



**Commission for the Protection
From Ionising and Non-Ionising Radiation**

F22, Mosta Technopark,
Triq Valletta, Mosta
Email: info.rpc@gov.mt
Website: rpc.gov.mt
Tel: 27998676

Date 16th July 2026

**Annual report of the Commission for the
Protection from Ionising and Non-Ionising Radiation for 2025**

Pursuant to Article 11(6) of the Nuclear Safety and Radiation Protection Act, Cap 585 the Commission for the Protection from Ionising and Non-ionising Radiation (RPC) is presenting this report for the attention of the Minister.

This is the eighth report produced by the RPC and covers the period from 1st January 2025 to 31st December 2025.

Table of Contents

1	Executive Summary	3
2	The Operations of the RPC	4
2.1	The Structure of the RPC.....	4
2.2	Functioning of the RPC.....	5
2.3	Internal Procedures of the RPC.....	6
2.4	Staffing within the Secretariat	6
2.5	RPC Budget	6
2.6	Management of RPC finances in 2025	6
2.7	Planning of international peer review of RPC.....	7
3	Inventory of users of radiation in Malta.....	7
4	Licences Issued	8
5	International obligations	8
5.1	Environmental monitoring	8
5.2	Reporting under EURATOM Nuclear Safeguards	9
5.3	Eighth review cycle of the Convention on the management of radioactive waste	9
5.4	Tenth review cycle of the Convention on Nuclear Safety	9
5.5	Incident and Trafficking Database.....	10
6	Activities of the Secretariat	10
6.1	Regulatory Inspections.....	10
6.2	Recognition of experts	11
6.3	Radioanalysis Laboratory	11
7	Emergency Exercises	12
8	RPC Sub-groups	12
8.1	Environmental Steering Committee.....	12
8.2	Non-ionising Radiation Sub-Committee.....	12
8.3	Radon Working Party	12
8.4	Training Steering Committee	12
9	Management of radioactive disused sources.....	12
10	IAEA support to the RPC.....	13
10.1	National TC project for 2024-2025 for the RPC.	13
10.2	National TC project for 2026-2027 for the RPC.	13
11	Future priorities for the RPC.....	13

1 Executive Summary

During its seventh full year of operation, the Commission for the Protection from Ionising and Non-Ionising Radiation (RPC) continued to strengthen Malta's national regulatory framework for radiation protection and nuclear safety, while ensuring compliance with European Union and international obligations.

In June 2025 the RPC was transferred from Office of the Prime Minister – European Funds, Equality, Reforms, and Social Dialogue to portfolio of the Parliamentary Secretariat for Equality Reforms and Social Dialogue.

Throughout the year, the RPC continued to fulfil Malta's obligations under the EURATOM Treaty and related European legislation, including the Basic Safety Standards Directive, the Nuclear Safety Directive, the Radioactive Waste Management Directive, and the EURATOM Nuclear Safeguards Regulations. All required reports and submissions to the European Commission and the International Atomic Energy Agency (IAEA) were completed within the required timeframes.

A key area of progress during 2025 was the continued strengthening of the RPC's radioanalysis laboratory and environmental monitoring capabilities. The laboratory further expanded its ability to conduct gamma spectrometry analysis on environmental, food, water, and feed samples locally. This capability significantly enhances Malta's preparedness and response capacity during radiological emergencies by reducing dependence on overseas laboratories and improving the timeliness of analytical results.

The RPC also continued to invest in capacity building through participation in international training activities, technical cooperation projects, and international meetings organised by the IAEA and other international organisations. Through these activities, the RPC contributed technical expertise to the international community while simultaneously strengthening national regulatory competence.

During 2025, the RPC undertook important organisational and administrative reforms aimed at strengthening its operational independence and governance structures. This included the independent management of the RPC's finances through its own dedicated bank account, supported by external payroll and accountancy services. In parallel, efforts continued to strengthen the Secretariat through revised employment structures, recruitment initiatives, and ongoing knowledge transfer activities.

Despite these efforts, the RPC continued to face significant human resource challenges due to the limited availability of specialised expertise within the local market and increasing competition for technical professionals. While staffing constraints remain a major challenge, the RPC remained committed to ensuring continuity of operations, maintaining regulatory oversight, and building long-term institutional capacity.

