



ESTIMATES

Atomic Energy Control Board

**2000-2001
Estimates**

Part III – Report on Plans and Priorities

Canada

The Estimates Documents

Each year, the government prepares Estimates in support of its request to Parliament for authority to spend public monies. This request is formalized through the tabling of appropriation bills in Parliament. The Estimates, which are tabled in the House of Commons by the President of the Treasury Board, consist of three parts:

Part I – The Government Expenditure Plan provides an overview of federal spending and summarizes both the relationship of the key elements of the Main Estimates to the Expenditure Plan (as set out in the Budget).

Part II – The Main Estimates directly support the *Appropriation Act*. The Main Estimates identify the spending authorities (votes) and amounts to be included in subsequent appropriation bills. Parliament will be asked to approve these votes to enable the government to proceed with its spending plans. Parts I and II of the Estimates are tabled concurrently on or before 1 March.

Part III – Departmental Expenditure Plans which is divided into two components:

- (1) **Reports on Plans and Priorities (RPPs)** are individual expenditure plans for each department and agency (excluding Crown corporations). These reports provide increased levels of detail on a business line basis and contain information on objectives, initiatives and planned results, including links to related resource requirements over a three-year period. The RPPs also provide details on human resource requirements, major capital projects, grants and contributions, and net program costs. They are tabled in Parliament by the President of the Treasury Board on behalf of the ministers who preside over the departments and agencies identified in Schedules I, I.1 and II of the *Financial Administration Act*. These documents are to be tabled on or before 31 March and referred to committees, which then report back to the House of Commons pursuant to Standing Order 81(4).
- (2) **Departmental Performance Reports (DPRs)** are individual department and agency accounts of accomplishments achieved against planned performance expectations as set out in respective RPPs. These Performance Reports, which cover the most recently completed fiscal year, are tabled in Parliament in the fall by the President of the Treasury Board on behalf of the ministers who preside over the departments and agencies identified in Schedules I, I.1 and II of the *Financial Administration Act*.

The Estimates, along with the Minister of Finance's Budget, reflect the government's annual budget planning and resource allocation priorities. In combination with the subsequent reporting of financial results in the Public Accounts and of accomplishments achieved in Departmental Performance Reports, this material helps Parliament hold the government to account for the allocation and management of public funds.

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Atomic Energy Control Board

2000-2001 Estimates

Part III - Report on Plans and Priorities

Ralph Goodale
Minister of Natural Resources Canada

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Section I. Message from the President

The Atomic Energy Control Board (AECB) is pleased to present to Parliament its Report on Plans and Priorities for the 2000-2001 planning period. The Report provides an opportunity to inform Canadians of the key plans and strategies that the AECB will use to achieve its mandate to ensure that the use of nuclear energy does not pose unreasonable risks to health, safety, security and the environment and to establish a basis for fulfilling Canada's obligations with respect to the non-proliferation of nuclear weapons.

During the planning period, the AECB will continue to prepare for the transition to becoming the Canadian Nuclear Safety Commission, under the *Nuclear Safety and Control Act*, expected to be in force in 2000. The new Act gives us an improved legislative tool to reinforce the nuclear regulatory system. Our challenge is to ensure that the Canadian Nuclear Safety Commission is operating effectively under the new Act and regulations and that the required processes have been developed, implemented and communicated to support the new regime. The AECB will continue to work with other organizations whose mandates complement ours. Effective cooperation, coordination and harmonization of activities with other federal, provincial and international regulators and agencies is and will continue to be an important part of the AECB's activities.

The plans and priorities described in this report will provide the direction and focus required to successfully make the transition to the Canadian Nuclear Safety Commission, to implement the *Nuclear Safety and Control Act* and regulations and to continue to ensure the health, safety and security of Canadians and the environment with respect to nuclear energy.

Agnes J. Bishop, M.D.

Section II. Departmental Overview

A. Mandate, Roles and Responsibilities

Established in 1946 by the *Atomic Energy Control Act*, the Atomic Energy Control Board (AECB) is a departmental corporation, named in Schedule II of the *Financial Administration Act*. It reports to Parliament, as an independent agency of the Government of Canada, through the Minister of Natural Resources Canada.

