



National
**Nuclear
Regulator**



**STRATEGIC PLAN
2025–2030**



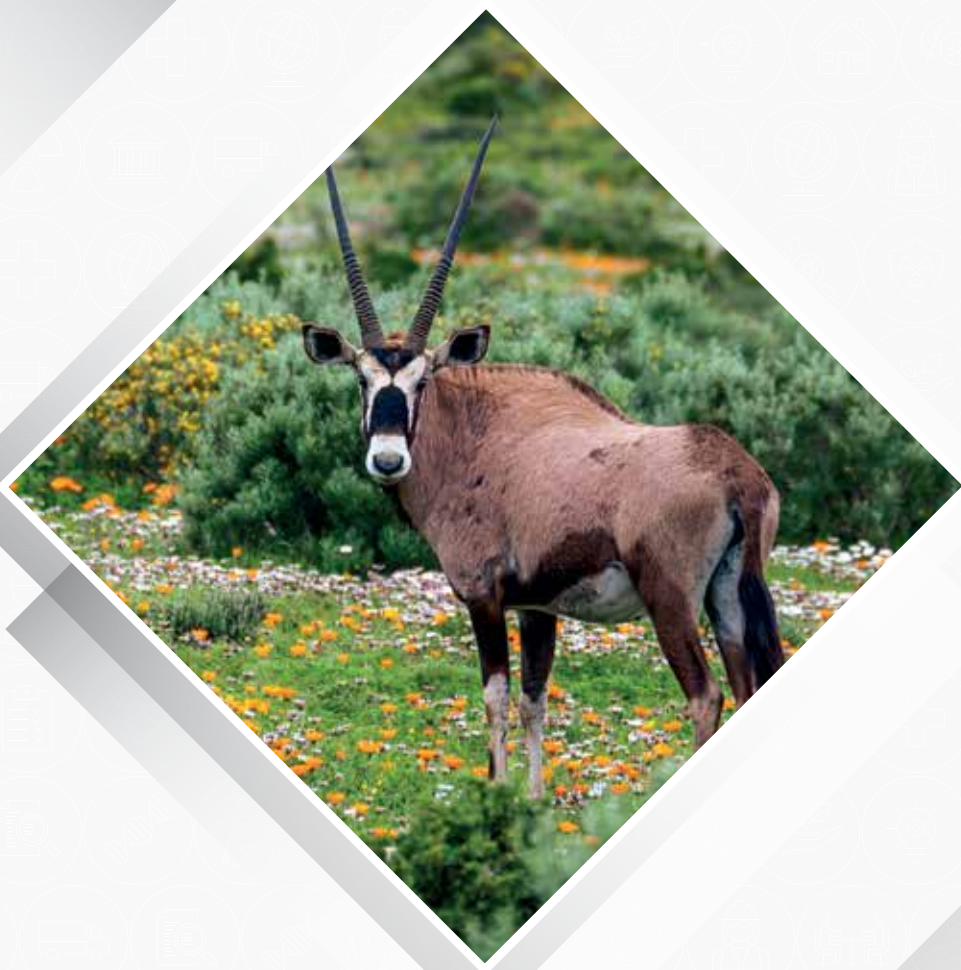


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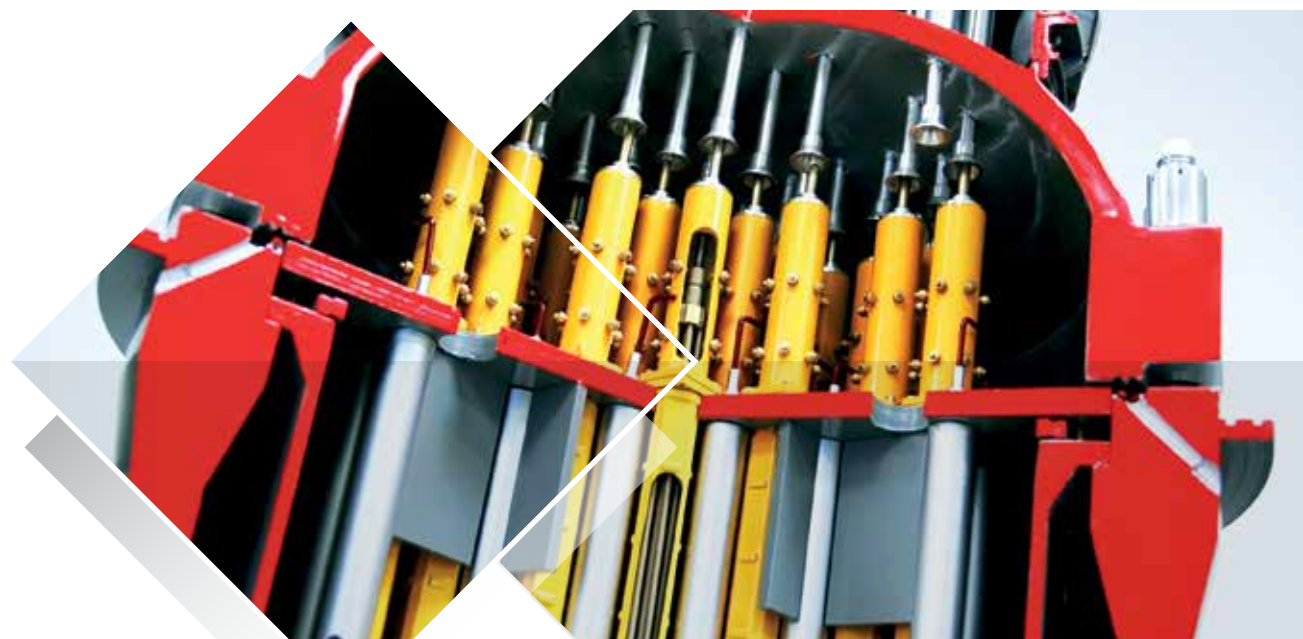
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ABBREVIATIONS

APP	Annual Performance Plan
CEO	Chief Executive Officer
CNSS	Centre for Nuclear Safety and Security
COVID-19	Coronavirus Disease 2019
CSS	Corporate Support Services
DEE	Department of Electricity and Energy
E&T	Education & Training
IAEA	International Atomic Energy Agency
ICT	Information and Communications Technology
KNPS	Koeberg Nuclear Power Station
MTDP	Medium-Term Development Plan
NDP	National Development Plan
NNR	National Nuclear Regulator
NORM	Naturally Occurring Radioactive Material
NPP	Nuclear Power Plant
NTN	Nuclear Technology and NORM
NTWP	Nuclear Technology and Waste Projects
PESTEL	Political, Economic, Social, Technological, Environmental and Legal
PoE	Portfolio of Evidence
POPI	Protection of Personal Information (Act)
PPPFA	Preferential Procurement Policy Framework Act
RERC	Regulatory Emergency Response Centre
RITS	Regulatory Improvement and Technical Services
RNEE	Regulatory Nuclear Emergency Exercise
SANAS	South African National Accreditation System
SCA	Supreme Court of Appeal
SMR	Small Modular Reactor
SWOT	Strengths, Weaknesses, Opportunities, Threats



FOREWORD BY THE CHAIRPERSON OF THE BOARD



On behalf of the Board of Directors of the National Nuclear Regulator (NNR), I am pleased to present our five-year Strategic Plan for the upcoming cycle. As per the Medium-Term Development Plan (MTDP) 2025–2030, this five-year Strategic Plan commences in the 2025/26 planning period and ends in the 2029/2030 planning period as required by the government planning frameworks and guidelines for public entities. This Strategic Plan reaffirms our commitment to effectively regulate the nuclear industry and assure the safe operation of nuclear facilities and activities in South Africa.

Over the past years, the NNR has made significant strides in enhancing its regulatory framework, refining its operational protocols and fostering a culture of excellence and accountability. The NNR executes its mandate and seeks to achieve its strategic intent in a complex environment impacted by ever-evolving global and national factors. The NNR operating environment has numerous complexities, making it essential for the organisation to be proactive, innovative and agile. As the NNR Board, we set the strategic direction for the organisation, ensuring effective corporate governance and stringent regulation of the nuclear industry in South Africa.

To perform the NNR's functions under the National Nuclear Regulator Act, No. 47 of 1999, the Board and the executive team undertake a strategic planning process on an annual basis. This process entails rigorous analysis of our operating environment; reviewing the organisation's vision, mission and values; and setting strategic priorities for the upcoming cycle. The strategy review process has revealed a combination of external and internal factors that converge to impact on the ability of the NNR to

fulfil its mandate. These factors have been appropriately considered and addressed in the Strategic Plan.

Reflected in this Strategic Plan is our renewed vision of aspiring to be South Africa's trusted nuclear and radiation safety regulator, while our mission focuses on regulating the safe use of nuclear and radiation technologies to protect persons, property and the environment against nuclear damage.

This Strategic Plan outlines the actions required for implementation of the NNR's strategy. To ensure that our regulatory practices remain robust, transparent, and aligned with the best international practices, we identified the following key pillars which are linked to our mandate:

- Stakeholder trust and confidence
- Nuclear safety assurance
- Regulatory excellence and independence
- Financial sustainability
- Processes efficiency, high performance, and good governance.

This Strategic Plan is being implemented at an important time as South Africa grapples with several socio-economic challenges exacerbated by the impact of a complex global economy. Supporting the achievement of social and environmental impacts through effective nuclear safety regulation in South Africa is the fundamental focus of the NNR. The Board recognises that a well-regulated nuclear sector is fundamental to achieving this impact.

We remain committed to improving and maintaining good corporate governance to enable the delivery of our strategic priorities. I am confident that the initiatives and strategies detailed in this Strategic Plan will not only bolster our regulatory capabilities but will also contribute to the broader national and global goals of nuclear safety, sustainability, and innovation in the nuclear sector. Our ambition is built on a foundation of accumulated nuclear safety regulatory experience of over 25 years. We are committed to fostering a culture of inclusivity and diversity, ensuring that our organisation remains a place where every individual can thrive and contribute to our collective success.

