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NUCLEAR ENERGY AGENCY  
RADIOACTIVE WASTE MANAGEMENT COMMITTEE

NEA/RWM/FSC(2005)1/REV2  
Unclassified

## Forum on Stakeholder Confidence (FSC)

### Programme of Work for the FSC Phase-2 (2005-2010)

*This main lines of the programme of work for phase-2 were discussed by the FSC at its plenary session in June 2004 and at its business meeting in October 2004. The Core Group drafted the present document in February 2005 as a proposal to the RWMC who approved it in March 2005.*

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## **FSC Phase-2 Programme of Work (2005 – 2010)**

### **General expectations from the FSC Phase-2**

#### **The FSC is expected:**

- To identify specific issues of interest on which stakeholders can learn from one another and provide a platform for discussing those issues in an atmosphere of mutual learning and trust.
- To provide timely, factual proceedings of the exchanges and dialogues that will be organised by the FSC. This factual information is meant to provide a valuable record that can be used by a wide spectrum of stakeholders and decision-makers.<sup>1</sup>
- To distil in a concise form the lessons learnt and provide a fund of information accessible to policy makers and other interested parties in the NEA Member countries.
- To investigate and catalogue specific tools that contribute to effective interactions.

#### **Modus operandi**

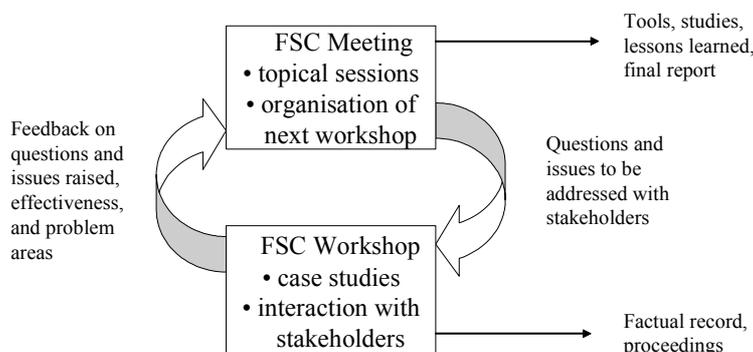
An appropriate method to meet the expectations described above is to alternate regular meetings of the FSC with workshops held in national contexts at which the additional representation of civil society will be featured prominently. The relationship between FSC meetings and workshops is represented graphically in Figure 1 and is described hereafter.

The regular FSC meetings will take place mostly in the Paris area, where the OECD and the NEA Headquarters are located. These are meant for information exchange and for focused discussion of specific topics. At FSC meetings:

1. Information is exchanged on stakeholder-related activities in NEA member countries.
2. Strategic discussions and topical sessions are organised. These are conducted with experts and with specific groups of stakeholders or stakeholders' representatives.
3. Mandate may be given to subgroups to carry out specific actions/studies for later submission and approval by the FSC.
4. The programme of the next workshop is broadly defined.
5. Reports from workshops and subgroups are discussed.

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<sup>1</sup> To this effect the FSC will also hold a data base of contacts to whom regular information on the FSC is provided.



**Figure 1** *Relationship between FSC regular meetings and workshops*

The workshops in a national context serve as a neutral ground for discussion, dialogue, and advancement of knowledge. At the same time, they provide national stakeholders the opportunity to interact with participants from other countries. At FSC workshops:

1. Opportunity is created for the FSC to view the inner workings of waste-management programmes, the methods they have employed for stakeholder interactions, the successes and failures they have had, and hear directly from involved stakeholders their own views about the methods by which they were involved in the decision-making.
2. Opportunity is created for the national stakeholders to interact with participants from other countries.
3. Specific topics are dealt with in depth, taking advantage of the participation of a wide range of expertise and representation beyond the traditional technical specialists.
4. Specific assessments and documentation being prepared by the FSC may be discussed with interested stakeholders. These include: documents reflecting the lessons learnt from feedback and experience; tools (techniques, processes, procedures, etc.) that can help support dialogue; methods to help organisations better fulfil their role; etc.

### **Main investigation themes**

Five main themes have emerged from Phase1 as central for Phase-2 investigations:

1. *The link between technical Research, Development and Demonstration (RD & D) and stakeholder confidence*

2. *Evolving Cultural and Organisational Changes in RWM Institutions vis-à-vis Stakeholder Confidence*
3. *Link between RWM organisations, the Media, and stakeholder confidence*
4. *Tools and Processes to Help Society Prepare and Manage Decisions (e.g., about Technology, Sites) through Stakeholder Involvement*
5. *Increasing the value of waste management facilities to local communities*

Traditionally, the FSC has focussed on the issue of long-term waste management. A lately emerging, cross-cutting issue is the *stakeholder confidence for the decommissioning*. Obsolete nuclear facilities are *de facto* “waste” and their decommissioning raises a number of decision-making and social questions that are, in many respects, similar to, or overlap with, those related to long-term radioactive waste management (RWM). Namely, they are long-term projects, there are important impacts both economic and psychological on the local communities, nuclear communities are involved, which are special communities to the WM field, there are links to the sustainability of nuclear power, and decommissioning represents an immediate problem to be solved in an societally acceptable manner.

