CSN CONSEJO DE SEGURIDAD NUCLEAR

CSN Strategic Plan

2026 - 2030

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CSN Strategic Plan 2026 - 2030

A plan aimed at the effective implementation of the **risk-informed graded approach** and at strengthening a solid **nuclear safety culture** that reinforces the **Nuclear Safety Council** in its regulatory mission of nuclear safety and radiation **protection**, as a modern and agile public service in an environment characterised by technological advances.

We live in a time in which technological progress is advancing at an unprecedented rate, transforming our society, our tools and our forms of organisation. In this context of accelerated change, the commitment of the Nuclear Safety Council (CSN) remains unchanged: to protect workers, the population and the environment from the harmful effects of ionising radiation, with independence, rigour and responsibility.

For more than four decades, the Nuclear Safety Council (CSN) has consolidated its role as an effective, independent and internationally recognised regulatory body. This new Strategic Plan 2026–2030 has been developed with the aim of further strengthening that position, incorporating a modern vision adapted to emerging challenges. A plan built on the basis of accumulated experience and with its sights set on the future.

The challenges we face are multiple and complex: the transition scenario of the Spanish nuclear fleet, the implementation of the risk-informed graded approach, the promotion of digitalisation, the incorporation of artificial intelligence, generational renewal, and the strengthening of cybersecurity. All of this without losing sight of our essential mission or the values that underpin our actions.

This Strategic Plan reinforces the importance of nuclear safety culture as the backbone of all our functions. We are committed to effective and proportionate regulation, to accountability, to a high-quality public service and to an organisation that places people at the centre. Our goal is to continue to be an agile, competent, transparent and approachable institution that inspires confidence among the public.

We face a new strategic cycle with determination and confidence, aware that the changes our environment is facing require a prepared and cohesive Council. This plan is not only a roadmap; it is also an expression of our determination to continue to be guarantors of nuclear safety and radiation protection in Spain.

Therefore, with this new Strategic Plan 2026–2030, the CSN renews its commitment to society, strengthening its role as a leading regulatory body and moving towards a safer, more transparent and more participatory future.

Juan Carlos Lentijo
President of the CSN

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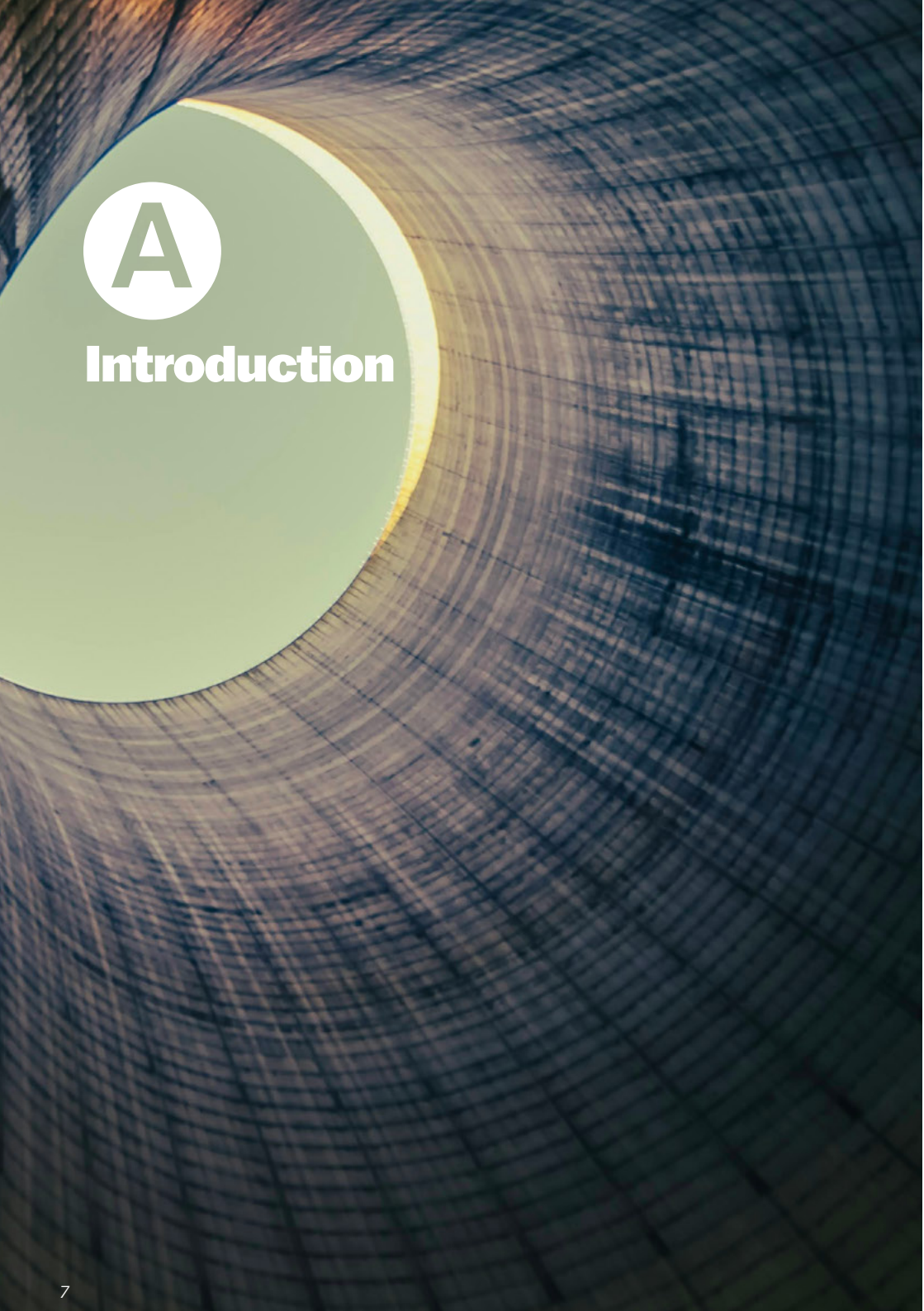