Preparations also intensified for the Integrated Regulatory Review Service (IRRS) Mission scheduled to take place in 2026. During 2025, the RPC carried out an extensive self-assessment of Malta's regulatory framework and hosted an IAEA preparatory mission, representing an important milestone in Malta's ongoing commitment to continuous improvement and international peer review.

The RPC also continued its outreach and policy support activities, including participation in discussions related to the management of disused radioactive sources, alternative technologies to sealed radioactive sources, environmental monitoring, training frameworks, and radiation protection policy development.

The RPC remains committed to its mission of regulating the beneficial and justified uses of ionising and non-ionising radiation in a manner that safeguards the population, workers, patients, and the environment. The Commission will continue to strengthen Malta's national radiation protection framework through effective regulation, technical competence, international cooperation, and continuous organisational development.

2 The Operations of the RPC

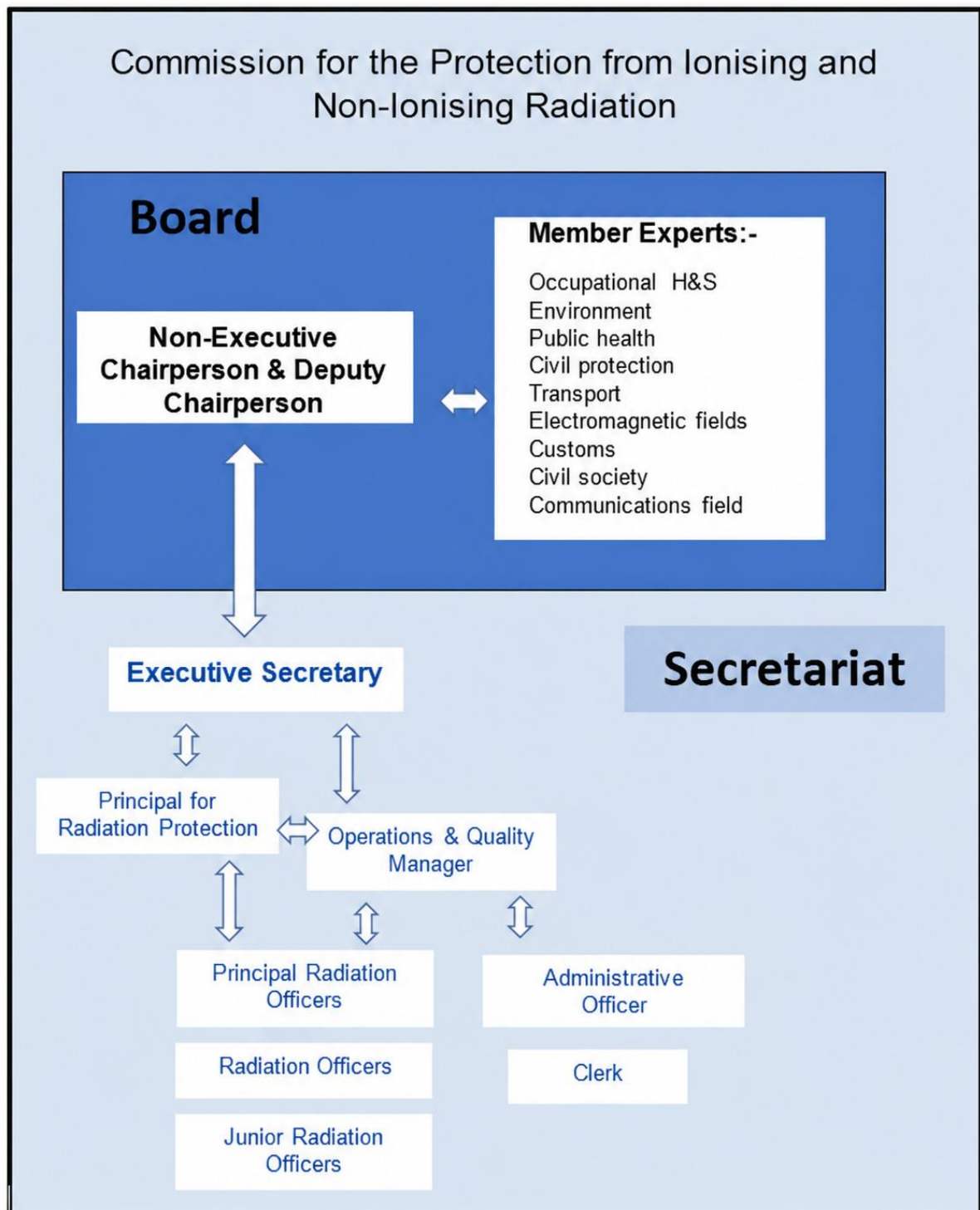
This section outlines the Radiation Protection Commission's (RPC) governance structure, internal functioning, staffing, financial arrangements, and preparations for upcoming international peer review missions.