The mission of the AECB is to ensure that the use of nuclear energy in Canada does not pose undue risk to health, safety, security and the environment. The AECB achieves its mission through a comprehensive regulatory system that covers nuclear facilities and prescribed substances and equipment, including packages used in domestic and international transport. The concerns and responsibilities of other federal government departments and provincial governments in such areas as health, the environment, transport and labour are considered in the administration of this regulatory system.

The AECB mission extends, as well, to fulfilling Canada's domestic and international obligations pursuant to the Treaty on the Non-Proliferation of Nuclear Weapons, which includes the implementation of International Atomic Energy Agency safeguards and the control of the import and export of prescribed substances, equipment and technology.

Finally, the AECB contributes to international agencies and, through co-operation agreements, assists other countries in improving regulatory control of nuclear materials and facilities.

Departmental Organization

The AECB program has two business lines:

- 1) Health, safety, security and environmental protection
- 2) Non-proliferation and safeguards.

The President of the AECB has overall responsibility for the delivery of the AECB's business lines. Directors General are accountable for the delivery of those segments of each business line that fall within their areas of responsibility. The Directorate of Corporate Services provides central financial, administrative, information management and human resources services that support both business lines.

Accountability for the Health, Safety, Security and Environmental Protection business line is shared among the Directors General of the Directorate of Reactor Regulation, the

Directorate of Fuel Cycle and Materials Regulation, the Directorate of Environmental and Human Performance Assessment, and the Secretariat.

Accountability for the Non-Proliferation and Safeguards business line lies with the Director General of the Secretariat.

The Board consists of five members, the President being the only full-time member. The President also is the Chief Executive Officer of the AECB and, as such, supervises and directs the work of the organization. Through the President, the Board receives advice from two independent committees composed of external technical experts: the Advisory Committee on Radiological Protection and the Advisory Committee on Nuclear Safety. Advice is also provided by the Department of Justice Canada through a Legal Services Unit at the AECB, by a Medical Liaison Officer, and by the AECB Group of Medical Advisers, composed of senior medical professionals nominated by the provinces, Atomic Energy of Canada Limited, the Department of National Defence and Health Canada.

The Audit and Evaluation Group, which is responsible for examining corporate management accountability and program performance issues and for making recommendations for improvement, reports directly to the President.

AECB staff implement the policies of the Board and make recommendations to the Board on licensing matters. Staff are grouped in five directorates.

- The **Directorate of Reactor Regulation** is responsible for: the regulation of nuclear power reactors, including the development of safety standards and licence conditions; the assessment of licence applications and reactor operations; making licensing recommendations to the Board; and undertaking compliance activities.
- The **Directorate of Fuel Cycle and Materials Regulation** is responsible for the regulation of each of the following: uranium mining and processing; the operation of non-power reactors, research facilities and particle accelerators; radioisotope production and use; radioactive waste management; and the transport of radioactive materials. This includes the development of safety standards and licence conditions; the assessment of licence applications and licensee operations; making licensing recommendations to the Board; and undertaking compliance activities. This Directorate also is responsible for technical aspects associated with the decommissioning of nuclear facilities.
- The **Directorate of Environmental and Human Performance Assessment** is responsible for the assessment of licensees' programs and performance in the

areas of radiation and environmental protection, emergency preparedness planning, quality assurance, training and human factors. Other responsibilities include technical training for AECB staff and for foreigners (under co-operation agreements); AECB compliance with obligations under the *Canadian Environmental Assessment Act*; assessment of unplanned events at licensed facilities; incident investigation; the operation of research programs; and the development of standards.