A Introduction

The Nuclear Safety Council (CSN) is a Public Law body, independent of the General State Administration, with its own legal personality and assets, set up by Law 15/1980, of 22 April, creating the Nuclear Safety Council, and designated as the sole competent body in matters of nuclear safety and radiation protection.

It acts with organisational and functional autonomy, with full independence from the General State Administration and from interest groups, without prejudice to its being subject to parliamentary and judicial oversight. Its actions are governed by its Statute, approved by Royal Decree 1440/2010, of 5 November, which develops Law 15/1980.

The CSN is responsible for protecting the workers, the population and the environment from the harmful effects of ionising radiation, ensuring that the operation of nuclear and radioactive facilities, as well as the performance of other activities related to exposure to ionising radiation, are carried out safely by those responsible, and establishing prevention and corrective measures in response to radiological emergencies, regardless of their origin.

Within the framework established in its founding Law, and in line with the international conventions to which Spain is a contracting party, the Nuclear Safety Council develops five basic regulatory functions, complemented by other support and management functions of the organisation, as well as functions related to internal and external information and communication and to the management system, which ensure that the basic functions can be carried out efficiently and effectively.

The basic regulatory functions are:

1. The drafting and proposal of regulations.
2. Authorisation and licensing procedures through assessment.
3. The supervision and control of facilities and activities.
4. The enforcement.
5. Collaboration with the competent authorities in emergency preparedness and response and in physical protection plans.

In this regard, the CSN plays a key role in ensuring compliance with nuclear law.

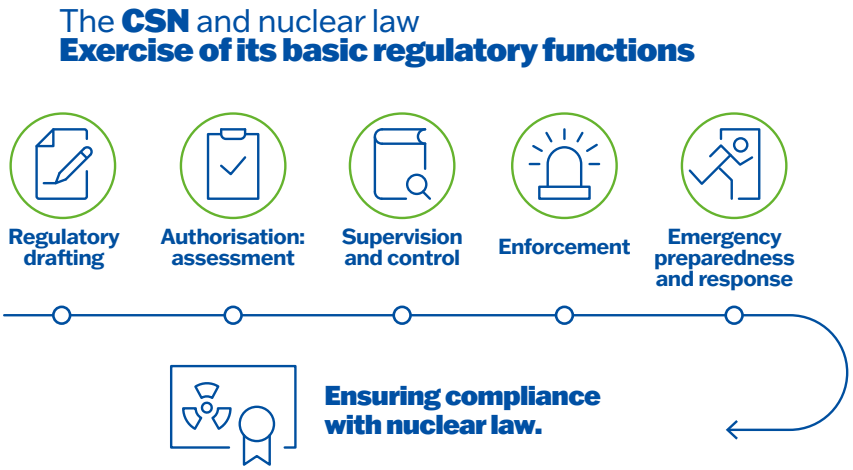


Figure 1. The CSN's basic regulatory functions.

