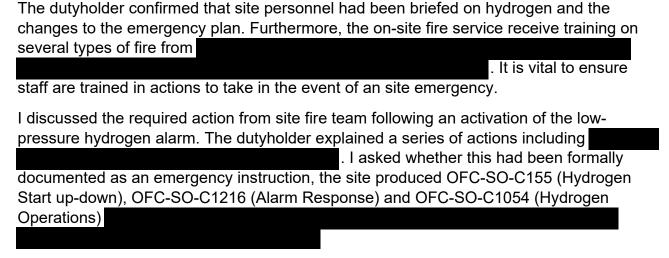
This section has been written by the COMAH Specialist inspector.



The dutyholder gave a presentation on how the hydrogen scenario has been incorporated into the on-site emergency plan and confirmed appropriate discussion with the local authority with regards to incorporating the scenario into their off-site emergency plan. There is work for the site to do in terms of determining the information they intend to send members of the public who sit within the public information zone (PIZ) as determined by COMAH. I noted the site use the Detailed Emergency Planning Zone under REPPIR which



encompasses the PIZ. There is a requirement to inform these members of the public as to the risk of a hydrogen explosion and any specific measures to take over and above those currently in place. Public information is required to be sent annually, the site explained that they will review this following their next emergency exercise, I am satisfied with this approach.



I also questioned whether the emergency response had been practiced to minimise the risk of human error. The dutyholder explained that this had not formed part of their emergency exercise process but considered it would be beneficial.

Judgements Made

The Internal Hazards and Fire Safety specialist inspector has provided the following judgement.

The following points which form my overall judgement are based on the facts established as part of the inspection, discussions with the nominated site inspectors and my own judgement on the presentations and information provided by the licensee:

SFL have SQEP resource to assess internal hazards and fire safety and have an established process in place for developing nuclear fire safety assessments and supporting HAZANs.

The life fire safety condition of buildings is assessed through both fire risk assessment and supporting conventional fire safety assessments where required. Conventional fire safety assessments for OFC were found to be broadly adequate.

No specific operating rules are derived with respect to fire safety however, claims are made on the FADS within OFC and implicit claims are made on the compartmentation installed within the building. Recent projects have been undertaken to improve the standard of both.

The OFC facility and does not meet current fire safety relevant good practice.

The FADS system within OFC appeared to be appropriate for the risk within the



building and a suitable maintenance regime is in place. Compartmentation has been supported by a recent survey and the facility is in the process of replacing fire doors throughout. Examples of both were observed during the facility walkdown.

The nuclear fire safety assessment considers fault sequence groups at an individual level only and does not consider fire holistically. Given the buildings this presents a potential gap within the safety case as

With regards to the above facts, I consider that the site is complying with licence conditions (LCs) 24, 27 & within the context of internal hazards. However, I judge that the nuclear fire safety case is not fully complete and this represents a shortfall against LC 23 – Operating Instructions with respect to the adequacy of the safety case LC23(1). I therefore judge that an ONR inspection rating of (GREEN) is appropriate for each license condition inspected with the exception of LC23 which I rate as (AMBER). With respect to the life fire safety portion of the inspection despite some minor shortfalls observed which will be followed up through a Level 4 Regulatory issue, I consider that the site complies with the requirements of the Regulatory Reform (Fire Safety Order) 2005. I consider that an ONR Inspection Rating of (GREEN) is appropriate.

The Chemical Engineering specialist inspector has provided the following judgement.

I consider that the licensee is adequately implementing the requirements of the DSEAR, based upon my sampling and the evidence presented by the duty holder. I therefore judge that, an ONR inspection rating of adequate (GREEN) is appropriate for this intervention. Nevertheless, I consider the raising of one level 4 regulatory issue and an additional action within a level 3 regulatory issue linked to LC23 compliance as appropriate. One will be focussed on the improvements to DSEAR and the other on the duty holder showing compliance with the Operating Assumptions identified in the safety case.

The COMAH specialist inspector has provided the following judgement

I consider that the licensee is adequately implementing the requirements for emergency planning, relating to the COMAH Regulations 2015. I therefore judge that, an ONR inspection rating of adequate (GREEN) is appropriate for this intervention. However, a level 4 issue will be raised to ensure a formalised guidance is developed and evaluated on a periodic basis, in accordance with Schedule 4 of L111 (The guide to The Control of Major Accident Hazards Regulations 2015).