The insights and feedback we have received from our stakeholders have been instrumental in shaping our strategic direction. For that, I thank all our stakeholders for their continued trust and support.

Protas Phili
Chairperson of the Board

OVERVIEW BY THE CHIEF EXECUTIVE OFFICER



The NNR has come a long way since its inception 25 years ago and has made significant progress along the way. Our new strategy tells the story of where the NNR is going over the next five years, how we intend to get there, and importantly why.

This Strategic Plan provides the direction needed to help the NNR adapt to changing environmental and socio-economic conditions and stakeholder needs. It outlines both the strategic outcomes and operational priorities that address the most relevant opportunities and challenges we foresee over the next five years. The following outcomes and key activities associated with these priorities will help us to determine the progress we are making towards achieving our mission.

Outcomes

- Improved stakeholder trust and confidence in the nuclear safety regulatory role of the NNR
- Increased assurance of nuclear safety for people, property and the environment
- Enhanced emergency preparedness and response in the event of nuclear incidents

- Continuous improvement of regulatory standards and practices through innovation in nuclear safety
- A capable, efficient, and well-governed Regulator.

Key activities

- **Communication and engagement with key stakeholders** – This focus area is aimed at information sharing and communication with stakeholders about nuclear safety and regulatory practices.
- **Regulatory control and compliance enforcement** – This focus area is aimed at nuclear authorisations, reviews and assessments, inspections, investigations, nuclear emergency planning and preparedness, and compliance with international obligations on nuclear safety.
- **Review and updating of safety standards and regulatory practices as appropriate** – This focus area is aimed at regulatory preparedness for regulating exposure to aircraft crew, emerging technologies such as small modular reactors (SMRs) and the use of artificial intelligence.
- **Organisational capability** – This focus area is aimed at ensuring maintenance of sound financial, human resources and risk management frameworks to facilitate achievement of the mandate of the NNR.

Over the next five years, our values will guide our efforts in delivering the strategy. We remain committed to achieving the outcomes which will make the NNR stronger and lay the foundation for a sustainable future.

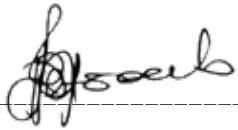
Developing this Strategic Plan was a collaborative and valuable process. I wish to thank the NNR Board of Directors for their strategic guidance, oversight and close interest in and support for the work we do. I am also grateful to team NNR for their commitment and efforts to ensure that we continue to exercise regulatory control as mandated by the NNR Act as well as to achieving operational excellence.

Ditebogo Kgomo
Chief Executive Officer

OFFICIAL SIGN-OFF

It is hereby certified that this Strategic Plan:

- Was developed by the Board of Directors and Management of the NNR;
- Takes into account all relevant policies, legislation and other mandates for which the NNR is responsible; and
- Accurately reflects the impact and outcomes which the NNR will endeavour to achieve over the period of 2025–2030.



Masete Letsoalo

Manager: Strategy and Organisational Performance
Date: 23 January 2025



Ditebogo Kgomo

Chief Executive Officer
Date: 23 January 2025



Dumisani Maluleke

Chief Financial Officer
Date: 23 January 2025



Protas Phili

Chairperson of the Board
Date: 23 January 2025



PART A: OUR MANDATE

1. CONSTITUTIONAL MANDATE

The NNR indirectly derives its constitutional mandate from Section 24 of the Constitution of the Republic of South Africa 1996, which prioritises health, safety, security and the environment. The NNR Strategy seeks to provide reasonable measures to realise protection of persons, property and the environment against the harmful effects of radiation in order to align with Section 24 of the Constitution.

Section 24 of the Constitution provides that everyone has the right:

- a) to an environment that is not harmful to their health or well-being; and
- b) to have the environment protected, for the benefit of present and future generations, through reasonable legislative and other measures that:
 - i) prevent pollution and ecological degradation;
 - ii) promote conservation; and
 - iii) secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development.

2. LEGISLATIVE AND POLICY MANDATE

The NNR is a public entity established and governed in terms of Section 3 of the National Nuclear Regulator Act, No. 47 of 1999.

The fundamental objective of the NNR is to provide for the protection of persons, property and the environment against nuclear damage through the establishment of safety standards and regulatory practices suited for South Africa. To this end, the NNR exercises regulatory control and provides assurance that the use of nuclear energy and technology in South Africa is carried out safely according to legal and regulatory requirements, international principles and good practices.

The table that follows outlines legislation that is applicable to the NNR and requires compliance.

Table 1: Overview of legislation regulating the NNR

Legislation	Legislation
Basic Conditions of Employment Act, No. 75 of 1997	Preferential Procurement Policy Framework Act, No. 5 of 2000
Broad-Based Black Economic Empowerment Act, No. 53 of 2003	Promotion of Administrative Justice Act, No. 3 of 2000
Compensation for Occupational Injuries and Diseases Act, No. 130 of 1993	Protected Disclosures Act, No. 26 of 2000
Constitution of the Republic of South Africa, 1996	Protection of Equality and Prevention of Unfair Discrimination Act, No. 4 of 2000
Electronic Communications and Transactions Act, No. 25 of 2002	Protection of Personal Information Act, No. 4 of 2013
Employment Equity Act, No. 55 of 1998	Promotion of Access to Information Act, No. 2 of 2000
Income Tax Act, No. 58 of 1962	Public Finance Management Act, No. 1 of 1999
Intergovernmental Relations Framework Act, No. 13 of 2005	Regulation of Interception of Communications and Provision of Communications and Provision of Communication-Related Information Act, No. 70 of 2002
Labour Relations Act, No. 66 of 1995	Skills Development Act, No. 97 of 1998
National Archives and Record Service of South Africa Act, No. 43 of 1996	Skills Development Levies Act, No. 9 of 1999
National Environmental Management: Waste Act, No. 59 of 2008	Tobacco Products Control Act, No. 83 of 1993
National Nuclear Regulator Act, No. 47 of 1999	Unemployment Insurance Act, No. 63 of 2001
Occupational Health and Safety Act, No. 85 of 1993	Unemployment Insurance Contributions Act, No. 4 of 2002
Pension Funds Act, No. 24 of 1956	Use of Official Languages Act, No. 2 of 2012

3. INSTITUTIONAL POLICIES AND STRATEGIES

The Revised Framework for Strategic Plans and Annual Performance Plans outlines the accountability of government institutions to the citizens of South Africa, through Parliament, for delivering on national development priorities. Therefore, the NNR's planning documents must be aligned with government priorities relating to nuclear safety.

The framework stipulates that all national, provincial and local government institutions must ensure that the National Development Plan (NDP) priorities are reflected in the institutional Strategic Plans and Annual Performance Plans as described in the Medium-Term Development Plan (MTDP) for the relevant planning cycle.

The NDP priorities, though enduring, are refined annually based on key governmental priorities as highlighted in the annual Opening of Parliament Address. In July 2024, government adopted three priorities to take South Africa forward. The mandate of the NNR is aligned with the third government strategic priority namely, build a capable, ethical and developmental state, which will be achieved through the Regulator's mandate of providing for the protection of persons, property and the environment against nuclear damage.

The Minister of Electricity and Energy, as the Executive Authority of the NNR, identified five priority areas of focus during the 7th Administration of the democratic government, as reflected in Table 2.

Table 2: Department of Electricity and Energy Priority Areas

Ministerial Priority Area	NNR Regulatory Functions
Achieve universal access to electricity: availability, affordability and quality	The NNR will exercise regulatory control to ensure that activities related to the use of nuclear energy and technology are carried out in a safe manner.
Attain sovereign and regional energy security: defend and expand Eskom's share of generation capacity; drive the catalytic programme (green hydrogen); reset the role and place of nuclear; and expand and modernise transmission	
Drive industrialisation and lead innovation	
Qualitatively transform energy demographics: elevate the role of women and youth	
Assert South Africa, continental and global energy leadership	

4. EMERGING POLICIES AND LEGISLATION

The legislation and government policies reflected in Table 3 may bear influence on the strategic focus of the NNR during the planning period.

Table 3: Legislation and Government Policies

Legislation	Implications for the NNR
National Nuclear Regulator Amendment Act, 2024	Implementation of the additional regulatory scope assigned to the NNR, aligned with the strategic focus and performance information (Strategic Plan and Annual Performance Plans) once the Amendment Act commencement date is proclaimed.
Integrated Resource Plan 2019	2 500 MW of new nuclear capacity (once implemented by operators) informs the work/scope of the NNR. The volume of regulatory work is expected to increase.
Radioactive Waste Management Fund Bill, 2022	The NNR will need to ensure and enforce compliance with licensing requirements, where necessary.

The NNR, through its developed policies and plans, endeavours to achieve and sustain the adopted government priority in relation to women, youth and people with disabilities. To achieve this, the NNR will continue with efforts to empower individuals from designated target groups (by means of procurement spent on designated targeted groups) in terms of the Preferential Procurement Policy Framework Act, No. 5 of 2000 (PPPFA). Table 4 outlines the links between the planned performance descriptions and their contribution in line with the NDP, MTDP as well as the Department of Electricity and Energy (DEE) priorities.

Table 4: Planned performance links

Link to NDP	Link to MTDP	Link to DEE Priorities/Outcomes
Chapter 12: Building safer communities - Safety and security also link to infrastructure and access to sustainable livelihoods. - Building safer communities is a holistic activity and involves many stakeholders.	Strategic Priority 3: Build a capable, ethical and developmental state - A capable state plays a key role (direct and indirect) within the economy through regulation, network industries and by creating an enabling environment, and ensuring that law and order are maintained. - Prioritise safety and security of communities and business and the security of national economic and socio-economic assets.	- Achieve universal access: availability, affordability and quality. - Attain sovereign and regional energy security. - Drive industrialisation and lead innovation. - Qualitatively transform energy demographics: elevate the role of women and youth. - Assert South Africa, continental and global energy leadership.