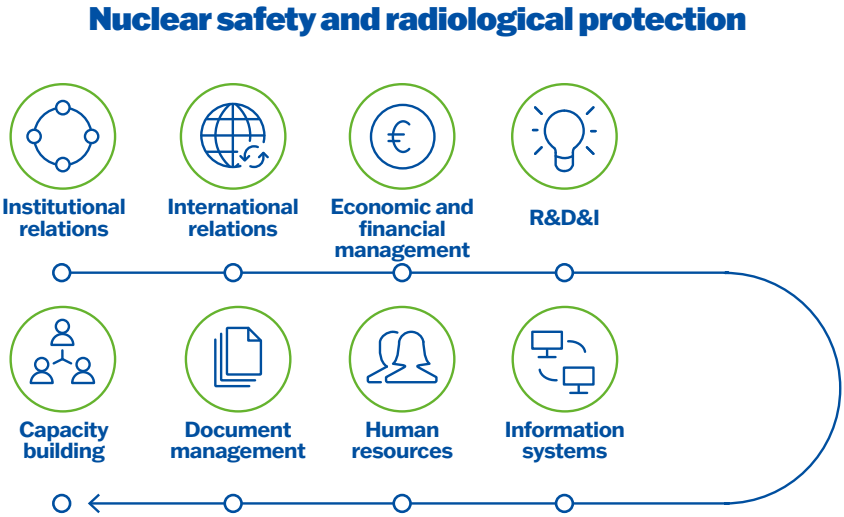


Figure 2. The CSN's support functions.

The development of the functions of the Nuclear Safety Council is structured in accordance with strategic plans with a duration of up to five years. These plans set out the organisation's roadmap for their period of validity and allow the strengthening of the Nuclear Safety Council as a regulatory body.

The most recent Strategic Plan, corresponding to the period 2020–2025, established five strategic objectives ranging from maintaining effective oversight of the actions of dutyholders, to improving public perception of regulatory activity, including increasing the efficiency and effectiveness of the functions of the CSN, ensuring the maintenance and improvement of response capabilities in emergency situations and in matters of physical protection, and fostering commitment and a sense of belonging among the staff of the Nuclear Safety Council.

These strategic objectives have been achieved or progress has been made in their implementation, with the following aspects standing out:

- Effective oversight has been maintained over those responsible for facilities or activities and their actions, such that both the facilities and the regulated activities have operated safely, without significant radiological impact on people or on the environment.

- The capacity of the CSN to fulfil its regulatory functions has been strengthened, particularly through the advice provided on matters of nuclear safety and radiation protection to the competent authorities for the transposition of EU directives; the review of various regulations or documents; and through the issuance of CSN Instructions (technical standards in matters of nuclear safety, radiation protection and physical protection that are binding on the parties subject to their scope of application), which undoubtedly contribute to strengthening the regulatory capacity of the Nuclear Safety Council.

- The Nuclear Safety Council's response capabilities in nuclear and radiological emergencies have been consolidated through improvements made both to the Emergency Room and to the on site dosimetric capabilities of the radiological groups. Likewise, coordination with other competent bodies in matters of physical protection of nuclear and radioactive materials has been improved.

- The approval of the Nuclear Safety Council Human Resources Plan 2024–2030, the development of the SAT methodology and the implementation of the new professional career framework have strengthened the organisation's staff talent and improved the working environment.

- Likewise, action has been taken to strengthen the public image of the CSN by maintaining and increasing its commitment to transparency, to rigorous and timely communication to the public, and to the operation of the Advisory Committee for Information and Public Participation.

