



**DRAFT MINUTES OF MEETING  
28-29 NOVEMBER 2013**

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Council met at the Miranda offices of ARPANSA on 28-29 November 2013. The following were present:

**Members:**

Ms Sylvia Kidziak AM (Chair)

Dr Roger Allison, Mr Keith Baldry, Assoc Professor Brad Cassels, Mr Simon Critchley, Ms Jill Fitch, Mr Frank Harris, Ms Melissa Holzberger, Professor Ray Kemp, Dr Carl-Magnus Larsson (CEO of ARPANSA), Em Prof Ian Lowe, Dr Denise Wheeler and Dr Steven Skov (Day 2 only). Dr Steven Skov had tendered his apologies for day 1.

**Speakers and Invited Guests:**

Ms Natasha Ryan, Department of Health

**Observers:**

Dr Stephen Solomon, Radiation Health Services. ARPANSA (video), Mr Martin Dwyer, Regulatory Services, ARPANSA, Ms Brenna Lindsay, Office of the CEO ARPANSA (Day 1 and Item 7.2 Day 2), Mr Martin Reynolds, ARPANSA (Agenda items 5 and 6, Day 1), Mr Selva Kumar, ARPANSA (Agenda items 5, Day 1), Mr Anthony Wallace, ARPANSA (Agenda item 8.1, day 2), Mr Peter Colgan, ARPANSA (Agenda items 9 and 10, Day 2).

**Secretary:**

Dr Gillian Hirth

**1. Opening of meeting – Welcome and apologies**

The Chair opened the meeting at 13:00 and welcomed members and guests. Ms Kidziak noted this meeting would provide Council a valuable opportunity to consider their role in supporting ARPANSA across a number of areas including communication of radiation risks.

**2. Confirmation of Minutes of 8-9 August 2013 meeting**

Minor editorial changes to the Minutes and the web summary were requested and the Minutes were moved by Assoc. Prof. Cassels, seconded by Ms Fitch and unanimously accepted.

**3. Business arising from the minutes**

Members agreed most actions had either been resolved or would be covered on this agenda.

**4. Correspondence**

Members noted the tabled correspondence and Dr Larsson advised that as a result of the correspondence to the Civil Aviation Safety Authority (CASA) a point of contact had now been established and a dialogue about monitoring of aircrew exposures and maintenance of dose records initiated. Dr Larsson noted that the Radiation Health Committee (RHC) will consider how to address existing exposure situations when revising their work plan in 2014.

Following on from the correspondence on issues related to management of radiofrequency (RF) exposures, Dr Solomon advised an update would be provided at agenda item 9.2. He then briefed Council on the Science and Wireless event that he, Dr Larsson and Professor Kemp had attended in Melbourne. Science and Wireless involved a range of stakeholder groups and identified that one major issue with respect to smart meters is the communities denial of the right to choose whether they have a smart meter, or not. This was possibly of more concern in the community than the possible health effects. Professor Kemp noted that in Victoria there is no outlet for people to express these opinions.

Council recommended that ARPANSA should make note of this lesson and ensure they are clear about what ARPANSA's role is when communicating on issues such as smart meters. Assoc Prof Cassels noted that the ACMA does not want to engage with the public even though they need to be responsible for some public health matters. Dr Larsson advised that ARPANSA and ACMA have a Memorandum of Understanding (MoU) that is ready to be signed and this may help with clarification of the roles. Em Prof Lowe requested to be kept updated on correspondence with the public on issues such as these as he receives correspondence from the public and ensuring people's right to choose is a common theme with respect to exposure to radiation.