5. RELEVANT COURT RULINGS

The court ruling outlined in Table 5 pertains to the NNR.

Table 5: Relevant court ruling

Case	Summary
The Supreme Court of Appeal case in the matter between The Minister of Mineral Resources and Energy v Becker and Others (1199/23) [2024] ZASCA 106	- The case was an appeal against the decision of the Western Cape High Court which declared the Minister of Mineral Resources and Energy's decision to discharge a Director of the NNR Board unlawful, unconstitutional and invalid and set it aside. - The Minister and the NNR noted separate appeals in the Supreme Court of Appeal (SCA) premised on distinct grounds. A Director of the NNR Board also noted a cross-appeal to enable him to serve a full term of three years. - The SCA dismissed the Minister's appeal thereby confirming the decision of the Western Cape High Court which declared the Minister's decision to discharge a Director of the NNR Board as unlawful, unconstitutional and invalid. - Furthermore, the SCA dismissed a Director of the NNR Board's appeal to serve the full three years of his term



PART B: OUR STRATEGIC FOCUS

6. VISION

South Africa's trusted nuclear and radiation safety Regulator.

7. MISSION

To protect persons, property and the environment by regulating the safe use of nuclear and radiation technologies in South Africa.

8. VALUES

The NNR subscribes to the organisational values set out in Table 6.

Table 6: Values of the NNR

Value	Description
Excellence	Delivering professional and outstanding quality of work, efficiently, effectively, and innovatively.
Integrity	Acting in a non-biased, fair, objective, consistent, honest, reliable and principled way.
Openness and transparency	Openness and transparency in the regulatory decision-making process and the communication of regulatory decisions.
Safety and security	Upholding a culture of safety and security within the organisation, with holders of nuclear authorisations, and in our interactions with all other stakeholders.
Teamwork	Being a cohesive team that works collaboratively to realise common goals to deliver exceptional results.
Caring	Recognising and appreciating our stakeholders by valuing their inputs, being responsive, showing empathy, and creating a safe, secure and supportive working environment.



9. NNR STRATEGIC PILLARS

Table 7: NNR Strategic Pillars

Balanced Scorecard Focus	NNR Strategic Pillar(s)	Headline Problem Areas	NNR Outcomes
Regulatory	Visibility and credibility	STRATEGIC PILLAR 1: Stakeholder trust and confidence (in the nuclear regulatory role of NNR in ensuring safety of nuclear activities)	- Trust issues - Communication and capacity challenges - Need for transparency and stakeholder engagement OUTCOME 1: Improved stakeholder trust and confidence in the nuclear safety regulatory role of the NNR
	Quality core products and services	STRATEGIC PILLAR 2: Nuclear safety assurance	- Service efficiency and standards - Communication and responsiveness - Technological enhancements and verification OUTCOME 2: Increased assurance of nuclear safety for people, property and the environment
		STRATEGIC PILLAR 3: Regulatory excellence and independence	OUTCOME 3: Enhanced emergency preparedness and response in the event of nuclear incidents OUTCOME 4: Continuous improvement of regulatory standards and practices through innovations in nuclear safety
Financial	Financial viability and sustainability	STRATEGIC PILLAR 4: Financial sustainability	- Financing model and debt collection - Inability to diversify funding sources – confined NNR Act OUTCOME 5: A capable, efficient, and well-governed Regulator
Internal Business	Sound internal system/ process quality	STRATEGIC PILLAR 5: Process efficiency, high performance, and good governance	- Inefficient processes and change management - Non-compliance with B-BBEE targets - Delays in processing applications
	Capable, ethical and high-performance organisation		

10. NNR BUSINESS MODEL CANVAS

Table 8: NNR business model canvas

Key Partners	Key Activities	Value Propositions	Stakeholder Relationships	Channels
Cooperative agreement partners: DEE, DSI, DFFE, Treasury, DOH, DWS, DHE, DE&L, COGTA Parliament: Portfolio Committee International and regional bodies: IAEA, bilateral cooperation counterparts, international cooperation and regional forum partners Research and educational institutions: Academia and research institutions Training and development partners: SETAs Affected communities Service providers Labour unions Emergency services: Disaster management and emergency response units Environmental and safety advocates: Non-governmental organisations (NGOs) and advocacy groups	Regulatory oversight and compliance: » Conducting reviews and assessments of nuclear facilities and activities » Issuing necessary authorisations to regulate the nuclear industry » Ensuring compliance through investigations, monitoring, inspections, and enforcement actions » Managing and reporting on compliance with international obligations and general safety compliance of authorisation holders Nuclear safety and risk management: » Developing and updating safety standards and regulatory practices » Conducting environmental verification and monitoring to protect environmental health » Preparing and responding effectively to nuclear emergencies Advisory services: Providing expert advisory services on nuclear safety to the Executive Authority Research and development: Engaging in research, development and innovation activities to advance nuclear safety and regulatory science Capacity building and training: Implementing capacity building initiatives through training and skills development programmes Stakeholder trust and confidence: Engaging with stakeholders to ensure they are informed and reassured about nuclear safety and regulatory practices confidence	Nuclear safety assurance: » Assuring protection of people, property, and environment » Effective emergency preparedness and response Stakeholder trust and confidence: » Building and maintaining public confidence in nuclear safety and regulation » Educating and informing the public about nuclear safety and regulatory practices » Contributing to the global nuclear safety regime and maintaining South Africa's good standing in the international community Regulatory excellence and independence: » Making independent regulatory decisions based on sound scientific and technical grounds » Ensuring transparency and robustness in regulatory practices to maintain high standards of nuclear safety » Advancing nuclear safety and regulatory compliance through research, development and innovation Capacity building: Developing the capacity of the nuclear sector through training, skills development, and nuclear safety support	- Participation in local, regional and international forums Public engagements and information sharing: » Public consultation – (mandatory requirement) » Conduct public hearings – discretionary per Board directive (legislative requirement – amendment Act) - Public safety information forums - Public information sharing initiatives - Leadership role in ensuring transparent engagements on nuclear regulatory matters - Targeted forum engagements with authorisation holders - Early authorisation engagements with new applicants - Responsive handling of authorisation and regulatory inquiries - Regular stakeholder feedback and engagement sessions - Outreach programme (schools) - Quarterly and annual reporting on nuclear safety/compliance	Official website: Centralised platform for information and updates Publications: Reports, safety guidelines, and research publications Training workshops: Sessions for capacity building and stakeholder education Conferences and events: Participation in industry conferences/public forums Direct communication: Newsletters, emails, formal and informal communication Media releases: Press releases and media briefings Social media: Engagement through social media platforms Webinars and podcasts: Online instruments for communicating nuclear safety Traditional media: Newspapers and radio
Stakeholder Segments				Authorisation holders Municipalities Public interest groups Potential authorisation applicants Communities potentially affected by nuclear activities Public at large/SA citizenry Learners (schools)

Key Resources	Revenue Streams	Cost Structure
• Human resources: Skilled workforce, including nuclear engineers, safety inspectors, and regulatory experts • Financial resources: Funding from government, authorisation fees, donations and contributions, and other sources • Technological resources: Advanced monitoring and inspection technologies • Regulatory infrastructure: Facilities/office infrastructure/laboratories/emergency centre • Regulatory framework: Comprehensive legal and regulatory mandates • Compliance: Ensuring compliance with the legal (regulatory) universe • Research facilities: Laboratories and research centres • Information systems: Databases and information management systems • Communication platforms: Channels for stakeholder engagement and public communication • Tools of trade: Hardware, software, and various instrumentation • Education and training infrastructure • Codes and standards	• Authorisation fees: Fees collected from issuing authorisations (86%) • Government funding: Funding from government budget allocations (continued budget cuts) • Application fees: Charges for services to process authorisation applications • Donations and contributions: Potential revenue stream, per NNR Act • Administrative fines: Potential after the NNR Amendment Act commencement date is proclaimed	• Operational costs: Staff salaries, training and development, and inspections • Travel and subsistence: Foreign and local travel • Infrastructure and maintenance, including operating leases • Research and development: Expenses for R&D activities • Information and Communications Technology (ICT)/Technology: Maintenance and upgrades of ICT systems, digitisation, and monitoring systems • Administrative costs: General administrative and overhead expenses • Public communication: Costs for communication and public engagement • Legal and compliance: Legal and compliance-related expenses • Technical support organisations: External support for reviews and assessments • Emergency preparedness: Emergency response planning and execution expenses

11. SITUATIONAL ANALYSIS OF THE NNR

This situational analysis provides a broad overview of the NNR's external and internal environment and defines the organisation's key drivers for the current strategy. For this planning cycle, the NNR applied problem tree, SWOT (strengths, weaknesses, opportunities, threats) and PESTEL (political, economic, social, technological, environmental and legal) analysis to assess its internal and external environment.

A problem tree analysis enables the NNR to analyse its issues using the analogy of a tree where the top of the tree symbolises the visible effects, the trunk of the tree symbolises the current issues facing the organisation, and the roots of the tree symbolise (often hidden) root causes that bring about the effects or impacts.

This analysis allows the NNR to establish causality and to carefully map out its plans with an understanding of cause and effect (see Figures 1, 2, 3 and 4). The possible solutions are addressed as part of our outcomes, outputs, performance indicators and targets.

SWOT and PESTEL analyses are used to identify key external and internal factors that must be taken into consideration during a planning and implementation process. They highlight key issues relating to the context of the organisation which, if not identified and addressed, could critically affect the achievement of the set outcomes over the planning period.