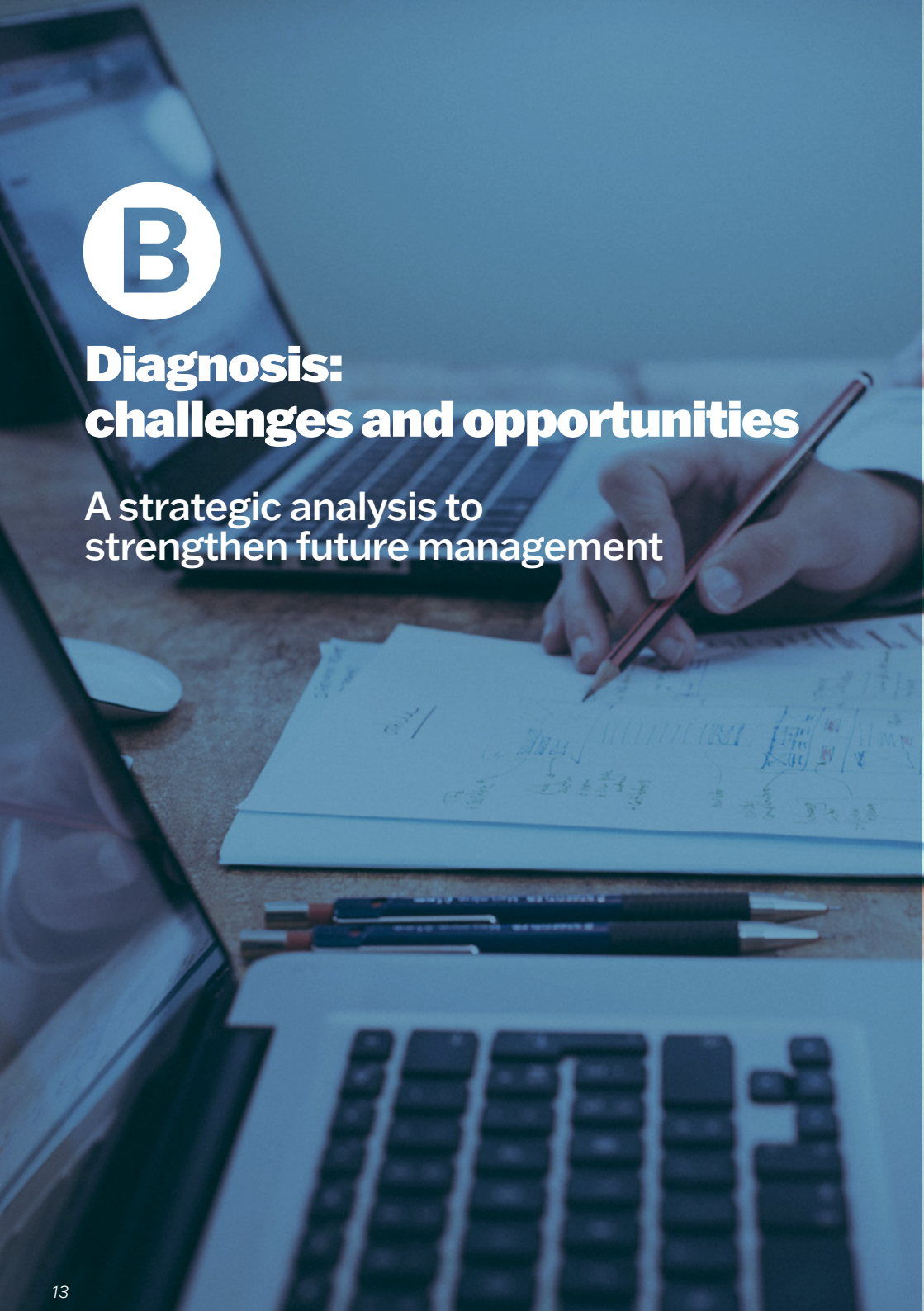
Taking into account the principle of continuity, as well as the experience gained from the implementation of the four previous Strategic Plans of the CSN, it has been confirmed that there are key aspects that should guide this new Strategic Plan 2026–2030 in order to give it renewed momentum. In particular, the following two:

On the one hand, ensuring that the regulatory body effectively fulfils the competences assigned to it in its founding Law for the benefit of society, while maintaining its position as an internationally recognised body.