## 5. Review and Revision of the ARPANSA Act

### 5.1. Overview of the revision process and the Deregulation Agenda

Ms Natasha Ryan, Director Deregulation Taskforce, Department of Health (DoH) briefed Council on the Australian Government's Deregulation Agenda. The revision of the ARPANSA Act has been included in the deregulation agenda and will be managed through the Deregulation Section who will continue to work closely with the ARPANSA legal office. The key points to note were:

- Each Department/Minister must establish a Section for Deregulation and undertake an audit in the coming year of what they regulate; their regulations, quasi-regulations, and administrative requirements.
- The aim is to quantify regulatory burden on business and individuals. A business cost calculator will be utilised, covering three categories of business costs; i) administrative burden (i.e. excessive reporting to Govt.); ii) substantive requirement costs (i.e. industry/business required to purchase equipment); iii) delay costs (i.e. time taken to process licences etc).
- The deregulation agenda is focussed on how to regulate more efficiently, ensuring the improved health and environmental benefits. Departments need to consider a range of regulatory options or models, i.e. what is the behaviour we desire to achieve the outcomes, with a focus on capability, design of policy, design of regulations and consideration of alternative pathways to regulation. A full cost benefit dialogue will still be a requirement in all RIS's. Finding offsets will be crucial for implementation of new regulations with a reduction target of \$1 billion across government.
- ARPANSA has provided input to the DoH identifying some opportunities for deregulation and savings, noting that there is the need for federal regulation.

Council expressed concern about the apparent focus on the cost to business/industry and the risk that regulations that provide public health benefit may be delayed, or not implemented in order to meet financial targets and that reducing costs may end up 'reducing standards'.

Council made the following recommendations:

- The interface between the Commonwealth, States and Territories and also between different departments (eg. Environment and Health) at all levels of government needs to be examined and roles and mandates of each clarified.
- ARPANSA and the other radiation regulators in Australia need to make a decision about that status and direction of the National Directory for Radiation Protection.

The Chair thanked Ms Natasha Ryan for her valuable contribution to the meeting. Council agreed that understanding the deregulation agenda and the opportunities that this may provide to improve radiation regulation in Australia is very important. Council requested to be kept informed on progress with this issue.

## 6. The Role and Expectations of Council

Dr Larsson presented an overview of the Roles and Expectations of ARPANSA's Advisory Bodies - Discussion Paper noting the Council and Committee Chairs had already provided some input. The paper outlined the role of the Advisory Bodies, discussed how interactions between each might be enhanced to ensure optimal benefit from members skills and expertise. He advised that following Council comment the paper will be shared with the Radiation Health Committee (RHC) and the Nuclear Safety Committee (NSC). ARPANSA will concurrently review processes that support the system, i.e. organisation and conduct of meetings, drafting preparation and distribution of papers and formalising and sharing of Minutes. ARPANSA will also examine planning between each of the advisory bodies functions in order to strengthen these linkages.

With regard to the Code of Conduct Dr Larsson stressed it is important that Council members ensure, with the exception of the member representing the public, that they do not specifically represent a stakeholder group. Members should not act within the Council to represent their affiliation. Their role is to provide advice to ARPANSA, to promote ARPANSA and the aim of ARPANSA; it cannot be a forum where members can be a stakeholder. The APS Act also provides guidance on Code of Conduct and whilst Council Members not bound by it per se it can be something that can be used as guidance.

Dr Larsson expressed support for Council to continue to independently develop their own strategic directions as they have done in recent years. This should be complementary to ARPANSA's strategic directions and still be flexible in addressing matters as requested by the CEO.

### **6.1. Advice to ARPANSA by advisory bodies**

Mr Martin Reynolds, ARPANSA Corporate Council briefed council on the obligations of Members and the legal implications associated with the advice provided to ARPANSA by the Advisory Bodies. Council then discussed the presentation and the discussion paper and were requested to provide specific comments on the discussion paper directly to Dr Larsson.

Council made the following suggestions:

- The roles and expectations document be provided to members at the start of each triennium, this would be of particular benefit to new members.
- ARPANSA and members need to consider how the profile/visibility of the Council can be enhanced. This could be done through open forums, making available web casts of some of the discussions, and consideration of more opportunities to involve the public in discussions.
- Consideration should be given to members re-confirming their conflict of interest status at the start of each year.
- ARPANSA to consider the disclaimer words around the publications where advice is published by ARPANSA on behalf of the RHC that clearly state how the advice was developed and adopted.
- Noting the current financial constraints, Members had found it valuable to have a meeting in other localities (i.e aside from Yallambie/Miranda).
- Strategies for improving the interactions between each of the advisory bodies needed to be developed, including a systematic way of assessing the usefulness of each advisory body.