External Problems - Causes and Effects

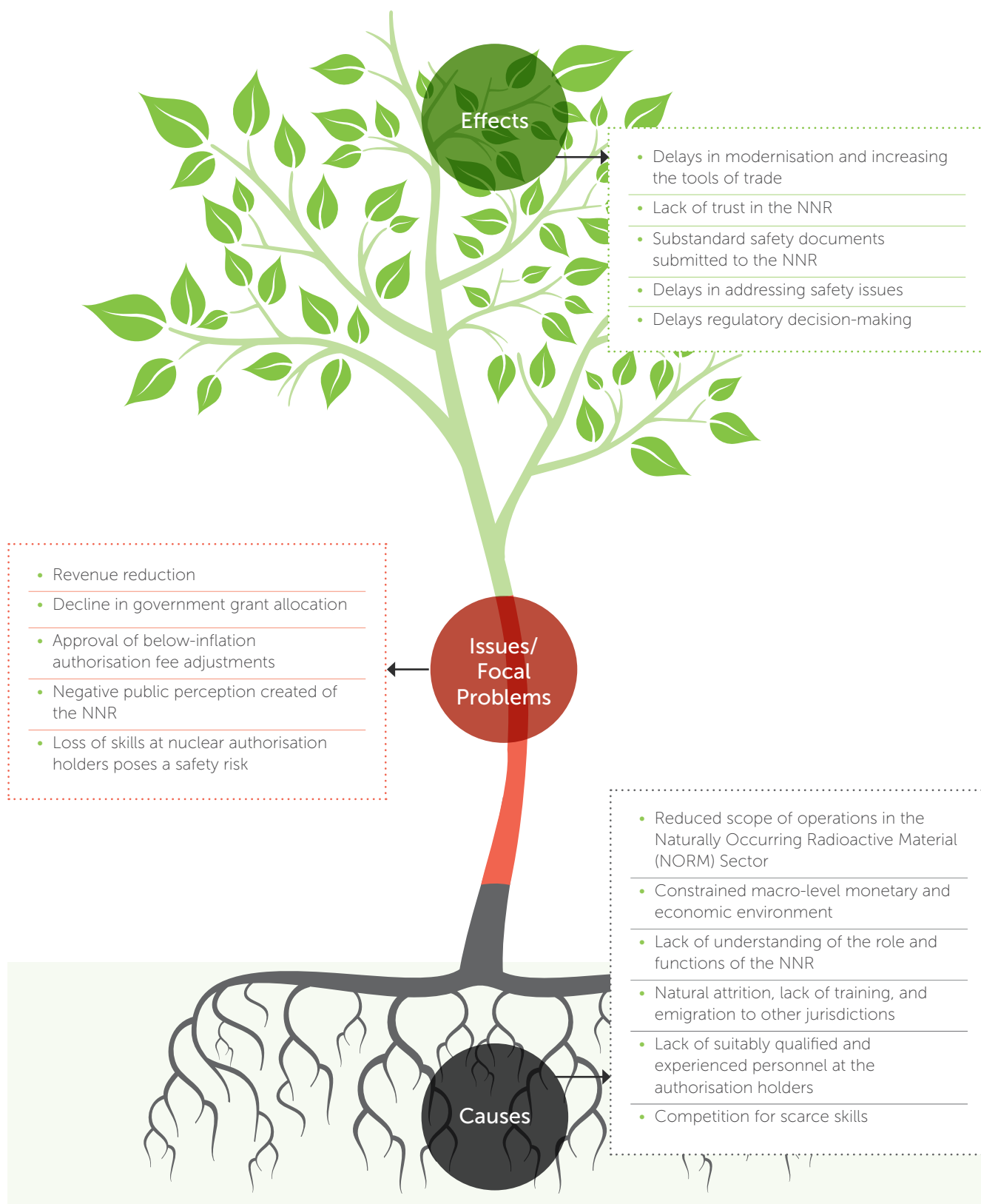


Figure 1: External analysis problem tree

Opportunities to Solve External Problems - Possibilities and Results

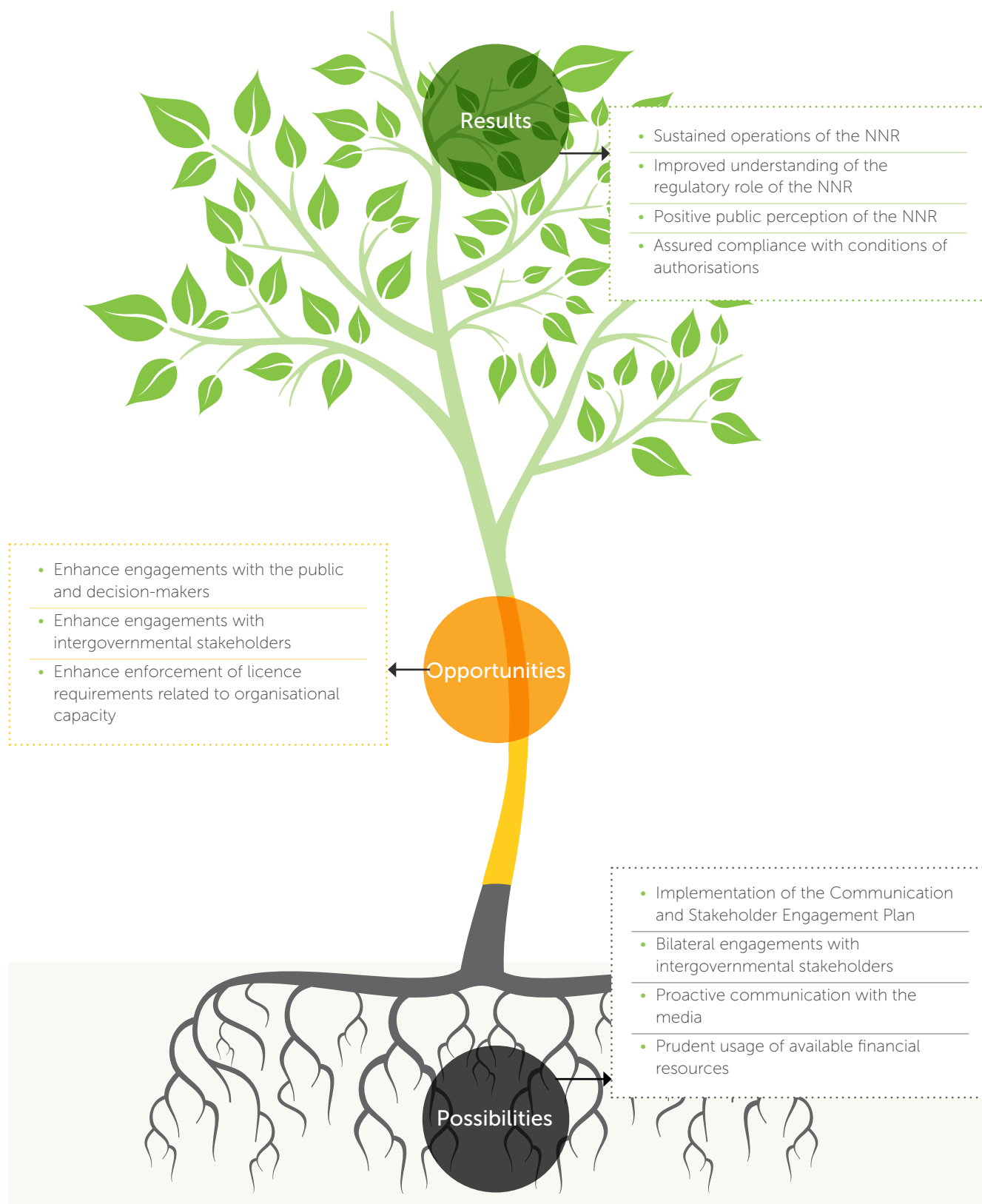


Figure 2: External analysis possible solutions

Internal Problems - Causes and Effects

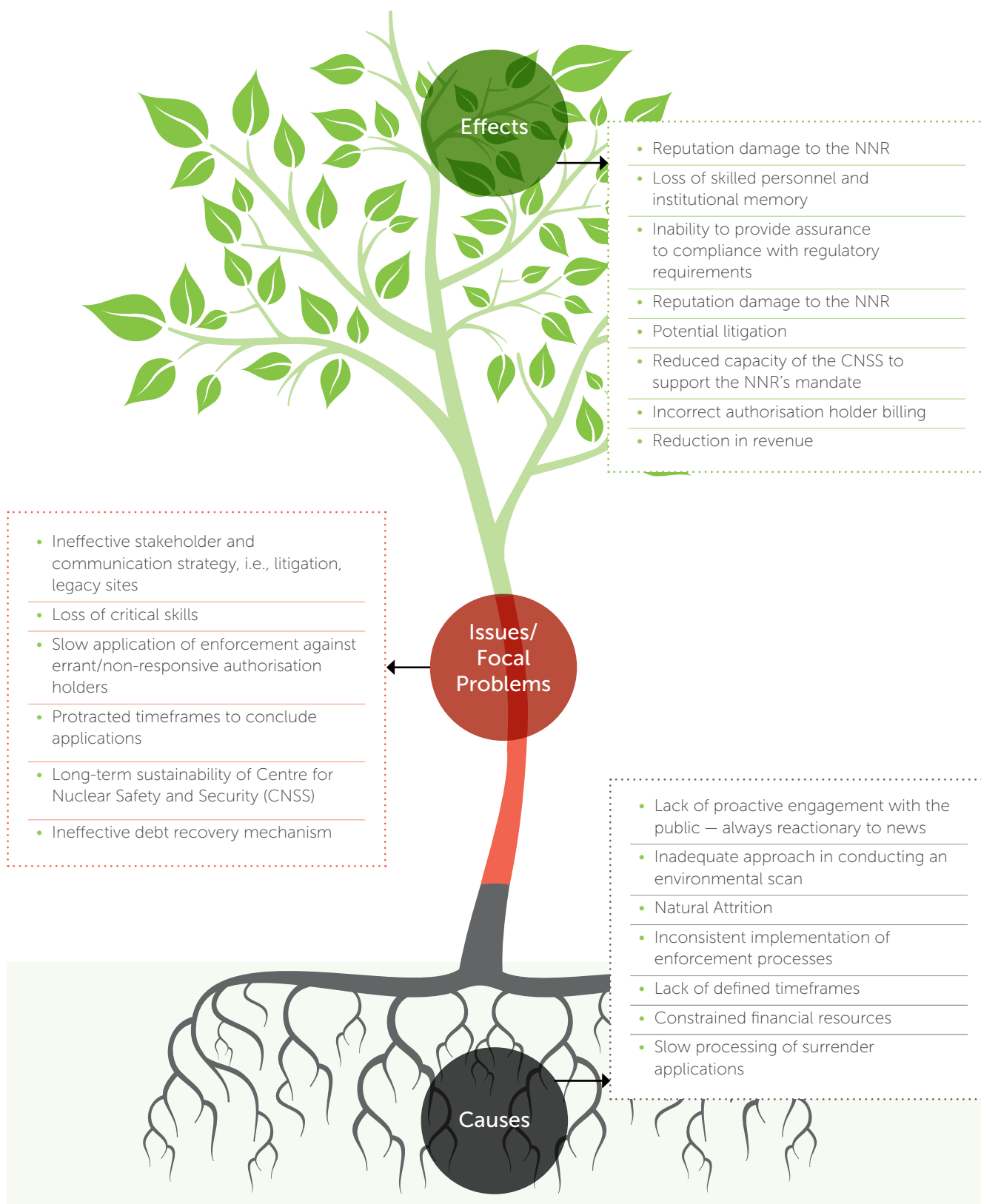


Figure 3: Internal analysis problem tree

Opportunities to Solve Internal Problems - Possibilities and Results

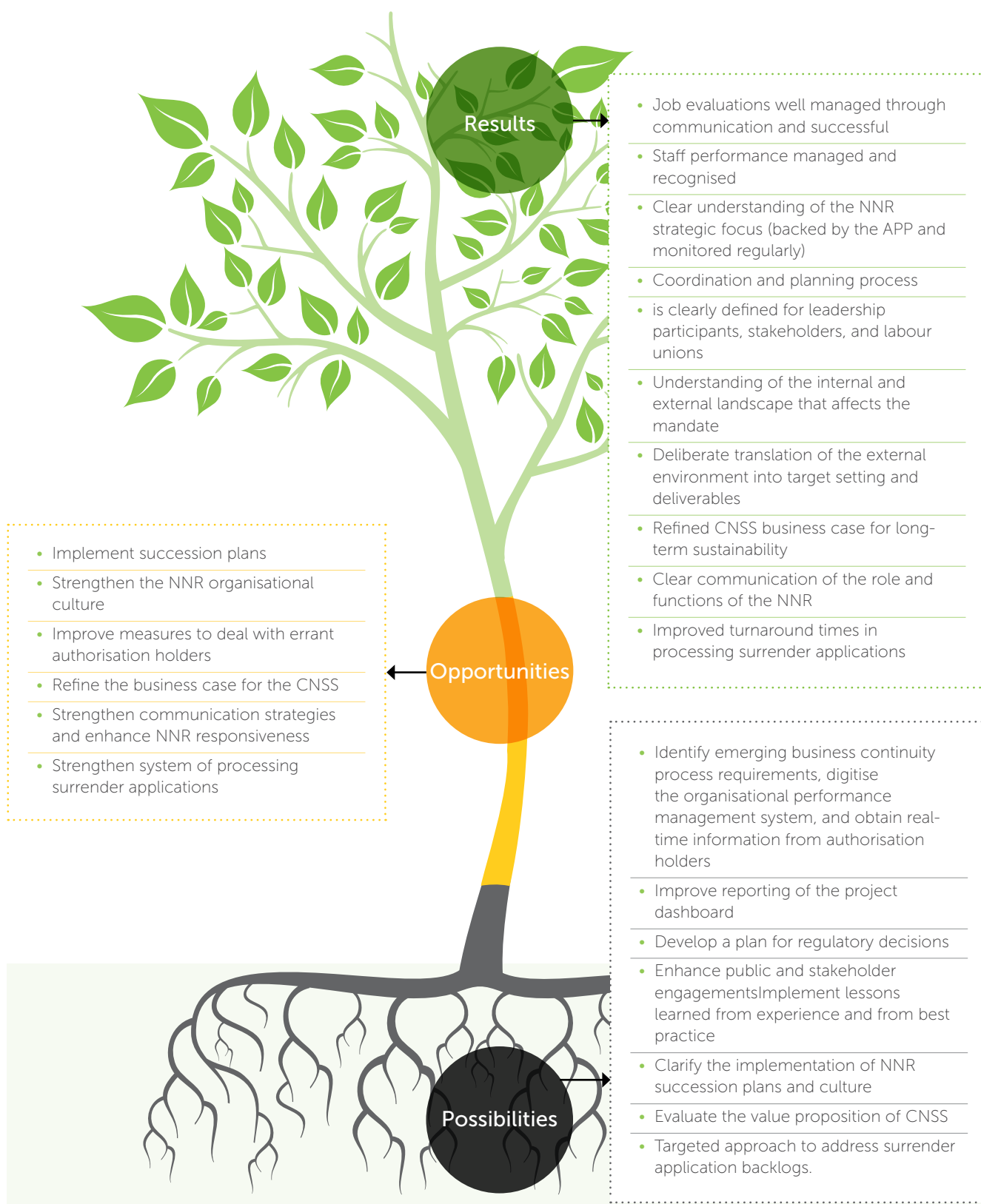


Figure 4: Internal analysis possible solutions

The NNR assessed its internal environment using a SWOT analysis. The outcomes are indicated in Figure 5.



Figure 5: SWOT analysis

A PESTEL analysis evaluates the macro environmental factors that have an impact on the organisation. The NNR analysed political, economic, social, technological, environmental, and legislative and regulatory factors as indicated in Figure 6.

P	E	S	T	E	L
Political	Economic	Social	Technological	Environmental	Legislative And Regulatory
Policy direction Uncertainty of implementation timelines creates planning uncertainties for the nuclear safety regulator.	Stagnant economic growth/ fiscal constraints: - Reduced government grant - Below inflation authorisation fee increases - Cost containment measures Poor economic conditions, resulting in: - Mining surrenders - Non-compliance with conditions of authorisation as authorisation holders may cut corners and compromise safety	Skill shortages: - A shortage of professionals with expertise in nuclear physics, science, and engineering - Loss of skills to other countries that have nuclear programmes Limited public understanding of the NNR's role within the nuclear sector: - Expectation for increased level of stakeholder engagement and transparency Illegal mining and crime threatening regulatory processes	Emerging technologies: - Readiness to license new technologies - Adoption of technological advances Increased prevalence of cyberattacks	Societal demand for clean energy: Potential increase in nuclear applications driven by the need to meet clean energy goals and reduce carbon footprint	Legal framework for nuclear regulation: - Harmonisation and strengthening of compliance with national legislation - Proclamation of the NNR Amendment Act - Lack of integration and inadequacies in the regulation of radioactive sources - Implementation of new sector employment equity targets - Alignment with international standards