2.1 The Structure of the RPC

The RPC is composed of a Chairperson, a Deputy Chairperson, nine independent expert members, and a dedicated Secretariat responsible for the day-to-day execution and implementation of the RPC's regulatory and administrative functions, as illustrated in the figure below.

During 2025, significant efforts were undertaken to strengthen the organisational structure and improve the operational capacity of the Secretariat. In July 2025, a new grading structure together with an updated financial package for Secretariat employees was formally approved. This development represented an important milestone for the RPC, as it enhanced the employment conditions of staff members, improved role definition and career progression opportunities, all contributing towards strengthening staff retention. By the end of 2025, the Secretariat consisted of five employees.

The current organogram for the RPC is shown in the next page.



2.2 Functioning of the RPC

The RPC has four specialised sub-groups established to support the RPC in key strategic and technical areas. Each sub-group is composed of expert members from the RPC Board and Secretariat, together with invited external experts selected according to their technical competence and experience within the specific policy areas being addressed.

These sub-groups focus on radon monitoring, training, and environmental monitoring. Through these focused working groups, the RPC is able to develop targeted policies, strengthen technical guidance, and coordinate national actions more effectively.

Throughout 2025, the sub-groups met as often as required to draft policies, strategies, and documentation in their respective areas. During the year, the RPC convened ten RPC Board meetings during which updates from sub-groups were presented and discussed. These discussions played an important role in supporting informed decision-making at RPC Board level.

2.3 Internal Procedures of the RPC

The RPC conducted a comprehensive review of its integrated management system with the aim of strengthening governance, enhancing operational efficiency, and ensuring continued alignment with regulatory best practices. The review evaluated existing processes, procedures, documentation, and operational workflows across the organisation to identify areas for improvement. Following this review, a number of updates were subsequently implemented within the management system.

2.4 Staffing within the Secretariat

By the end of the year, the staff complement of the Secretariat consisted of five employees, namely an Executive Secretary, a Manager, two Principal Radiation Officers and one Radiation Officer.

During this year, the Secretariat experienced staff turnover and in response, several public calls for recruitment were issued in an effort to strengthen the Secretariat's human resources capacity and ensure continuity in the RPC's operations. However, recruitment remained particularly challenging due to the limited availability of specialised expertise within the local market, coupled with the highly competitive salaries offered in this sector.

These challenges continued to impact the RPC's ability to attract and retain qualified technical personnel, particularly in highly specialised areas requiring regulatory and scientific expertise. Despite these constraints, the RPC remained committed to strengthening its human resource capacity and ensuring the long-term sustainability of its regulatory functions.

2.5 RPC Budget

The total budget allocated in 2025 to the RPC was €477,000.

2.6 Management of RPC finances in 2025

As from 1 February 2025, the RPC commenced the independent management of its financial operations through the establishment of its own dedicated bank account. This transition was further supported through the engagement of external payroll and accountancy service providers to assist in the administration of the RPC's financial and human resource processes.

These developments marked an important milestone in strengthening the administrative and operational independence of the RPC, while also contributing towards

improved financial governance, accountability, and efficiency in the management of the RPC's resources.

In addition, an independent financial audit firm was engaged to prepare and review the RPC's financial statements for the year 2025 and produce an annual report.

2.7 Planning of international peer review of RPC

In line with Malta's obligations under European Union legislation and international safety standards, an Integrated Regulatory Review Service (IRRS) mission by the International Atomic Energy Agency (IAEA) is scheduled to take place in 2026. The Mission will provide an independent peer review of Malta's national regulatory framework for radiation safety and related regulatory activities, with the aim of assessing alignment with IAEA Safety Standards and identifying opportunities for further strengthening the national regulatory infrastructure.