Dr Larsson advised he would incorporate the recommended changes, prior to review by the Committees in March. Council would receive an update on the document at the next meeting. Ms Kidziak requested that Council see the final document (for information) once it is ready for circulation to the Committees.

## **7. Communication with the Public**

### **7.1. ARPANSA's Communication Strategy**

Ms Brenna Lindsay briefed Council on ARPANSA's Communication Strategy and Plan and how these relate to ARPANSA's Strategic Directions and Annual Business Plan. Ms Lindsay highlighted that Communication and Education is one of ARPANSA's key areas in the strategic directions and that ARPANSA are aiming for the highest standards of radiation health for the community by providing the public and stakeholders with the best available knowledge and advice on radiation matters, as well as emerging events and issues, to enable informed choices. ARPANSA have identified four key ways of achieving this:

- Establishing the identity of ARPANSA in the public domain as the independent regulator and advisor in all areas of radiation protection, and nuclear safety and security.
- Developing strategies and partnerships to increase our ability to influence safety and security.
- Promoting a health message by developing and effectively disseminating appropriate educational material for specific stakeholder groups.
- Conducting surveys of stakeholders to measure the awareness, perception and understanding of services and information provided.

This same information is translated into the Agencies Corporate Plan with high level targets around community satisfaction, targeted communication and meeting Government requirements. Summarising, Ms Lindsay noted that ARPANSA is aiming for a more strategic approach in communication with stakeholders and is working closely with government counterparts. ARPANSA is aiming to deliver the right message, to the right people at the right time. However, the communications plan was very optimistic and based on being fully resourced and resources will be challenging in the near future.

Council provided the following feedback on ARPANSA's communication strategy:

- Members commended the development of the plan noting that it will greatly assist ARPANSA to deliver better outcomes in the communication space. However, care must be taken when talking about stakeholder engagement that 'public' stakeholder engagement is not forgotten.
- Members enquired whether ARPANSA was developing any material that could be utilised in schools. Dr Solomon noted that material is continually being collated and consideration given to what particular information can be turned into reports and/or other materials. Mr Baldry advised that we should make the best use of sources of information and that he was keen to remain involved and updated.
- Em Prof Lowe encouraged ARPANSA to take seriously the survey of stakeholder needs, stressing that ARPANSA must always remember communication is a two way process.

Dr Solomon advised Council that a number of ARPANSA staff had recently attended a workshop on science communication and some very useful points were identified, including that independent of the science, similar issues surround communicating risk based science matters and there are broader government approaches. This included a more coordinated approach in both the ministerial and also emergency response space.

**Day 1 Closed at 5.15pm: Day 2 Commenced at 9.00am**

## **7.2. Australian Radiation Protection Society (ARPS) Conference: Communication of Radiation Risks**

Ms Kidziak noted a number of Council members had attended the ARPS conference in October and that it had addressed several important current issues and prompted considerable discussion on communication of radiation risks. A clear message was that we should strive to express radiation risks in an understandable format and in context with the effects. The language selection should be accessible to the public, avoiding jargon, mixed use of dose units (ie mSv v. mGy) and if probabilities are to be discussed, frame them in a context that can be understood.

Mr Harris then gave a presentation on the communication of radiation risks that he had given during the ARPS conference, noting that it had prompted a lot of discussion during ARPS. Mr Harris made some suggestions for how ARPANSA might consider presenting information in the future, with a focus on presentation in pictorial form in place of text. He referred to a recently published IAEA document that had been produced after the Fukushima accident. Mr Harris noted that the pending publication of the Fundamentals was providing an opportunity to improve how ARPANSA communicates on radiation protection as this will form the basis for the next 10-20 years. As far as the science is expressed it is good, however the lack of diagrams and pictures was questioned. Mr Harris also queried the audience for whom the Fundamentals were targeted.