On the other hand, providing the Nuclear Safety Council with the structure, capabilities and tools necessary to make it a modern regulatory body, capable of fulfilling its functions effectively and efficiently, committed to facilitating the participation of stakeholders in the most transparent manner possible, reaffirming its inescapable commitment to public service, and maintaining at all times its commitment to safety.

In light of the above, vectors such as leadership, the international projection of the organisation, the commitment of all staff to the organisation, and adaptation to new technological and regulatory scenarios define the new strategic orientation of the CSN set out in this Strategic Plan 2026–2030.

As a regulatory body, the Nuclear Safety Council will continue contributing to the achievement of the Sustainable Development Goals (SDGs) by ensuring the safe use of applications of ionising radiation and compliance with the principle of responsibility of the licensees of nuclear and radioactive facilities and other related activities.



B

Diagnosis: challenges and opportunities

A strategic analysis to strengthen future management

The analysis of the current situation, carried out using both internal information (analysed information, sessions, working groups and surveys) and external information (public consultation) makes it possible to identify the main challenges faced by the CSN, as well as the principal opportunities currently available to it.

Figure 3. Diagnosis: challenges and opportunities

1 The transition scenario (technological and regulatory) affecting the set of nuclear facilities, radioactive facilities and activities related to ionising radiation gives rise to the following challenges:

- On the one hand, the CSN will need to continue its activities relating both to long-term operation and to the phase out of nuclear power plants, to their decommissioning and shutdown, and to the management of spent fuel, including high-activity sources and low and intermediate level waste, as well as to the construction of a deep geological repository, showing sufficient flexibility to adapt to potentially changing scenarios.

- On the other hand, the Nuclear Safety Council will need to make progress in drafting the regulations required following the full transposition in Spain of European Union legislation (in particular Council Directive 2013/59/Euratom), as well as in the supervision and control of compliance with these regulations once they have been issued.

- Thirdly, the implementation of the National Radon Action Plan (approved by the Council of Ministers at its meeting of 9 January 2024). Within the specific framework of this plan, the CSN entrusted with the of assessment, study and information regarding priority action municipalities.

- Fourthly, the challenges in the healthcare sector arising from technological innovation linked to the use of ionising radiation and the incorporation of new equipment. Among these, the deployment of proton therapy or the development and use of new radiopharmaceuticals for the treatment of oncological diseases require that the Nuclear Safety Council be in a position to carry out the processes associated with the assessment, licensing, supervision and control required by such projects.

- Finally, progress in the field of fusion research facilities, as well as other technologies applicable to fission, will require specialised resources within the CSN. The use of artificial intelligence in the field of nuclear safety and radiation protection and other aspects related to R&D&I will also require such resources.

2 The full implementation of the risk-informed graded approach, as a guarantee of the optimal use of CSN's resources, and the development, improvement and maintenance of safety culture as the basis and assurance that the approach to its functions and competences is centred on safety as the fundamental attribute of its work.

3 The changing international context in which the Nuclear Safety Council must remain a reference body.

4 The greater demand for transparency and accountability from the public and society leads to the need to strengthen transparency, credibility and trust in the CSN and the public's right to know, as well as to reinforce internal controls that ensure the prevention and detection of conflicts of interest, and the establishment of appropriate channels for the reporting and handling of external and internal complaints. In terms of communication and collaboration, progress will be required in the monitoring and establishment of collaborative frameworks with other administrations, organisations and entities in order to ensure better fulfilment of its mission.

5 The strengthening of the security and cybersecurity policy within the Nuclear Safety Council, including the challenges associated both with the implementation of cybersecurity requirements and with the new National Security Framework, which affects both the CSN and the regulated facilities and activities.

6 Improving awareness and the image of the CSN as an attractive organisation in which to work and develop professionally, in view of an average staff age of 53 years, which projects a short-term scenario characterised by a high number of retirements. In this context, improving the image of the organisation as a place in which to develop a professional career is a key challenge. Likewise, it is necessary to continue modernising working conditions to ensure gender equality and to promote work–life balance between professional, family and personal life, as well as flexible working hours.