- The **Secretariat** is responsible for providing administrative support to Board members and advisory groups; taking care of external relations, corporate documents and public communications; coordinating corporate planning and the implementation of the *Nuclear Safety and Control Act*; overseeing non-proliferation, safeguards and security activities; maintaining administrative liaison with the Legal Services Unit; and fulfilling the administrative responsibilities of the AECB under the *Nuclear Liability Act*, the *Access to Information Act* and the *Privacy Act*.
- The **Directorate of Corporate Services** is responsible for supplying services to the AECB to enable it to manage its human, financial and physical resources. The Directorate is also responsible for administering the AECB's internal security and conflict of interest programs.

B. Departmental/Program Objective

To limit, to a reasonable level and in a manner that is consistent with Canada's international obligations, the risks to national security, the health and safety of persons and the environment that are associated with the development, production and use of nuclear energy and the production, possession and use of nuclear substances, prescribed equipment and prescribed information; and to implement in Canada measures to which Canada has agreed respecting international control of the development, production and use of nuclear energy, including the non-proliferation of nuclear weapons and nuclear explosive devices.

C. External Factors Influencing the Department

As an independent agency of the Government of Canada, reporting to Parliament through the Minister of Natural Resources Canada, the AECB works closely with this department, as well as with other federal departments and provincial agencies, to achieve its mandate with a minimum of regulatory burden and duplication. Increasingly, the AECB works with licensees and other stakeholders as well, in order to build solid working relationships that will improve safety and enhance compliance, while facilitating the regulatory process. These relationships -- with the public, other government departments, and licensees -- are an important aspect of the environment in which the agency operates.

A number of key external challenges currently face the AECB and are significantly influencing its operations. It is expected that these issues will continue to have a considerable impact on plans and priorities. These challenges include the following:

- *Implementing new legislation*

The *Nuclear Safety and Control Act*, passed in 1997 and expected to be promulgated in 2000, provides the necessary legislative foundation for effective regulation of nuclear facilities in the new millennium. As such, the legislation has been eagerly welcomed by the AECB, specifically for the opportunity it offers to reinforce the nuclear regulatory system and further protect the safety of Canadians. The new responsibilities and obligations imposed by the legislation nevertheless represent a significant challenge to the AECB. The implementation of the legislation and its associated regulations will necessitate the development of additional documentation and guidance for licensees, ongoing training for staff, participation in consequential changes to other federal legislation (e.g., regulations under the Canadian Environmental Assessment Act), and the establishment of appropriate arrangements with the other agencies and stakeholders that assist in fulfilling regulatory responsibilities.

- *Deregulation in the electrical power production industry*

The deregulation of electricity markets and the resulting moves towards privatization provide the AECB with the challenge of ensuring that nuclear power plant operators continue to comply with the regulatory regime set out by the AECB and that increased competition created by commercial deregulation does not lead to decreased attention to safety.

- *Management of radioactive waste*

Ensuring that appropriate waste management strategies and decommissioning plans are in place and being implemented continues to be a significant challenge to the AECB, especially in the context of deregulation and privatization initiatives in the nuclear industry. As one example among several such issues facing the AECB, the municipalities of Clarington, Hope Township and Port Hope, Ontario, have each developed storage proposals for the low-level radioactive waste in their jurisdictions. The federal government will negotiate separate legal agreements with the municipalities regarding the completion of the storage projects. As the

projects proceed, health, safety and environmental considerations will continue to be the government's main concern. The projects will undergo full assessment under the Canadian Environmental Assessment Act and review by the Atomic Energy Control Board, with ample opportunity for public involvement. They will also require licensing under the Atomic Energy Control Act.

- *Public concern about nuclear safety and security*

Public and media interest in nuclear issues continues, with particular scrutiny of domestic nuclear power reactor operations, the potential for radiation effects on environmental and human health, and the spread of nuclear weapons. By extension, the competence of existing regulatory bodies has been questioned. The AECB's challenge is to continue to strengthen the regulatory regime in an ever-changing context and to reassure Canadians that their interests and their safety are being protected. To achieve the latter, the AECB must continue to involve citizens in meaningful ways in the regulatory process and more effectively communicate information about the decisions it makes.