Dr Larsson agreed with many of Mr Harris' points with respect to communication of information to the public, that it is absolutely necessary to present some information pictorially, but it is also necessary to separate publications for the public that place the regulatory structure into context and discuss the applications of radiation. With respect to the Fundamentals, it is the top level document in the regulatory structure and ARPANSA must be careful not to blur the purpose of the document to be a pseudo education document.

Members then discussed communication of radiation risks and the following points were noted:

- ARPANSA must be clear about the purpose of a document that is to be used for science communication and the target audience for documents so they are not misinterpreted. It is important to know your audience and remember that a picture can be worth a thousand words.
- ARPANSA should apply a plain English approach to all agency publications.
- ARPANSA may consider utilising specialist communicators for certain issues and could think about working on providing information to better inform science and medical writers.
- ARPANSA should also consider how communication could be utilised to attract more people to radiation protection related professions.

Dr Larsson noted that we need to remain focussed on ARPANSA's business core, acknowledging that we have to communicate better. Ms Kidziak thanked Ms Lindsay and Mr Harris for their input to this item and requested that Council be advised when ARPANSA update their communication plan as it is a very important issue.

## **8. Report on ARPANSA Activities**

### **8.1. NPP on Medical Imaging (for Information)**

Mr Anthony Wallace, Director Medical Imaging, Medical Radiation Services Branch, ARPANSA provided an update on the New Policy Proposal (NPP) on Medical Imaging. This NPP covers the delivery of a range of initiatives aimed to reduce the radiation doses for children being referred for CT Scans. ARPANSA will support three programs of work within this package, in cooperation with the Australian Commission on Safety and Quality in Health Care (ACSQHC). The Department of Health (DoH) will be responsible for policy oversight, overall coordination of the work, together with secretariat services and support for the stakeholder reference group. Mr Wallace advised that there had been some delays securing the funding to undertake the work however the finalisation of a MoU with DoH would hopefully resolve this issue.

Members expressed their strong support of this project and hoped that the MoU is signed quickly to ensure that funding is released and progress enabled on this important and valuable work. Dr Allison requested that Council receive an update on this work in 2014.

### **8.2. Radon Progeny Technical Working Group**

Dr Solomon opened by thanking Dr Baldry and the South Australian Environment Protection Agency (SA-EPA) for their support of the radon progeny technical working group (RPTWG) and also the operators of the Olympic Dam mine for their support of the measurement program. Since the last update on this topic a workshop had been held at the ARPS 2013 conference. This was attended by over 40 people and concerns within industry about being able to measure radon progeny were clearly expressed. The workshop also brought this matter to the attention of the various consultants and other players and industry people, particularly how it flows into other existing exposure situations, and particularly different mine types.

Dr Solomon advised that the measurement program to be led by SA-EPA at the Olympic Dam operation would commence on 02 Dec 2013. The results would be analysed and published as early as possible in 2014. Debate about how the data should be utilised was continuing. It is considered that there needs to be a focus on appropriate protection of workers that can be implemented without undue burden. Not creating an unreasonably complex process is a challenge however the work being done in Australia is ahead of anything that has been done overseas.

Dr Solomon noted that in October the ICRP had approved the reports on *Occupational Intakes of Radionuclides* for publication. However, there would still be some follow up work done at Public Health England (PHE) to refine and complete the section on radon and radon progeny prior to publication in early 2014. Dr Larsson advised that whilst the reports had been approved for publication, and were based on relatively old data, new data/reports being produced by the RPTWG would be brought to the attention of PHE/ICRP.

On behalf of the SA-EPA, Dr Baldry acknowledged the support from ARPANSA. SA-EPA as regulators of uranium mines have a real need to be the experts to ensure that they are adequately protecting the workers and it is good to see we are world leaders on this topic. Ms Fitch congratulated Mr Harris, Mr Baldry and Dr Solomon on this excellent collaborative project. Council members expressed their support for collaborative programs of work such as these in the future. Ms Kidziak noted this work had been initiated by Council.