In the same vein FSC co-operation has been elicited by the NEA Integration Group for the Safety Case for Disposal (IGSC), the Nuclear Development Committee and the Committee on Nuclear Regulatory Activities.

The FSC is ready to provide both feedback and a discussion arena to other NEA committees as much as practically achievable. This will be done in a considered manner under RWMC direction.

## **1. The Link between Research, Development & Demonstration (RD&D) and Stakeholder Confidence**

In Phase-1 it was observed that decision-making should be performed through stepwise, iterative processes, providing the flexibility to adapt to contextual changes, including new research findings and technological developments. It was recognised as well that the R&D technical community are also stakeholders in the RWM processes, and should play a key role by providing balanced and qualified input, and encouraging informed and comparative judgement (“Key Findings” document). Further, active participation in, and/or monitoring of ongoing (inter)national R&D are viewed, in many countries, as providing important information for decision making relating to the development of a RWM strategy<sup>2</sup>. Finally, in order to respond both to technical and social imperatives, national waste management programmes are incorporating in their projects demonstration phases to show how a facility will develop and operate.

*Background materials:* NEA large body of information and activities (IGSC, RWMC); the lessons of RISCOM II; the FSC workshops, in particular the German and Belgian ones.

*Initiating activity:* Topical Session at FSC-6, in June 2005, on “The link between RD&D and stakeholder confidence in the field of long-term RWM”.

*Follow-on activity:* 1. Record of the topical session. 2. A desk study or a publication providing state-of-the art considerations depending on the results of the topical session.

*Responsible FSC*

*Member:* Carmel Létourenau; Yves Le Bars

*Examples questions:*

- What is the role of experts in RWM programmes?
- How is science perceived and how can science interact with the public to increase confidence in RWM decision making processes?
- Can we reduce risk indefinitely? Can we explain “uncertainty” versus “un-safety”?
- How can transparency and traceability of R&D be assured and what are their limits?
- Are there specific areas of focus that citizens would like to see in R&D?
- How can problems of (lack of) independent expertise and objectivity be handled? What is the role for peer reviews and pluralism in enhancing confidence?
- How to handle contending expert views? How should scientific uncertainties and contending views be communicated?
- How to expose the experts’ own values?
- Who is deemed to be trustworthy sources for disseminating the information?
- How can better communication of existing R&D help increase confidence in studies under way?
- In implementation plans, how can assurance of R&D be built in, to provide confidence in ongoing learning?
- How can the competing requirements of adaptability to future technical developments and long-term safety be balanced?

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<sup>2</sup> For example, in Canada, there is a desire to demonstrate that the country will continue to monitor ongoing international R&D and adjust its program to incorporate new findings. Also, Canada’s dialogues reveal that public confidence will be bolstered by assurance of ongoing R&D.

- What are the relevant scientific and technical skills that are required to implement RWM programmes? How can such (nuclear) skills and know-how be maintained and developed further over a long time period?

*Special topic: long-term safety*

- What is long-term passive safety? How can technical and subjective elements be brought together?
- The link between several degrees (or gradual removals) of controls and safety
- How can stakeholders be involved in evaluating safety? How to explain passive safety to the lay public?
- Which are the perceived issues with a safety case for long-term waste management?
- What would give confidence in the safety case for long-term waste management?
- Can optimisation of concepts, including regulation, be achieved with the help of the local stakeholders?
- Connection to siting

*Potential participants:*

FSC delegates and external theoreticians (e.g., Brian Wynne, Andy Stirling, Karin Knorr Cetina, Sybille van den Hove, etc.); Action Research specialists; experts from other fields, e.g., GM crops, BSE etc.; IGSC delegates; science managers in RWM institutions (M. Viala; P. Zuidema; F. Jacques; R. Portal; G. De Marsily; etc.); representatives of the Regulators' Forum; etc.

## **2. Evolving Cultural and Organisational Changes in RWM Institutions vis-à-vis Stakeholder Confidence**

In Phase-1, the Topical Session on “Addressing Issues Raised by Stakeholders: Impacts on Process, Content and Behaviour in Waste Organisations” (5<sup>th</sup> FSC meeting) focused on the responses given by regulators and implementers to stakeholders’ concerns, issues and needs. Eleven papers were prepared by FSC delegates to analyse the experiences of institutional actors in OECD countries. The papers described how stakeholders’ views have been taken into consideration and how they have influenced decisions and organisational practices. Issues of organisational and cultural change are of special interest for FSC delegates, who suggested that these issues be explored further. Special attention should be paid to the principles of good management and their impacts on public confidence.