As part of the preparations for the Mission, the RPC undertook an extensive self-assessment exercise covering the legislative, regulatory, organisational, and operational aspects of the national radiation protection framework. By the end of 2025, this comprehensive self-assessment was nearing completion and represented a significant milestone in Malta's preparations for the IRRS review process.

In December 2025, the IAEA IRRS Coordinator together with the designated Team Leader for the Mission visited Malta for a preparatory meeting with the relevant national authorities and stakeholders. The purpose of the meeting was to discuss the scope, objectives, methodology, and logistical arrangements related to the conduct of the Mission. During this preparatory visit, the Terms of Reference document for the IRRS Mission was formally reviewed and approved, thereby establishing the agreed framework and scope for the peer review to be conducted in 2026.

3 Inventory of users of radiation in Malta

This section provides an overview of the undertakings in Malta that utilise ionising radiation across the various sectors regulated by the RPC. Maintaining an accurate and up-to-date inventory of authorised users and practices is essential for ensuring effective regulatory oversight, supporting inspection and enforcement activities, and monitoring compliance with both national legislation and applicable European Union requirements related to radiation protection and nuclear safety.

During 2025, a total of 230 undertakings making use of ionising radiation were registered and regulated by the RPC. These undertakings span a range of applications, including medical, industrial, research, educational, and other authorised practices involving ionising radiation.

The distribution of undertakings by application area is presented in Table 1.

Table 1. Inventory of undertakings using ionising radiation (2025).

Application	2024	2025
Radiotherapy	1	1
Nuclear Medicine	3	1 (-2)
X-ray diagnostic	27	25 (-2)
Dental	124	125 (+1)
Veterinary	28	28
Industrial NDT	6	6
Industrial other quality control	24	22 (-2)
Security Screening	12	19 (+7)
Central storage facility	1	1
Radiopharmaceutical importers	2	2
Other suppliers	14	0 (-14)
Total	242	230

4 Licences Issued

The RPC is responsible for licensing undertakings that make use of ionising radiation.

In 2025, a total of 42 licences were issued. Of these, 26 were new licences issued for the first time, while 16 licences were renewals of existing licences, as presented in Table 2.

Table 2. Licenses issued in 2024 and 2025 per application area.

Application	2024	2025
Medical	14	12 (+2)
Veterinary clinics	26	0
Industrial (non-destructive testing)	1	6 (+5)
Industrial (low risk)	6	22 (+16)
Waste facility	1	2 (+1)
Total	48	42

5 International obligations

The RPC fulfils a number of Malta's international obligations, including environmental monitoring, nuclear safeguards reporting, participation in international conventions, and the exchange of incident notifications through the International Atomic Energy Agency.

5.1 Environmental monitoring

The RPC coordinates Malta's environmental monitoring programme, which monitors radioactivity in the environment through the sampling of air particulates, seawater, and soil by the Environmental and Resources Authority (ERA), as well as drinking water, milk, and food

by the Environmental Health within the Department for Health Regulation (EHD) and Food Safety and Security Authority (FSSD).

The workings of this programme are outlined in the National Environmental Monitoring Plan. During 2025, the RPC continued to work on the revision and update of the Plan to include animal feed and to reflect the testing capabilities developed within the RPC's laboratory.

Results from the monitoring programme are transmitted annually to the European Union Joint Research Centre's Radioactivity Monitoring Database. In addition, ERA's gamma dose monitoring stations have their data transmitted directly to the EU and are included in the European dose rate map <https://remap.jrc.ec.europa.eu/Simple.aspx>.

5.2 Reporting under EURATOM Nuclear Safeguards

The Secretariat submitted all required reports on nuclear material accountancy to the European Commission under the trilateral EU/IAEA nuclear safeguards agreements, thereby ensuring Malta's continued compliance with EURATOM Directive obligations.

5.3 Eighth review cycle of the Convention on the management of radioactive waste

Malta is a contracting party to the Joint Convention on the Safety of Spent Fuel Management and on the Safety of Radioactive Waste Management and is therefore required to participate in review meetings and report on Malta's compliance with the obligations established under the Convention.