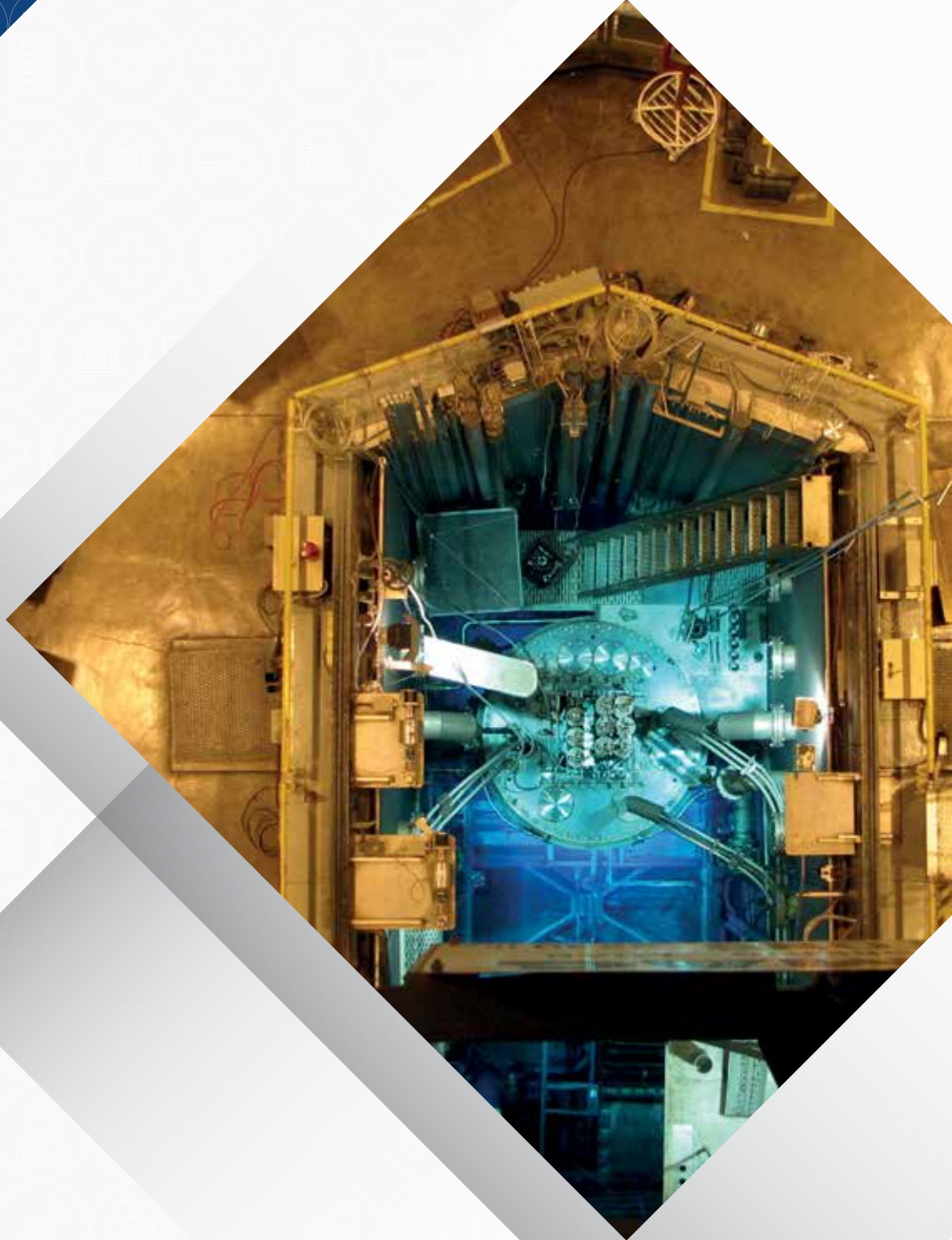
Figure 6: PESTEL analysis



Table 9: Implications of PESTEL factors/key driving forces on the NNR

Factor	Planning Considerations and Implications for the NNR
Political	IRP updates: Policy direction: uncertainty in implementation timelines creates planning uncertainties for the nuclear safety regulator.
Economic	1. Inadequate funding due to reduced government grant and below inflation increases in authorisation fees: - Retention of staff: » Salary competitiveness: Inadequate funding impacts the NNR's ability to offer competitive salaries, leading to challenges in retaining skilled staff. This could result in increased turnover rates and loss of institutional knowledge. » Career development: Limited resources for professional development and training can affect staff morale and reduce opportunities for career advancement, further impacting retention. - Programme funding: » Operational programmes: Insufficient funding could hinder the NNR's ability to effectively run its regulatory programmes, including safety inspections, compliance monitoring, and public communication efforts. » Research and development: Lack of financial resources may limit investment in research and development, critical for keeping up to date with technological advancements and improving regulatory practices. - Government grant reduction: » Budget constraints: Reduced government grants will compel the NNR to prioritise its activities to fit the available budget which may result in reduced coverage or increased turnaround time to complete activities. 2. Operational efficiency - Cost containment measures may affect the NNR's ability to perform its regulatory functions effectively. - Impact on quality: Reduced staffing and resource constraints could lead to a decline in the quality and thoroughness of regulatory activities, potentially increasing the risk of oversight failures. - Government support: Strong backing from the government is essential in terms of funding, and legislative backing for regulatory functions.
Social	1. Inadequate capacity in nuclear physics and science/engineering: - Skill shortages: » A shortage of professionals with expertise in nuclear physics, science, and engineering due to inadequacies in higher education programmes affects the NNR's ability to maintain a robust regulatory workforce. 2. Public/stakeholder limited understanding of the NNR's role: - Awareness and education: » Role clarification: Limited understanding regarding the NNR's role in nuclear safety. » Communication strategies: Enhanced communication strategies will adequately inform and educate the public and stakeholders about the NNR's functions and the safety measures in place. 3. Illegal mining threatening regulatory processes: - Regulatory effectiveness: » Regulatory disruption: Illegal mining activities pose a threat to regulatory processes by creating unsafe conditions and unregulated exposure to radioactive materials. » Safety risks: These activities can undermine the NNR's efforts to ensure safety and compliance, increasing risks to physical security of NNR staff members.

Factor	Planning Considerations and Implications for the NNR
Technological	1. Readiness to license SMRs: - Regulatory preparedness: » Licensing frameworks: The NNR may need to develop and refine licensing frameworks which consider the novelty of SMR designs. » Staff training: Adequate training programmes for regulatory staff are essential to ensure they possess the necessary knowledge and skills to evaluate and license SMR technologies. 2. Adoption of technological advances: - Automation of business processes: » Efficiency improvements: Implementing automation in business processes, such as training and learner management systems, online submissions, and regulatory workflows, can enhance efficiency and reduce administrative burdens. » Data management: Advanced data management systems are crucial for managing the increasing volume and complexity of information related to nuclear regulation.
Environmental	Societal demand for a clean environment (including nuclear power): Potential increase in nuclear applications driven by the need to meet clean energy goals and reduce carbon footprint.
Legislative and regulatory	1. Harmonisation and strengthening of compliance with national legislation: - Ensuring compliance with national legislation on nuclear safety, including sources and radioactive waste, is a critical function of the NNR. » Standardisation: Harmonising existing regulations to create a cohesive framework. » Continuous improvement: Regularly updating regulations to strengthen safety and compliance measures. 2. Impact of the NNR Amendment Act: - The NNR Amendment Act is set to impact the NNR's operations by enhancing the scope of the regulatory authority, and expanding the NNR's authority and responsibilities to better regulate the nuclear sector for safe use of nuclear energy and nuclear technology. » Develop regulations and guidelines: Create regulatory guidance and positions that align with the amended legislation. » Ensure clarity and consistency: Provide clear guidance to stakeholders on compliance requirements under the amended legislation. 3. Harmonisation of regulation of radioactive sources: - Fragmented oversight: There may be gaps or inefficiencies in regulation. - Regulatory gaps: Existing laws may not fully address all aspects of radioactive source management, necessitating comprehensive revisions. 4. Development and implementation of new EE sector targets: - New sector targets may impact the NNR's current employment equity (EE) plans: » Adjustment of goals: Revision of targets and strategies to align with new sector-specific objectives. » Resource allocation: Ensure adequate resources are directed towards meeting new targets. 5. Alignment with international standards: - Aligning with international best practices and standards can help in maintaining high regulatory standards and fostering global cooperation.



PART C: MEASURING OUR PERFORMANCE

The Revised Framework for Strategic Plans and Annual Performance Plans adopts the results-based approach illustrated in Figure 7, which shows the link between the various performance information concepts and stages. It is used with other planning tools to consider all factors contributing to the achievement of the intended results.

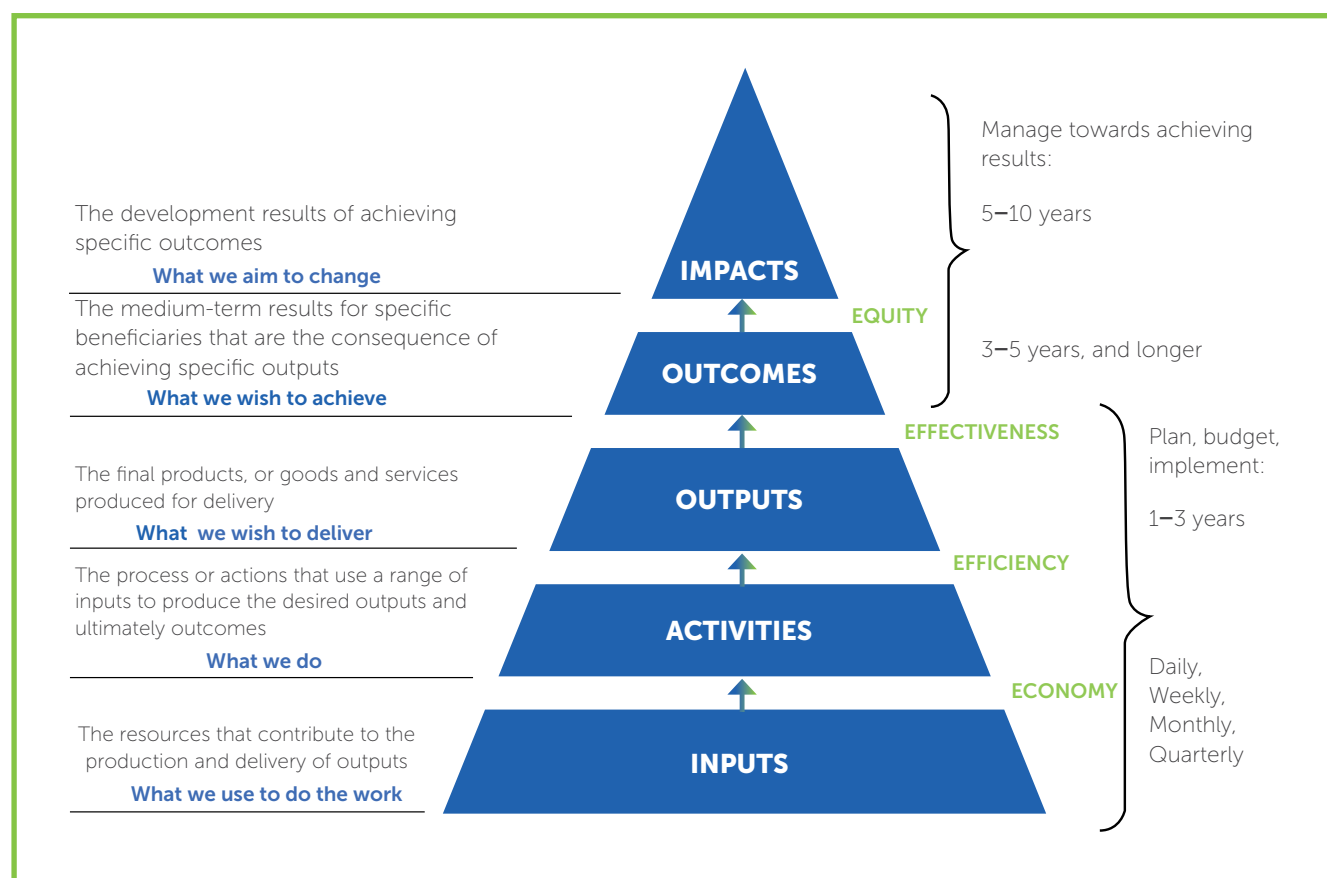


Figure 7: Results-based concepts

Source: Framework for Managing Programme Performance Information (2007)

The Revised Framework should be implemented by both national and provincial spheres of government and requires institutions to provide an impact statement to which they contribute in line with the legislative or policy mandate.