## **9. ARPANSA Radiation Protection Series Framework**

### **9.1. Aligning the Radiation Protection Series with the IAEA Safety Series**

Mr Peter Colgan, Director of National Uniformity and Regulatory Systems, Regulatory Services Branch introduced this item noting that Council had previously endorsed the new hierarchy and definitions that would be utilised in future publications in December 2011. The first of these new publications, the Fundamentals for Protection against Ionising Radiation was now ready for endorsement. Mr Colgan introduced the framework and advised that on behalf of the RHC he would be mapping the RPS and

still existing RHS publications against the new framework. This process will take into account plans such as the roadmap for RPS3, and will also focus on integrating other documents and guides that cover other aspects, such as security guides that are not part of the IAEA Safety Series. Council acknowledged this process is a large undertaking and would look forward to further advice on progress at the April 2014 meeting.

## **9.2. Roadmap for revision of Radiation Protection Series No 3**

Dr Solomon provided an update on the roadmap for revision of the document Radiation Protection Series No. 3 *Radiation Protection Standard for Maximum Exposure Levels to Radiofrequency Fields – 3 kHz to 300 GHz (2002)* (RPS3). The RHC discussed the roadmap at the November 2013 meeting and agreed that RPS3 currently provides an adequate standard until international documents are updated. ARPANSA will continue to monitor the publications expected for delivery during mid-late 2014. This includes a monograph by the World Health Organization (WHO) on RF and the revised ICNIRP guideline. ARPANSA and the RHC will consider the integration of the RPS3 revision into their work plans during 2014 after publication of these documents. Commencement of work is not expected until end of 2014 or early 2015. Dr Solomon advised that the RF review tabled at the August meeting had now gone through final editing and would be published as an ARPANSA technical report during the first quarter of 2014.

Council were advised that the main meeting of ICNIRP is planned to be held in Australia in 2014 and that this would provide a good opportunity for communication and consultation with respect to RF exposures in Australia. ARPANSA is currently planning a national RF Forum to coincide with the ICNIRP meeting.

Em Prof Lowe noted that it was reassuring that ARPANSA is committed to these documents and keeping up to date on the science. He also supported the view that if a document similar to the *Fundamentals for Protection Against Ionising Radiation* is developed for 'non-ionising' radiation, then it is appropriate to split up the types of non-ionising radiation.

Council agreed with the proposed process for revising RPS3, supported the communication and management plan for advising the public on these matters and looked forward to receiving updates.

## **10. The Fundamentals of Radiation Protection**

Dr Larsson advised that the RHC had unanimously endorsement the content of the draft *Fundamentals for Protection against Ionising Radiation* at the November meeting, noting that in preparing this document ARPANSA have provided an integrated safety and security approach which goes beyond the Safety Fundamentals recommended by the IAEA, which do not specifically deal with security or radiation protection. The document had progressed through public comment and the content was now ready for Council endorsement. The final publication number of this document was still to be confirmed as ARPANSA was currently reviewing the publication structure. Some minor editorial changes and comments were made. Dr Larsson advised these comments would be addressed prior to publication.

Members were requested to endorse the content of the *Fundamentals for Protection against Ionising Radiation* for publication. Council voted and endorsed the documents unanimously.

## **11. Statement on Transport of Radioactive Material**

Ms Kidziak advised that the final Statement and Background Paper had been revised following due consideration of all member comments that were discussed at the August meeting. The documents had been circulated to members in early November and the final comments addressed. Ms Kidziak acknowledged Mr Critchley and Ms Holzberger for their support and efforts since August to bring this matter to finalisation. Ms Kidziak advised that she had reviewed both documents and considered they were now mature and ready for a decision. Members were requested to endorse the Statement and Background Paper for forwarding to the CEO. Council voted and endorsed the documents unanimously.

Ms Kidziak thanked members for their continued support and effort to finalise these documents. Dr Larsson thanked Council and noted that statements like this are useful for referencing when making regulatory decisions.