The Maltese national report for the Eighth Review Meeting was prepared and submitted to the IAEA ahead of the meeting. Following the submission, response to questions and comments received from six contracting parties were prepared and submitted to the IAEA in 2025.

During the review meeting, held in March 2025 at the IAEA headquarters in Vienna, staff from the Secretariat delivered a presentation and addressed questions raised by the contracting parties.

5.4 Tenth review cycle of the Convention on Nuclear Safety

Malta is a contracting party to the Convention on Nuclear Safety and is therefore required to participate in review meetings and report on Malta's compliance with the obligations established under the Convention.

The Maltese national report for the Review Meeting was prepared and submitted to the IAEA in 2025. Following the submission, Malta received 16 questions and comments from seven contracting parties, to which responses were prepared and submitted, and the review meeting is scheduled to be held in 2026.

5.5 Incident and Trafficking Database

The RPC acts as the national focal point for the IAEA's Incident and Trafficking Database (ITDB), facilitating the dissemination of relevant information to Maltese stakeholders. The ITDB serves as the IAEA's information system for incidents of illicit trafficking and other unauthorized activities and events involving nuclear and other radioactive material outside of regulatory control.

In 2025, a total of 236 notifications were received through the system. Notifications relevant to Malta were reviewed and distributed to the appropriate national stakeholders.

6 Activities of the Secretariat

The Secretariat carries out a range of regulatory functions including inspections, the recognition of qualified experts, and laboratory analysis activities.

6.1 Regulatory Inspections

In 2025, the Secretariat carried out 108 inspections of undertakings, representing an increase in the number of inspections carried out in 2024. This increase reflects the RPC's continued efforts to strengthen regulatory oversight and enhance compliance monitoring across a wide range of applications involving ionising radiation.

The higher number of inspections was primarily driven by increased inspection activity in areas such as dental practices, security screening systems, non-destructive testing (NDT), and quality control equipment. A graded approach based on the level of radiological risk is applied, with the higher risk applications being inspected more frequently to ensure optimal use of resources within the Secretariat.

Table 3. Number of inspections in the relevant applications.

Application	2024	2025
Radiotherapy	2	1
Nuclear medicine	4	7
Diagnostic radiology	15	17
Veterinary	29	1
Dental	12	36
Cyclotron	0	0
Irradiator	0	1
Security Screening	10	17
Container Shipment	1	1
NDT	0	7
Waste	0	3
Public Enquiry	0	0
School	1	2
Quality Control Equipment	2	11
Lightning Conductors	3	1
Museum Artefacts	0	3

Total	79	108
--------------	-----------	------------

6.2 Recognition of experts

In accordance with regulations, the RPC is responsible for the recognition of Radiation Protection Experts (RPE) and Medical Physics Experts (MPE).

During 2025, no new applications for recognition or renewal were received. The list of recognised experts is available on the RPC website at: <https://rpc.gov.mt/approved-service-providers/>.

6.3 Radioanalysis Laboratory

The primary role of the laboratory is to provide analytical support during radiological emergencies that may affect Malta; however this laboratory is also being used to partially support the National Radioactivity Monitoring Programme. In 2025, the laboratory completed its third full year of gamma spectrometry analyses on food, water, feed, environmental and proficiency test samples. The number of analyses conducted is listed in Table 4.

Table 4. Number of gamma spectrometry analysis performed in 2025.

Media	Number of gamma spectrometry analysis performed in 2024	Number of gamma spectrometry analysis performed in 2025
Air Filter	26	46
Soil	6	7
Tap water	None	3
Milk	1	1
Foodstuffs	2	3
Seawater	12	8
Feed	2	3
Disk Samples	None	4
Total	49	75

In 2025, the laboratory participated in the second IAEA Intercomparison Worldwide Proficiency Test Exercise (IAEA-TERC-2025-01), which is designed to monitor and demonstrate performance and analytical capabilities of different radioanalytical laboratories. The exercise included a range of sample media, including water (spiked drinking water and natural mineral water), soil, vegetation and simulated contaminated surface samples.

As part of the exercise, the laboratory carried out gamma spectrometry analysis for both artificial and naturally occurring radionuclides. Overall, 71% of the results (17 out of 24 samples) were consistent with the actual results.