The NNR monitors and enforces regulatory safety standards to achieve safe operating conditions, prevent nuclear accidents or mitigate nuclear accident consequences, and thus protect persons, property and the environment against the potential harmful effects of ionising radiation or radioactive material.

The Regulator's medium- to long-term impact statement is supported by its vision and mission statements and will contribute to government priority 3 of 2024–2029 MTDP, namely, **build a capable, ethical and developmental state**.

12. INSTITUTIONAL PERFORMANCE INFORMATION

12.1 Impact Statement

A South Africa that is safe from nuclear and radiation damage and assured protection of persons, property, and the environment

12.2 Measuring our outcomes

Table 10: Outcomes, outcome indicators, baseline and targets

MTDP Strategic Priority	Build a Capable, Ethical and Developmental State		
NNR Outcomes	Outcome Indicator	Baseline	Five-year Target
Improved stakeholder trust and confidence in the nuclear safety regulatory role of the NNR	Level of stakeholder's perception	No baseline	Improved level of stakeholder trust and confidence
Increased assurance of nuclear safety for people, property and the environment	% of inspections, and reviews and assessments undertaken as per the annual plan	100% of planned inspections, reviews and assessments undertaken	100% of planned inspections, reviews and assessments undertaken
Enhanced emergency preparedness and response in the event of nuclear incidents	Measure and report on the effectiveness of the emergency preparedness and response by authorisation holders	No baseline	Enhanced effectiveness of the emergency preparedness and response by authorisation holders
	Measure and report on the effectiveness of the emergency preparedness and response by the NNR	No baseline	Enhanced effectiveness of emergency preparedness and response to nuclear or radiological emergency by the NNR
Continuous improvement of regulatory standards and practices through innovations in nuclear safety	% of regulatory processes with determined timelines developed	No baseline	100% of regulatory processes with determined timelines developed
	% compliance with specified processing timelines	No baseline	100% compliance with specified processing timelines
A capable, efficient, and well-governed Regulator	External audit outcome	Unqualified audit opinion with no material findings	Unqualified audit opinion with no material findings

12.3 Explanation of planned performance over the planning cycle

Outcomes are to be achieved in line with the organisation's policies and strategies. The planned performance is linked to the NNR's targets and outcomes and contributes towards achieving the NDP and Medium-Term Developmental Plan priorities, particularly towards government priority 3 of 2024–2029, namely, **build a capable, ethical and developmental state**.

The NNR adopted the outcomes listed below for the five-year planning cycle. The outcomes are reviewed annually for relevance and to ensure alignment with prevailing circumstances.

Outcomes:

- Improved stakeholder trust and confidence in the nuclear safety regulatory role of the NNR
- Increased assurance of nuclear safety for people, property and the environment
- Enhanced emergency preparedness and response in the event of nuclear incidents
- Continuous improvement of regulatory standards and practices through innovations in nuclear safety
- A capable, efficient, and well-governed Regulator.

These outcomes will be achieved through four programmes, as outlined below.

12.3.1 Programme 1: Administration

The administration programme, which comprises the Office of the CEO, Corporate Support Services and Finance, provides strategic leadership, management of operations, and support services to the National Nuclear Regulator.

Legal, Risk and Compliance

The Legal, Risk and Compliance Department in the Office of the CEO is responsible for the provision of legal services, enterprise risk management and the monitoring of legislative compliance within the organisation. The department manages potential litigation by conducting regular reviews and updates of the NNR regulatory universe to ensure compliance with legislation.

Corporate Support Services

The Corporate Support Services (CSS) sub-programme provides a wide range of cross-cutting services to enable the NNR to deliver on its organisational and regulatory outcomes. These include, among others, Human Resource Management, Information and Communications Technology (ICT), and Communication and Stakeholder Relations Management. The NNR plans to conduct a stakeholder perception survey that will provide valuable insights to assist in improving stakeholder relations. The improvement of business processes will enable the Regulator to be efficient and effective, while the implementation of the ICT Security Plan will ensure protection of NNR assets and information. The Regulator, through the Communications and Stakeholder Relations Department, and in collaboration with Technical Programmes, will publish information relating to regulatory processes and decisions to the public.

Finance

The Finance sub-programme provides organisational support in financial management and administration. The Regulator's financial activities are managed in line with the Public Finance Management Act, No. 1 of 1999 (PFMA) and National Treasury Regulations, and reported in accordance with Generally Recognised Accounting Practice. The financial statements will be submitted to the relevant authorities within the prescribed timelines and to the Auditor-General of South Africa for audit. The NNR procures goods and services from designated target groups in accordance with Supply Chain Management Policy and the Preferential Procurement Policy Framework Act (PPPFA). This ensures that previously disadvantaged individuals are included in economic activities.

12.3.2 Programme 2: Nuclear Power Plant

The Nuclear Power Plant (NPP) Programme conducts regulatory control over the Koeberg Nuclear Power Station (KNPS) and processes applications related to the lifecycle of new NPP's. The NPP Programme's main responsibility is to ensure that the plant is being operated and maintained in accordance with the current licensing basis of the plant.

The operator performs regular modifications and safety improvements to the plant and licensing basis in response to operational experiences and outcomes of safety reassessments, including periodic safety reviews.

Changes to the current licensing basis are subject to regulatory approvals. The NPP Programme processes

applications for modifications to the plant and the licensing basis, conducts compliance assurance inspections, and enforces actions to ensure compliance with the licence conditions.

In addition, the NPP Programme regularly processes nuclear vessel licence authorisations for transporting unirradiated nuclear fuel to the site and supports the licensing of vessels propelled by nuclear power as required.

The NPP Programme has the following three functional arrangements, viz. assessments, projects and inspections.

In addition to the regulatory oversight of KNPS, the NPP Programme is responsible for processing new nuclear installation licence applications and is currently processing two (Thyspunt and Duynefontyn) nuclear installation site licence applications. The NPP is responsible for the coordination of the national report for the Convention on Nuclear Safety to the IAEA in compliance with international reporting obligations on nuclear safety and radiation protection.

12.3.3 Programme 3: Nuclear Technology and Naturally Occurring Radioactive Material

The Nuclear Technology and Naturally Occurring Radioactive Material (NTN) Programme comprises two sub-programmes:

Nuclear Technology and Waste Projects (NTWP)

The NTWP sub-programme focuses on the regulation of nuclear technology and waste projects including the various nuclear and radiation facilities at the Necsa Pelindaba site and the Vaalputs National Radioactive Waste Disposal Facility. Any other matter that deals with nuclear technology and which is not associated with the NPP Programme or NORM sub-programme primarily falls under the purview of the NTWP sub-programme. The sub-programme comprises two business units: assessments and inspectorate.

Naturally Occurring Radioactive Material (NORM)

The NORM sub-programme focuses on regulation of facilities and activities involving NORM and public radiation exposure from radon. The sub-programme comprises three business units: assessments, inspectorate and contaminated sites.

The NTN Programme is responsible for the regulation of nuclear and radiation safety as well as physical security of authorised facilities. The programme makes recommendations regarding the issuing of nuclear authorisations including Nuclear Installation Licences (NIL), Nuclear Vessel Licences (NVL), Certificates of Registration (CoR), Certificates of Exemption (CoE) and Certificates of Package Design Approval for transport packages as well as amendments thereto.

The NTN Programme:

- conducts reviews and assessments of safety case documents relating to authorised facilities and activities as well as applications for new nuclear authorisations or the surrender of existing nuclear authorisations.
- undertakes compliance assurance, which includes conducting inspections, investigations, surveillance and environmental monitoring and sampling relating to facilities and activities involving:
 - » NORM
 - » nuclear technology
 - » radioactive waste management.
- undertakes regulatory enforcement actions related to identified or reported non-compliance with the Act, Regulations issued under the Act or conditions of nuclear authorisations.
- evaluates contamination arising from past activities and exposure of the public to indoor radon by conducting surveys.

The NTN Programme is also responsible for the coordination of the national report on compliance with obligations under the Joint Convention on Safety of Spent Fuel Management and on the Safety of Radioactive Waste Management (Joint Convention).

12.3.4 Programme 4: Regulatory Improvement and Technical Services

The purpose of the Regulatory Improvement and Technical Services (RITS) Programme is to provide technical support services as and when required by the technical programmes. Its functions include, among others, in-depth nuclear safety reviews and assessments for all regulated facilities, independent verification by computer codes, emergency preparedness and response services, laboratory services, development of regulatory standards, regulatory improvement projects, and coordination of physical security, nuclear safety and security culture functions.

The Emergency Preparedness and Response Department is responsible for regulating the emergency preparedness and response arrangements of the authorisation holders, including conducting and evaluating regulatory emergency exercises at authorisation holders' facilities. The Regulator conducts regulatory emergency exercises at authorisation holders' facilities (Necsa, KNPS & NUFCOR) to determine the level of effectiveness of the emergency preparedness and response plans and procedures by the authorisation holders and further evaluate the effectiveness of the Regulatory Emergency Response Centre (RERC) plans and procedures.