- *Canada's international obligations in the area of nuclear safeguards*

In September 1998, Canada signed the Additional Protocol to its Non-Proliferation Treaty Safeguards Agreement with the International Atomic Energy Agency (IAEA). The Protocol gives the IAEA the legal right to strengthen its safeguards system, particularly regarding signatories' assurances that they do not possess undeclared nuclear material and are not engaged in undeclared nuclear activities. This Protocol marks the most significant change in safeguards in a quarter of a century. Its implementation marks the beginning of the movement toward Integrated Safeguards, a meshing of traditional and Additional Protocol measures into an effective and efficient safeguards system.

The AECB is studying the modalities of the Protocol to determine the regulatory requirements for efficient implementation and through a Protocol Outreach Program continues to apprise Canadian industry of the specific Protocol requirements. The AECB expects the Protocol to come into force in 2000.

- *Recycling nuclear weapons materials (MOX)*

In 1996, the Prime Minister, the Right Honourable Jean Chrétien, noting the possible positive benefits to non-proliferation by reducing plutonium stockpiles, announced that Canada had agreed, in principle, to the concept of using MOX fuel in Canadian-based CANDU reactors. Atomic Energy of Canada Limited will undertake the testing of small sample amounts of MOX fuel at its Chalk River Laboratory. The AECB is responsible for verifying that such testing meets licence conditions and Canada's international non-proliferation and safeguards commitments.

If Canada is asked to consider participation in a full CANDU MOX project, the project would have to meet all applicable federal and provincial health, safety, security, transport and environmental assessment and protection requirements, including the opportunity for public participation through *Canadian Environmental Assessment Act* and AECB licensing processes. The project would also have to comply with Canada's international commitments respecting nuclear non-proliferation, safeguards and security.

D. Departmental Planned Spending

(\$ thousands)	Forecast Spending 1999-2000*	Planned Spending 2000-2001	Planned Spending 2001-2002	Planned Spending 2002-2003
Budgetary Main Estimates (gross)	49,123	49,783	48,071	47,184
Non-Budgetary Main Estimates (gross)	---	---	---	---
Less: Respendable revenue	---	---	---	---
Total Main Estimates	49,123	49,783	48,071	47,184
Adjustments**	3,779	2,000	0	0
Net Planned Spending	52,902	51,783	48,071	47,184
<i>Less:</i> Non-respendable revenue	37,834	38,694	36,928	37,435
<i>Plus:</i> Cost of services received without charge	4,985	5,053	5,013	4,990
Net cost of Program	20,053	18,142	16,156	14,739
Full Time Equivalent	423	449	449	449

*Reflects best forecast of total planned spending to the end of the fiscal year.

**Adjustments are to accommodate approvals obtained since the Annual Reference Level Update (ARLU) exercise and to include Budget initiatives.

Section III. Plans, Results and Resources

Business Line 1: Health, Safety, Security and Environmental Protection

A. Net Planned Spending (\$ thousands) and Full Time Equivalents (FTE)

Health, Safety, Security and Environmental Protection

Forecast Spending 1999-2000	Planned Spending 2000-2001	Planned Spending 2001-2002	Planned Spending 2002-2003
\$47,314*	\$46,599	\$43,195	\$42,308
400 FTE	421 FTE	421 FTE	421 FTE

*Reflects the best forecast of total net planned spending to the end of the fiscal year.

B. Business Line Objective

To limit, to a reasonable level and in a manner that is consistent with Canada's international obligations, the risks to national security, the health and safety of persons and the environment that are associated with the development, production and use of nuclear energy and the production, possession and use of nuclear substances, prescribed equipment and prescribed information.

C. Business Line Description

The AECB regulates the development, production, possession and use of nuclear energy, substances, equipment and information through a comprehensive licensing system. This system is designed to minimize the likelihood that nuclear workers, the public and the environment are exposed to unacceptable levels of radiation and to the radioactive or hazardous substances associated with nuclear technology. The AECB regulates such operations and facilities as accelerators, non-power nuclear reactors, nuclear fuel facilities, nuclear research and test establishments, nuclear substance transport packages, pool-type irradiators, power reactors, radioisotopes, radioisotope production facilities, uranium mines and mills and nuclear waste management facilities.