Observations/Advice

The Internal Hazards and Fire Safety specialist inspector has provided the following advice and observations.

Several examples of poor housekeeping were observed during the walkdown of OFC with some life fire safety issues also observed within the administration block. These included:

Lauestioned whether



During the walkdown of

Missing contact information on laydown space resulting in no obvious owner of mixed combustible

Various combustibles noted in the vicinity of Low Voltage switchgear including missing doors of storage cabinets

PVC bag of batteries observed alongside other wastes in circulation corridor (this was observed to have been moved the next day after being reported to building management)

Scaffold boards observed to be stored next to structural steelwork and in the vicinity of an oil leak from a kiln gearbox

Multiple instances of wood and mixed combustibles including large amounts of packaging in caged area encompassing unprotected steelwork

Unsealed penetration observed within plant room. Appeared to provide a potential route for fire spread into false ceiling void above office areas.

Given the number of examples a Level 4 regulatory issue will be raised focussed on the control and management of combustibles.

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hich has a Zana 1 hazard	-110 G#0-0
	should be
-	signage (see
level 4 regulatory issue.	
nance workshop. The flan	n cabinet was
nded good practice is that	each flam

cabinet should have an inventory with set limits. I also noted that potentially the cabinet



could be moved from a band saw. The duty holder accepted, and the Site Inspector will monitor as appropriate.

I noted that the duty holders maintenance team and relied on a third party to install and test. I asked whether this covered like-for-like replacement. The duty holder was unsure. I provided advice for them to confirm whether the current DSEAR competence displayed by the maintenance operators was appropriate. The licensee accepted and will review. The duty holder to consider the process by which compliance to safety case Operating Assumptions is confirmed. The COMAH specialist inspector has provided the following advice and observations. Schedule 4 of L111 (The guide to The Control of Major Accident Hazards Regulations 2015) states that the internal emergency plans should 'where necessary, the arrangements for training staff in the duties they will be expected to perform and, as appropriate, co-ordinating this with the emergency services;' training and exercising the site fire service to confidently a hydrogen release and probable hydrogen fire is vital to safeguard their safety and minimise the risk of the realisation of a major accident. I advised the dutyholder that a formal emergency guidance should be developed, identifying the emergency strategy and actions required for a potential leak I view that due to the potential infrequent nature of this fault condition that if called on demand the site fire personnel may not be familiar with the required actions. I shall progress this advice through raising a level 4 regulatory issue. In relation to the emergency instruction. I advised the dutyholder to ensure periodic emergency exercises are completed based on the action identified in the emergency guidance. I shall progress this advice through raising a level 4 regulatory issue. I noted there was a metal ladder that was in poor repair within the zoned area. I requested that this was removed from area and discarded as it should not have been within the zoned area and was no longer fit for use, due to its condition. At the workshop area within observed an abrasive wheel that had extensive side use. This increases the risk of the wheel shattering due to the imbalance of forces (ref: HSG 17). I requested that use of the abrasive wheel ceased, and the wheel replaced. I also recommended the dutyholder have a toolbox talk with the engineers regarding the issue.

I observed a Work Safety Control Program (PTW) for work on the hydrogen distribution system in relation to the site's Dangerous Substances and Explosive Atmospheres Regulations 2002 (DSEAR) substantiation. The PTW was scheduled to be open for three weeks, I questioned the dutyholder as to whether that was appropriate, and if so, how they were ensuring control of the activity. I consulted the sites documentation SSI 555 (Work Safety Planning & Permit to Work), this confirmed the site allow permit to



stay open for four weeks but did not determine any control or monitoring requirements. HSG 250 (Guidance on permit-to-work systems) does not give a definitive time period as to the length of time a PTW can be open but does state that all work must be adequately controlled. I am aware the dutyholder is in the process of reviewing their PTW arrangements, consequently I am not ging to raise a regulatory issue, verbal advice was given to the dutyholder in relation to ensuring the PTW review satisfies the requirements for adequate monitoring and supervision of all PTWs, this should be a risk based approach.