The Radionuclide Analysis at the Laboratory independently determines the levels of radioactivity in environmental samples taken from regulated facilities for compliance assurance purposes. Samples are analysed using gamma spectroscopy, alpha spectroscopy, gross alpha/beta counting and liquid scintillation counting and the test results are reported to the programmes. The laboratory has a programme of accreditation for all its test methods to ensure that measurement results are reliable and comparable with international laboratories. The accreditation of new methods will be implemented over the next three to five years.

To improve the efficiency and effectiveness of the NNR, the Regulations, Standards Development & Nuclear Projects Department will coordinate the development of regulatory process timelines. Adherence to these response timelines will be measured on a quarterly basis.

To continuously improve regulatory standards and practices in nuclear safety, the Centre for Nuclear Safety and Security (CNSS) will coordinate and offer nuclear safety and security education programmes on an annual basis to enhance nuclear radiation safety and security expertise.



13. KEY RISKS AND RISK MITIGATION MEASURES

Table 11: Key risks and risk mitigation measures

Outcome	Key Risk	Risk Mitigation
Improved stakeholder trust and confidence in the nuclear safety regulatory role of the NNR	Lack of stakeholder baseline perception index	- Conduct a baseline stakeholder perception survey and report on the results. - Conduct regulatory information-sharing sessions with stakeholders and report on the sessions held. - Publish relevant regulatory information of public/ stakeholder interest on the NNR website.
Increased assurance of nuclear safety for people, property and the environment	Inconsistency in implementation of enforcement actions	- Continuous maintenance of the non-compliance databases. - Review and update PRO-ENF-001, PRO-ENF-002 and WIN-ENF 001. - Conduct workshops for inspectors on the updated PRO-ENF-001, PRO-ENF-002 and WIN-ENF 001. - Implement the Work Instruction for Inspectors on the implementation of enforcement actions.
	Failure to complete compliance assurance activities on time (inspections, environmental verification, investigation, etc.)	- Fill existing vacancies that are funded as they arise, subject to NNR cost containment measures. - Review and adjust the work plans in response to the inability to conduct compliance assurance activities (e.g. social unrest, illegal mining).
	Failure to complete reviews, assessments and decisions on applications for nuclear authorisations within agreed timelines	- Reprioritise resources and reassign to critical areas, where needed. - Fill existing vacancies that are funded as they arise, subject to NNR cost containment measures.
	Lack of South African National Accreditation System (SANAS) accreditation for all currently planned NNR Laboratory methods	- Complete SANAS Technical Requirement Form (F 49) in preparation for SANAS assessment of Alpha Spectrometry Ra, Th and U in water. - Clear the non-conformances raised by SANAS during the assessment: Alpha Spectrometry Ra, Th and U in water. - Participate in the inter-laboratory comparison studies.
Enhanced emergency preparedness and response in the event of nuclear incidents	Inadequate measures to verify compliance with regulatory requirements for emergency preparedness and response	- Develop and implement a Guideline for Reviews of Authorisation Holder's Emergency Plans. - Develop a system to quantify and trend emergency exercise findings. - Follow up with programmes on the implementation of corrective actions from the exercise and possible enforcement actions. - Develop and implement a consistent approach and procedure for review and evaluation of authorisation holder's emergency exercise findings.
Continuous improvement of regulatory standards and practices through innovations in nuclear safety	Timelines not determined/ defined for all/most regulatory core processes	- Develop response timelines for 2 core processes: » Authorisation process » Review and assessment process.
	Lack of structured approach to training and capacity development	- Develop partner institution/project-specific agreements. - Approve framework for contracting with individual experts or retired experts to mitigate skills shortage. - Amend project agreements. - Roll out the Learner Management System. - Develop a process for the CNSS Education and Training Programme.

Outcome	Key Risk	Risk Mitigation
A capable, efficient, and well governed Regulator.	Successful legal challenges against the NNR	- Review and update the NNR regulatory universe. - Assess, monitor and report on Protection of Personal Information (POPI) Act compliance on a quarterly basis. - Assess, monitor and report on legislative compliance on a quarterly basis. - Conduct annual refresher training on the POPI Act. - Improve the data leakage configuration to inform ICT when serious breaches occur.
	Compromise to information assets	- ICT Annual Security Plan - Annual Business Continuity Management System Plan
	Failure to procure from designated targeted groups may result in inability to reach the set target	- Engage with service providers on the NNR's procurement processes where necessary. - Continuously test the market and procure from designated targeted groups in accordance with Supply Chain Management Policy, and Preferential Procurement Policy Framework Act.
	Inability to sustain the NNR financially	- Continue monitoring financial compliance of authorisation holders. - Implement cost-containment measures as issued by National Treasury. - Cost optimisation practiced by divisions. - NORM to maintain list of authorisation holders that is updated quarterly. - Develop annual authorisation invoicing list for approval by the Board.
	Failure to achieve a desired audit outcome (Unqualified audit opinion)	Implement the PFMA, GRAP standards, internal policies, processes and procedures continuously.





PART D: TECHNICAL INDICATOR DESCRIPTIONS

Table 12: Technical indicator descriptions

Outcome	Improved stakeholder trust and confidence in the nuclear safety regulatory role of the NNR
Indicator title	The indicator is aimed at addressing gaps identified by the baseline survey with the aim of improving stakeholder trust and confidence in the work of the Regulator
Definition	To determine stakeholder's perception levels and implement actions as per the recommendations of the survey results
Source/collection of data	Survey Results Report
Method of calculation	To be determined after the baseline survey
Assumptions	• External stakeholders participate in the survey • External environment conducive for data collection • Budget available to commission external professional service provider • Timeous internal procurement process implemented
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Desired performance	Improved stakeholder trust and confidence in the nuclear safety regulatory role of the NNR
Indicator responsibility	Divisional Executive: Corporate Support Services (CSS)

Outcome	Increased assurance of nuclear safety for people, property and the environment
Indicator title	% of inspections, and reviews and assessments undertaken as per the annual plan
Definition	• The number of regulatory inspections conducted based on the compliance assurance plan • The number of reviews and assessments undertaken to assess compliance and ensure effective nuclear and radiation safety regulation
Source/collection of data	• Compliance Assurance Plan • Inventory of inspections, and reviews and assessments conducted • Authorisation holder documentation/submissions and requests for various approvals to the NNR • Database of submissions • Letters to authorisation holders or applicants informing them of inspection/ review and assessment outcomes
Method of calculation	$\frac{\text{Actual performance}}{\text{Planned performance}} \times 100$
Assumptions	• Availability of NNR human and financial resources • Availability of authorisation-holder personnel • Availability of tools and equipment • NNR allowed unfettered access to sites
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Desired performance	Inspections, and reviews and assessments undertaken for effective nuclear and radiation safety regulation
Indicator responsibility	Divisional Executives: NPP, NTN, RITS

Outcome	Enhanced emergency preparedness and response in the event of nuclear incidents
Indicator title	Level of effectiveness of the emergency preparedness and response plans and procedures by authorisation holders
Definition	Evaluation of authorisation holder's emergency preparedness and response plans by conducting Regulatory Nuclear Emergency Exercises (RNEE)
Source/collection of data	Documentation prepared and generated during the conducting of an RNEE at authorisation holder's premises
Method of calculation	$\frac{\text{Actual performance}}{\text{Planned performance}} \times 100$
Assumptions	• Availability of financial and human resources • No external factors such as pandemics
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Desired performance	Enhanced level of effectiveness of emergency preparedness and response plans and procedures by authorisation holders
Indicator responsibility	Divisional Executives: NPP, NTN, RITS

Outcome	Enhanced emergency preparedness and response in the event of nuclear incidents
Indicator title	Level of effectiveness of the RERC to respond to nuclear or radiological emergency
Definition	Evaluation of the RERC Emergency Plan and Procedures when conducting emergency drills, exercises and quality assurance
Source/collection of data	Documentation prepared and generated during the conducting of the RERC drill/exercise
Method of calculation	$\frac{\text{Actual performance}}{\text{Planned performance}} \times 100$
Assumptions	• Availability of financial and human resources • No external factors such as pandemics
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Desired performance	Enhanced level of effectiveness of the NNR to respond to nuclear or radiological emergencies
Indicator responsibility	Divisional Executives: NPP, NTN, RITS

Outcome	Continuous improvement of regulatory standards and practices through innovations in nuclear safety
Indicator title	Percentage of regulatory processes with determined timelines
Definition	Determination of timelines for the implementation of specific regulatory processes
Source/collection of data	Regulatory processes applicable to holders
Method of calculation	$\frac{\text{Actual performance}}{\text{Planned performance}} \times 100$
Assumptions	- Available processes to collect and process data - Availability of human and financial resources - No external factors such as COVID-19 or public events preventing access to the data for the assessments
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Desired performance	100% compliance with specified processing times
Indicator responsibility	Divisional Executives: NPP, NTN, RITS

Outcome	A capable, efficient, and well-governed Regulator
Indicator title	External audit outcome
Definition	Auditor's opinion expressed on the financial statements and compliance with Generally Recognised Accounting Practice (Standards of GRAP) and the requirements of the Public Finance Management Act, No. 1 of 1999 (PFMA). Conclusion on the usefulness and reliability of reported performance information. Audit includes audit of all processes in the organisation over-and-above financial Statements and Programme Performance information audits, i.e. Corporate Support Services, Office of CEO, Governance, etc.
Source/collection of data	- External Audit report - Financial Statements - Audit Action Plan - Annual Performance Report - Annual Performance Plan
Method of calculation	$\frac{\text{Actual performance}}{\text{Planned performance}} \times 100$
Assumptions	- No changes in legislation and planning framework - External auditors available to conduct regulatory audit
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Desired performance	To obtain a clean audit outcome for the NNR's financial and performance information audit
Indicator responsibility	Chief Financial Officer



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