D. Key Results Commitments, Planned Results and Related Activities

Key Results Commitment: A regulatory framework

Planned Result: Implement the Nuclear Safety and Control Act (NSCA)

Context: It is anticipated that the Nuclear Safety and Control Act (NSCA) will be promulgated in 2000. With the promulgation of the NSCA, the Atomic Energy Control Board will become the Canadian Nuclear Safety Commission (CNSC) with improved regulatory responsibilities and enforcement powers.

Related Activities:

- Finalize the transition to the new regulatory regime under the NSC Act and its regulations.
- Continue to provide regulatory information to licensees, stakeholders and the public through the production of regulatory documents.
- Complete training related to the new Act and regulations and verify that all staff members are competent to operate under the new regime.
- Implement communications programs to provide licensees and other stakeholders with pertinent information on the new CNSC's operations and expectations.

Key Results Commitment: A regulatory framework
Public confidence in the AECB

Planned Results: Improve overall management processes and leadership skills
Reform human resources framework
Communicate effectively

Context: An improved management system, better leadership skills and an ameliorated human resources framework are required to implement the NSCA and its regulations and to improve regulatory effectiveness and efficiency. The transparency of processes and the dissemination of

information through effective communications promotes public confidence in the AECB.

Related Activities:

- Develop core competencies for all levels of management and staff and put into practice the roles and responsibilities and the core competencies that are defined.
- Develop and apply performance measurement indicators as part of a corporate approach to performance management.
- Implement Internal Quality Management to ensure consistent and appropriate delivery of our regulatory program.
- Develop and implement improved recruitment and staffing policies including a rotation policy, succession planning and a revised official languages policy and practices.
- Analyze the training needs of all divisions and provide training to develop and enhance competencies as required.
- Implement the AECB communications plan and establish benchmarks to assess the effectiveness of AECB communications activities.

Key Results Commitments:

*High levels of compliance in regulated activities
Low frequency of safety-significant events
Low levels of radiation exposure to humans and the environment
Public confidence in the AECB*

Planned Result:

Improve regulatory effectiveness and efficiency

Related Activities:

- Complete the formulation of fundamental regulatory policies to achieve the objectives of the NSCA and associated regulations.

- Review standards, assessment tools and operational procedures to verify that they are consistent across all sectors of the new Commission, and that they are clear, understandable and meaningful.
- Communicate plans for the regulatory framework to licensees and other stakeholders.
- Document and implement the CNSC Compliance Policy, aimed at securing compliance by licensees with regulatory requirements made under the NSCA. The policy will be implemented through a corporate program, the CNSC Compliance Program, which will oversee the policy's effective and consistent application.
- Complete informal consultation on the revision of the cost recovery program and draft the relevant regulations and regulatory impact assessment statement.
- Continue to work with our federal and provincial partners to harmonize regulatory activities.

Business Line 2: Non-Proliferation and Safeguards

A. Net Planned Spending (\$ thousands) and Full Time Equivalents (FTE)

Non-proliferation and Safeguards

Forecast Spending 1999-2000	Planned Spending 2000-2001	Planned Spending 2001-2002	Planned Spending 2002-2003
\$5,588*	\$5,184	\$4,876	\$4,876
23 FTE	28 FTE	28 FTE	28 FTE

*Reflects the best forecast of total net planned spending to the end of the fiscal year.

B. Business Line Objective

To implement, in Canada, measures to which Canada has agreed respecting international control of the development, production and use of nuclear energy, including the non-proliferation of nuclear weapons and nuclear explosive devices and to support

international efforts to develop, maintain and strengthen the nuclear non-proliferation and safeguards regimes.

C. Business Line Description

The AECB regulates non-proliferation and safeguards through the implementation of safeguards agreements between Canada and the International Atomic Energy Agency (IAEA) and the nuclear non-proliferation provisions of Canada's nuclear co-operation agreements; and the maintenance of both a comprehensive nuclear materials/activity accounting/verification framework and a nuclear export and import licensing system. In addition, the AECB participates in multilateral nuclear non-proliferation, safeguards and security initiatives to strengthen the international nuclear non-proliferation regime and provides advice to senior government officials on the development and application of Canada's nuclear non-proliferation policy, IAEA safeguards implementation and development and international issues concerning the security of nuclear material and facilities.