7 The full digitalisation of the Nuclear Safety Council and the incorporation of artificial intelligence as a management tool, both in relations with the licensees of facilities and activities and in the development of the organisation's administrative activity, with the aim of improving the effectiveness and efficiency of the CSN.

Mission, vision and values

Mission

The mission of the Nuclear Safety Council is to protect workers, the population and the environment from the harmful effects of ionising radiation, ensuring that the operation of nuclear facilities and radioactive facilities, as well as other activities related to exposure to ionising radiation, is carried out safely by those responsible, in compliance with the applicable regulations, and establishing prevention and response measures in the event of radiological emergencies, regardless of their origin.

Vision

The Nuclear Safety Council promotes safety as a common good and will be distinguished by guaranteeing at all times a public service of quality and trust for society through the implementation of effective, innovative and efficient management.

The organisation will stand out for offering an environment in which people are the driving force of transformation and in which the development of talent, the promotion of equality and the work-life balance are ensured. Likewise, the Nuclear Safety Council will be an example of transparency and effective communication, anticipating and responding swiftly to the needs of the public. In the same way, the CSN will remain a reference, in its role as nuclear and radiological regulator, both in the national and the international context.

Values

The Nuclear Safety Council has a Code of Ethics that reflects the highest standards of excellence in the fulfilment of its mission. To this end, it identifies the values that must prevail within the organisation, promotes among its staff the attitudes that best support the achievement of the CSN's mission, consolidates a climate of trust that serves as a vehicle for socialisation and cohesion within the organisation and, finally, helps to strengthen the confidence of stakeholders in the CSN. This Strategic Plan reaffirms the importance of the following values:

- Independence and neutrality
- Integrity
- Commitment to public service
- Competence, rigour and excellence
- Transparency

D

Strategic lines for the period 2026 - 2030

Strategic line 1

Effective regulation of nuclear facilities and radioactive facilities, and other activities involving exposure to ionising radiation

The CSN must continue consolidating a robust and up-to-date regulatory framework in the fields of nuclear safety, radiation protection and physical protection, taking into account technological advances in the sector while ensuring compliance with nuclear law.

Under this premise, the following will be promoted:

- Adaptation to new challenges.
- The effective implementation of the graded approach to ensure proportionate and efficient regulatory action that optimises resources.
- A strong nuclear safety culture.
- Strengthening the international positioning of the organisation.

This strategic line requires the periodic review and simplification of the CSN's internal processes and procedures, promoting their coherence and clarity.

Strategic objectives of line 1

1.1. Contributing to the establishment of a coherent and integrated regulatory framework

Through this objective, attention will be given to the regulatory drafting function with the aim of ensuring the technical and legal quality both of the Instructions issued by the Council and of the regulatory proposals submitted to the competent administration, thereby completing the regulatory framework.

1.2. Properly assessing the applications received through the effective application of the risk-informed graded approach

The Nuclear Safety Council will assess each application for reports, authorisations or licences that it receives effectively and within the established time limits (in an efficient manner). To this end, it will take into account the risk associated with the facility or activity concerned and will adapt, where appropriate, the applicable internal procedures.

1.3. Deploying supervision and control activities, and in particular inspection activities, within the new framework of the inspection function

This objective focuses on the importance of maintaining effective and efficient oversight of the operation of facilities and activities in order to ensure compliance by their licensees with the regulatory framework, also applying criteria of the risk-informed graded approach, taking into consideration the framework of the inspection function.

1.4. Strengthening the coercive function through the adoption of its framework

The CSN will strengthen the coercive function through the adoption of a coercive framework that systematises and organises the exercise of this basic regulatory function.

Strategic line 2

Quality and efficiency in public service

This strategic line gives priority to the modernisation of the Nuclear Safety Council through the use of new technologies and digital transformation, as well as through the simplification of internal management processes and procedures to make them more efficient and effective, ensuring a more agile and accessible response for regulated actors and other stakeholders, within the framework of the legal system.

This strategic line therefore reinforces the CSN's commitment to the provision of a high-quality public service, as well as to the pursuit of excellence in management and constant focus on the demands of the public, which leads to strengthened trust in the organisation.