## 12. International Reports

Council received reports on a number of recent international visits and fora attended by ARPANSA staff. This included the IAEA General Conference, ICRP Symposium, the presentation of the 60th Session of UNSCEAR to the Fourth Committee of the UN General Assembly, visits to the Norwegian Radiation Protection Authority (NRPA) and World Health Organization and participation in the Committee for Radiological Protection and Public Health (CRPPH) - Expert Group on Radiological Protection Science.

Dr Wheeler enquired about what is happening in the ASEAN network as it appeared that this had not been as high on ARPANSA's priorities in recent times. Mr Dwyer advised that we do participate in the ASEAN network however our interactions were closely considered. The financial situation also meant that ARPANSA needed to apply a more focussed approach to engagement in the region and Indonesia, as our closest neighbour had been a focus of cooperative activities. ARPANSA is also active in the emergency preparedness working groups and IRRS missions and peer reviews have been undertaken or planned in the region. Supporting the region through activities like these is considered to be an important undertaking. Dr Larsson also noted ANSTO was becoming more involved in the research reactors regional task group.

Em Prof Lowe enquired about the capacity of the IAEA if Member States change the level of support that might currently be provided. Dr Larsson noted that IAEA is starting to approach certain activities more strategically, such as extracting common denominators out of peer-reviews to identify recurrent issues.

Dr Larsson advised that the UNSCEAR report *Effects of Radiation Exposures on Children* had been published in October and that UNSCEAR report on Fukushima would be finalised in early 2014.

## 12 Committee Reports

### 12.1 Radiation Health Committee (RHC) November 2013

Mr Baldry briefed Council on the outcomes of the November 2013 RHC meeting noting the following:

- RHC received a presentation from a representative from Standards Australia.
- The Fundamentals for protection against Ionising Radiation had been endorsed for forwarding to Council for publication.
- The Code of Practice for Planned Exposure situations had progressed and should be ready for public consultation in the near future.
- Safety Guide for Protection of the Environment continued to progress and the organisations to be approached for initial consultative group circulation had been agreed.
- The working group examining the control of IPLs and lasers for non-medical uses had been progressing with their work and the proposed controls would be considered for public consultation in the near future.

Ms Fitch enquired about progress on the document updating the guidance for *Disposal of Radioactive waste (by users)*. Mr Baldry advised that work was continuing and this was likely to be well-progressed by the next meeting (March 2014).

Ms Fitch enquired about status of reporting of radiation incidents in Australia, noting that there is a need for guidance to be provided for reporting of incidents. Mr Baldry advised that the RHC had recognised this issue and a project was underway to address this matter within ARPANSA's Safety Analysis Section.

### 12.2 Nuclear Safety Committee (NSC) November 2013

Dr Larsson briefed Council on the outcomes of the November 2013 NSC meeting noting that the main issue discussed was the impending announcement on the application for the ANSTO interim waste store. The Application had been received to have a facility to store spent fuel that is to be returned from France/UK. December 2015 is the deadline for material to be returned to Australia from France. The CEO advised Council that the decision would be released today when it is posted on the ARPANSA website at 4:00pm. This will include the CEO's statement of reason for the decision.



Dr Larsson advised Council that the NSC had been very helpful in discussing the issue and noted he had received advice from the NSC on this matter. The temporary or 'interim' nature of the store was stressed and highlighted the continuing absence of a national waste management plan in Australia.

### **13 Other Business**

Dr Larsson, on behalf of all Council members and ARPANSA Staff acknowledged the exemplary and dedicated contribution that Ms Sylvia Kidziak AM has made to Council and ARPANSA. This meeting was the last for Ms Kidziak as Chair of the Council after holding this position from 2002-2013, following a term as Chair of the NSC from 1999 and member of Council from 1999-2002. Dr Larsson looked forward to Ms Kidziak remaining as a member of Council for the final year of the current triennium.

### **14 2014 Meeting Dates**

The meeting dates for 2014 were confirmed. The next meeting will be held on 3-4 April 2014 in Sydney. The 7-8 August and 27-28 November 2014 were also agreed however the locations of these meetings will be confirmed at a later date.

The meeting closed at 1.15 pm.