At the end of 2025, a liquid scintillation counter was delivered to the laboratory. Installation of the system and associated staff and training are planned for 2026.

7 Emergency Exercises

The RPC participated in several EU and IAEA desk-top emergency exercises in collaboration with the Civil Protection Department. These exercises provided valuable opportunities to evaluate and strengthen Malta's preparedness and response capabilities in case of radiological emergencies.

8 RPC Sub-groups

8.1 Environmental Steering Committee

The Environment Steering Committee did not meet in 2025.

8.2 Non-ionising Radiation Sub-Committee

The Non-Ionising Radiation Sub-Committee focused on clarifying legal issues relating to non-ionising radiation and did not meet in 2025.

8.3 Radon Working Party

The Radon Working Party works on developing the Maltese actions regarding the protection from radon through the development of the Maltese Radon Action Plan. In 2025 the Radon Working Party did not meet.

8.4 Training Steering Committee

The Training Steering Committee continued its work on developing a comprehensive training framework aimed at establishing the RPC's training requirements for all persons working with ionising radiation.

In line with the Basic Safety Standards regulations, the RPC is responsible for developing training syllabi and approving organisations that provide such training. The sub-group is currently preparing a framework that addresses the specific training needs of the various professional groups involved in the use of ionising radiation, ensuring that regulatory and practical requirements are clearly defined.

To support the development of this framework, a series of meetings with key stakeholders were held during 2025.

9 Management of radioactive disused sources

Most of the disused long-lived radioactive sources are stored in a Central Storage Facility which is managed by a private company and holds a licence obtained from the RPC.

Discussions regarding the future management and long-term arrangements for the radioactive sources stored at the Central Storage Facility remained ongoing throughout 2025.

10 IAEA support to the RPC

Malta receives assistance from the IAEA through various technical cooperation projects (TCPs). Proposals for TCPs are written by member states of the IAEA and then submitted for evaluation and review to the IAEA. When awarded, national TCPs are run on a two-year project cycle and may be nearly fully funded by the IAEA or co-funded with the member state.

10.1 National TC project for 2024-2025 for the RPC.

In 2023, the International Atomic Energy Agency approved project MAT9011, proposed by the RPC, with a budget of €194,000. The project was designed to train newly employed staff and expand the radioanalysis and monitoring capabilities of the laboratory.

In 2024, Malta hosted two expert missions to assess equipment requirements for enhancing laboratory capabilities, particularly to enable liquid scintillation analysis for beta-emitting radionuclides. Following these missions, a liquid scintillation counter was delivered towards the end of 2025 to support alpha and beta radionuclide analysis. Additionally, in 2025, requests were submitted to the IAEA for support in acquiring further sample preparation equipment.

10.2 National TC project for 2026-2027 for the RPC.

In 2025 the IAEA approved project MAT9012 to improve regulatory infrastructure and practice in the area of medical exposures proposed by the RPC, with a budget of €51,960. Approval for the budget was received.

The project is designed to address the need to increase awareness and update existing control measures for the optimisation of radiation doses during medical exposures. In consultation with the relevant stakeholders the RPC will seek to further develop referral criteria, diagnostic reference levels, and any other actions, including training activities, that will optimise medical exposure radiation doses.

11 Future priorities for the RPC

Looking ahead, the RPC will continue to strengthen its regulatory framework and operational capacity. Key priorities include:

- i. Ensuring the Secretariat is adequately staffed and trained.
- ii. Ensuring that adequate budgetary allocations are made available to support the RPC's operations and the implementation of its strategic objectives.
- iii. Providing the Government with technical and strategic advice on the future management of radioactive waste.
- iv. Prepare for the IRRS mission scheduled for mid-2026.
- v. Action the remaining findings of the previous IRRS and ARTEMIS missions.
- vi. Finalising the training framework for undertakings.
- vii. Expanding the testing capabilities of the radioanalytical laboratory.

- viii. Further developing radon policies in line with the Radon Action Plan.
- ix. Considering accession to the Convention on the Early Notification of a Nuclear Accident and Convention on Assistance in a Nuclear Accident or Radiological Emergency.
- x. Regulation of non-ionising radiation as deemed relevant.



Prof Lourdes Farrugia
Chairperson
16th July 2026



Mr Joseph Cremona
Executive Secretary
16th July 2026