Strategic objectives of line 2

2.1. Modernisation

This strategic objective will promote the transformation of the CSN through the use of technological advances in the organisation's processes and procedures so as to ensure the effective functioning of the Nuclear Safety Council as a public service.

2.2. Simplification

The CSN will reduce the complexity of internal procedures and processes, eliminating redundancies and optimising resources.

2.3. Quality of service

This strategic objective will ensure that the service and communication channels aimed at regulated actors and other stakeholders meet high standards of quality through the establishment of clear and efficient procedures oriented towards continuous improvement, as well as through the appropriate training of the staff.

Strategic line 3

People as the driving force of the CSN (talent and organisational culture)

The people who make up the Nuclear Safety Council constitute its main asset and the key to addressing future challenges.
In this regard, this strategic line will promote:

- Advanced knowledge management.
- Continuous training.
- The attraction, retention and development of talent.
- The promotion of equality and work–life balance.
- The promotion of internal communication.
- Structured debate, promoting the active participation of staff in all the areas of activity of the Nuclear Safety Council.
- Leadership.
- The consolidation of a nuclear safety culture, which is based on three main pillars: technical safety, the management system and human factors.

Within this strategic line, particular importance is given to performance evaluation, individual and collective responsibility, a collaborative culture and nuclear safety culture, understood as the centre of all the activities of the CSN.

All of this within an environment that values diversity, well-being and commitment, ensuring generational renewal and the technical and professional excellence of the organisation.

Strategic objectives of line 3

3.1. Attraction, retention and development of talent in the CSN, and appropriate knowledge management

This strategic objective will manage generational renewal through actions aimed at attracting and retaining public-sector talent and through knowledge management, and will promote a culture of learning throughout the entire professional career.

3.2. Implementation of the action plan for the improvement of nuclear safety culture

The Nuclear Safety Council will continue implementing its action plan for the improvement of nuclear safety culture, which is based on leadership and continuous improvement.

3.3. Promotion of questioning attitudes

The CSN will consolidate spaces for technical dialogue and the implementation of mechanisms that encourage active participation, with the aim of ensuring more robust and transparent processes aligned with the highest international standards.

Strategic line 4

Trust, transparency, participation, integrity and accountability

The Council will seek to achieve a high level of public trust through transparency in its processes and decisions, ensuring appropriate communication and better access to clear and accurate public information, and promoting the active participation of regulated actors, society and other stakeholders.

It also takes into account the importance of these aspects in the process of implementing the action plan for the improvement of nuclear safety culture.

Through mechanisms of accountability and open communication, the aim is to consolidate a relationship based on credibility, responsibility and commitment

to nuclear safety and radiation protection, while strengthening its role in institutional communication in the fields of nuclear safety, radiation protection and physical protection.

Strategic objectives of line 4

4.1. Strengthening external communication channels

The mechanisms for communicating externally all relevant information and through all forums of interest to the organisation will be systematised. Likewise, the perception that society has of the Nuclear Safety Council will be analysed and, in light of the results of this analysis, actions in this field will be adapted.

4.2. Promoting transparency and the participation of stakeholders

The organisation's actions will be strengthened in order to improve its transparency and the possibilities for interaction and participation with stakeholders in society, including, at least, the Advisory Committee for Information and Public Participation, the licensees of licensed facilities and activities, associations whose interests are related to the functions of the CSN, and the media.

4.3 Integrity and accountability

The Nuclear Safety Council will develop an integrity system in order to consolidate a culture based on values shared by the whole organisation, while reinforcing accountability, with the aim of deepening the control of effectiveness and advancing towards transparent, understandable and results-oriented management for the public.

E

Review, monitoring and evaluation of the implementation of the Strategic Plan

This Strategic Plan will be evaluated in 2028 with the following objectives:

- To verify that the challenges identified in 2025 remain in place.
- To identify new challenges for the functions and competences of the Nuclear Safety Council that must be addressed.
- To verify the adequacy of the strategic objectives in relation to the challenges identified.

Furthermore, the implementation of the objectives identified in this plan will be carried out through the execution of the appropriate activities, either those identified here under each strategic objective or others that may be specifically defined.

Monitoring and evaluation of its implementation will be conducted annually through the monitoring and compliance reports of the plans that develop it.

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