*Initiating activity:* Topical Session at FSC-5, already documented:  
<http://www.nea.fr/html/rwm/docs/2004/rwm-fsc2004-8.pdf>

*Follow-on activity:* 1. Desk study based on a questionnaire survey, target is to discuss questionnaire answers at June 2006 meeting, then 2. Topical Session or Workshop leading to a publication.

### *Responsible FSC*

*Member or Organisation:* Elisabeth Atherton, NEA Secretariat (C. Pescatore)

### *Example questions:*

- How does one measure cultural and organizational change? How does cultural change manifest itself?
- What are the key components that build confidence in institutions (e.g., openness, credibility, fairness, competence, etc.) and how are they reflected in organisational values?
- How has culture changed in RWM organisations? Are there organisations that have successfully changed from a technical to a customer focussed culture?
- What experiences have accumulated concerning organisational and cultural changes (e.g., with regard to the attitude of senior management)?
- How can the principles of good management be integrated into organisations (openness, transparency, accountability etc.)?
- What qualities should organisations look for in their staff during appointment, promotion, training and appraisal?
- How to regulate organisations implementing RWM programmes (their staffing, competence, etc.)?
- How to balance the requirement of adapting to unanticipated events and that of staying focused ?
- How to balance the requirement of openness and the increasing concerns over security?
- How are R&D organisations opening up their work to outside scrutiny, knowledge and critiques and/or trying to enable stakeholders to influence their work?
- Which are lessons from the field of corporate social responsibility? What are organisational and institutional values?

*Potential participants (Topical Session/workshop):*

A workshop on “How to integrate good practice principles into organisations”.

Experience in organisational change (e.g. UK FSA John Krebs; John Rohrbaugh in the USA), HR expert on instituting organisational change; Mr. Andrew Puddephatt; expert on implementing transparency and access to information; FSC delegates, Human Resources managers, trade unions, experts of organisational design, culture, and change.

### **3. Link between RWM organisations, the Media, and stakeholder confidence**

Societal confidence is necessary for robust decisions to be taken and for the successful implementation of long-term RWM programmes to proceed satisfactorily. Building confidence relies to an important extent on the information that the public integrates about radioactive waste and its management.

The public perception of RWM is based on a mixture of messages coming from key technical and political actors, which are relayed by the media. That is why a comprehensive information and communication policy needs to take into account the media aspect.

In actuality, the media are a fundamental generator of RWM information influencing public opinion, as well as an amplifier of information from many diverse sources. As a consequence, the different institutional players within the field of RWM must understand how the media operate, when trying to get their messages through effectively.

As a conclusion, media are an essential stakeholder in the field of RWM and their confidence as well the one that they can instil in the public is important. FSC delegates have decided that since media relations are a permanent concern, this issue should remain on the agenda of future FSC meetings.

*Initiating activity:* Topical Session at FSC-5, which is being documented in a general distribution document

*Follow-on activity:* Standard item on FSC regular meeting agendas whose programme will be elaborated through a reference group within the FSC. A topical session with the communication leaders of a few waste management organisations is being organised at FSC-6. A stable group within the FSC may be created.

#### *Responsible FSC*

*Member or Organisation:* M. Aebersold, Carmel Létourneau

#### *Example issues:*

- Constituents' communication strategy and experience with the media
- Reflecting on constituents' websites
- What is the future of media? What can new means of establishing communication such as e-dialogue, e-conference, blogs, etc. bring?
- Successes and failures in both "normal" and crisis situations
- Differences between local and supra-regional media
- Organisational arrangements that are necessary for meeting the needs of the media
- Aptitude and training needed for scientific experts and/or PR staff to inform and communicate

#### *Proposed participants:*

FSC delegates, journalists, newspaper editors, TV producers, media researchers (e.g., schools of journalism), heads of communication departments in RWM institutions.

#### 4. Tools and Processes to Help Society Prepare and Manage Decisions (e.g., about Technology, Sites) through Stakeholder Involvement

In Phase-1, a Topical Session on Stakeholder Involvement Tools was organised, which was followed by a Desk Study on such tools. A separate session focused on the EIA, which is a widely used framework for stakeholder involvement. A request was also expressed for a concise guide to help setting up and evaluating stakeholder involvement processes. Another related question identified in the FSC Phase-1 is “how to raise (political) awareness that countries have problems that need to be solved”.