D. Key Results Commitments, Planned Results and Related Activities

Key Results Commitment: *Control of import and export operations*
Support of international efforts to develop, maintain and strengthen the nuclear non-proliferation regime

Planned Results: *Implement the Nuclear Control and Safety Act*
Implement the Safeguards Additional Protocol
(anticipated to come into force in 2000)

Related Activities:

- Determine the regulatory requirements for the efficient implementation of the Additional Protocol to Canada's NPT Safeguards Agreement with the IAEA and continue to inform Canadian industry of the specific Protocol requirements through the Protocol Outreach Program.
- Continue to administer the Canadian Safeguards Support Program.
- Continue to administer Canada's 23 bilateral nuclear co-operation agreements.
- Continue to administer the licensing of nuclear imports and exports, including efforts to strengthen multilateral export control mechanisms and

to improve the effectiveness of the AECEB's export licensing authority through, inter alia, industry and government outreach.

- Continue to manage the application of the IAEA safeguards in Canada and to advance IAEA initiatives relating to the strengthening of IAEA safeguards.

Section IV. Horizontal Initiatives (Not applicable to the AECEB)

Section V. Financial Information

Table 5.1: Summary of Transfer Payments

(\$ thousands)	Forecast Spending 1999-2000	Planned Spending 2000-2001	Planned Spending 2001-2002	Planned Spending 2002-2003
Grants				
Health, Safety, Security and Environmental Protection	12	20	20	20
Total grants	12	20	20	20
Contributions				
Health, Safety, Security and Environmental Protection	49	22	22	22
Non-proliferation and Safeguards	600	600	600	600
Total contributions	649	622	622	622
Other Transfer Payments	0	0	0	0
Total other transfer payments	0	0	0	0
Total Grants, Contributions And Other Transfer Payments	661	642	642	642

Table 5.2: Source of Respendable and Non-respendable Revenue

Respendable Revenue

(\$ thousands)	Forecast Revenue 1999-2000	Planned Revenue 2000-2001	Planned Revenue 2001-2002	Planned Revenue 2002-2003
Total Respendable Revenue	0	0	0	0

Non-respendable Revenue

(\$ thousands)	Forecast Revenue 1999-2000	Planned Revenue 2000-2001	Planned Revenue 2001-2002	Planned Revenue 2002-2003
Cost Recovery Revenue	37,834	38,694	36,928	37,435
Total Non-respendable Revenue	37,834	38,694	36,928	37,435

Total Respendable and Non-respendable Revenue	37,834	38,694	36,928	37,435
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Table 5.3: Net Cost of Program for the Estimates Year

(\$ thousands)	Total
Net Planned Spending	51,783
<i>Plus: Services Received without Charge</i>	
Accommodation provided by Public Works and Government Services Canada (PWGSC)	3,455
Contributions covering employer's share of employees' insurance premiums and expenditures paid by TBS	1,530
Workman's compensation coverage provided by Human Resources Canada	11
Salary and associated expenditures of legal services provided by Justice Canada	57
	<hr/>
	5,053
<i>Less: Non-responsible Revenue</i>	38,694
2000-2001 Net Cost of Program	18,142

Section VI. Other Information

A. Contact Information

For further information about the Atomic Energy Control Board, contact:

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E-mail: info@atomcon.gc.ca

Internet: <http://www.aecb-ccea.gc.ca>

B. Legislation and Associated Regulations Administered by the AECB

The Minister of Natural Resources Canada has sole responsibility to Parliament for the following Acts and associated Regulations:

Atomic Energy Control Act, 1985, c. A-16
Nuclear Liability Act, 1985, c. N-28

C. Other Departmental Reports

Atomic Energy Control Board, *Annual Report 1998-99*