A key question of stakeholder involvement is the handling of divergent views. Differences between stakeholder perspectives, values and needs surfaced at Phase-1 stakeholder workshops and site visits, which were reviewed in the “Draft Outcome Document”. Also, the Phase-1 Desk Study on the Mental Models Approach explored related descriptive research. Recently, a number of empirical studies have been conducted on this topic, within the framework of RWM programmes of various OECD countries (e.g., Canada, France). FSC members suggested that results of the above studies be collected, analysed, and integrated.

*Background materials:* Topical Session at FSC-4 and desk study publication on Stakeholder Involvement Tools; Draft Outcome Document of Phase-1; Desk Study on Mental Models; past FSC seminars and workshops; the OECD PUMA activity on involving citizens in policy making (see also FSC-4 topical session); Nirex review of evaluation criteria that stakeholder dialogues have identified as important.

*Initiating activities:* Co-operation with projects and programmes that tackle these issues actively, e.g., CARL, and link up with those involved in other controversial siting decisions (e.g., projects on increasing infrastructures); possible desk study reviewing what has been learnt so far

*Follow-on activity:* Briefing from relevant projects and programmes.

*Potential Outcomes:* Information exchange; develop some aspects with a view to produce guidelines; topical session at FSC-7 on informal and formal right of veto: how it could be formalised and how it could be expressed

*Responsible FSC Member*

*or Lead Organisation:* B. Hedberg, Y. Le Bars

*Examples for questions (for desk study and guidelines):*

- Who are the stakeholders and how can their perspectives be characterised? Are all stakeholders created equal?
- What are the perceived risks and main concerns associated with waste management? What elements mitigate perceived risks and concerns? How do public perceptions differ from those of scientific experts? How do expert and lay perceptions differ with regard to the concept of long-term passive safety?
- What are the key factors of the interpretation and prioritisation of negative outcomes (quality of life issues, ethical considerations, and worldviews)?
- What tools are available to explore and address various stakeholders’ perspectives, values, and needs?

- How can divergent perspectives of national and local stakeholders be reconciled? How to handle highly polarised stakeholder views?
- Explore the issue of leadership: who leads the process at which points? How is this agreed upon? How is co-ordination achieved between institutional bodies and other independent organisations?
- What are the factors that should be taken into account when setting up a stakeholder involvement process?
- What are the basic ingredients of a good local community involvement programme, and what criteria should be used for their evaluation? What could be the role of EIA in such a programme?
- Effectiveness of legal participatory tools that help manage decisions, e.g., are referenda an effective tool?
- How to plan stakeholder involvement in the subsequent phases of a stepwise process? How to follow-up stakeholder involvement processes?
- How to achieve long-term acceptance of majority votes on long-term issues?
- How to deal with participatory democracy?
- What are the potential limitations of representative democracy in long-term management problems?
- What is the role of the experts in a decision making process?

## 5. Increasing the value of waste management facilities to local communities

In Canada it was observed as at Port Hope there is an interest in having the waste tailings treated so that they can become areas with amenity value. The Belgian workshop was particularly innovative in suggesting that waste facilities should not necessarily be seen only as “waste dumps”, but a cultural and amenity value could also be given to them. It was found that the topic was innovative and deserved further investigations.

*Initiating activity:* The issue of community relations emerged in Phase-1 workshops, namely the Canadian and Belgian ones, where options for creating a relationship between a community and an RWM facility were discussed.

*Follow-on activity:* The Secretariat will prepare a background document for discussion at FSC-6 with a view to identify follow-on work and initiatives, e.g., Workshop with architects, artists and stakeholders in affected communities or a Topical Session at FSC-7

*“Ideal” outcome:* Final publication reviewing lessons learnt and providing guidance

*Responsible FSC Member*

*or Lead Organisation:* NEA Secretariat ( C. Pescatore)

*Examples questions:*

- How are the selected industrial facilities seen by local society? How have their appearance and perception changed over the last decade?
- Has a relationship between the facility and the community been established? What kind of relationship?
- What do local people aspire to? What image do they want to have? Could they be proud of hosting a facility on behalf of the whole country?
- How to bring people into suggesting how the facility could look?
- How could aspects such as multifunctionality, added cultural and amenity values be conceived starting from the design stage?
- How to set up local/regional development programmes? What kind of cultural value could an operating repository have? How about a repository after closure?
- Can radioactive waste have cultural resource value?
- What kind of symbolism could be evoked in designing the facility ( $E = mc^2$  at HABOG)
- What kind of scientific research activities beyond WM one could be foreseen, e.g., zero gravity experiments?
- What are the cultural events that could be associated with UM facilities?
- What are the lessons to be learnt from examples of changing values, e.g., a certain typology of buildings typical of the communist areas that are now being re-evaluated in Eastern countries?