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Organisation de Coopération et de Développement Economiques
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English - Or. English

NUCLEAR ENERGY AGENCY
RADIOACTIVE WASTE MANAGEMENT COMMITTEE

NEA/RWM/FSC(2005)1/REV3
Unclassified

Forum on Stakeholder Confidence (FSC)

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

The main lines of the programme of work for the FSC 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 a programme of work in February 2005 as a proposal to the RWMC who approved it in March 2005. This document was updated after the January 2007 Core Group Meeting for completion by the FSC in June 2007 (FSC-8).

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

General expectations for 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.¹
- 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.²
- To investigate and catalogue specific tools that contribute to effective interactions, among stakeholders in radioactive waste management.

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 focussed discussion of specific topics. At FSC meetings:

1. Information is exchanged on stakeholder-related activities in NEA member countries².
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 to and approval by the FSC.
4. The programme of the next national workshop is broadly defined.
5. Reports from workshops and subgroups are discussed.

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1. To this effect the FSC will also hold a database of contacts to whom regular information on the FSC is provided.
 2. In June 2007 (FSC-8) a template for country reports will be proposed. This template will allow quick identification of country activities that are relevant to the programme of work themes described below.

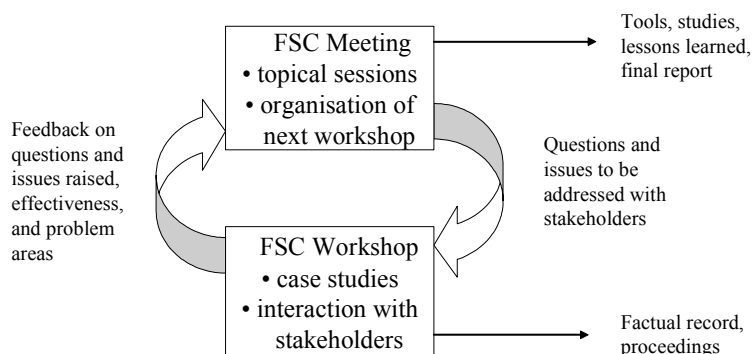


Figure 1 Relationship between FSC regular meetings and workshops

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 to 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 Phase-1 (2000-2003) 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*

Two of these themes have reached a milestone with the publication of a major report: Theme 2 Cultural and Structural Changes in RWM Organisations [NEA/RWM/FSC(2007)2; <http://www.nea.fr/html/rwm/docs/2007/rwm-fsc2007-2.pdf>] and Theme 5 “Fostering a Durable Relationship Between a Waste Management Facility and its Host Community, Principles and Good Practice” [NEA/RWM/FSC(2007)1; <http://www.nea.fr/html/rwm/docs/2007/rwm-fsc2007-1.pdf>].

Traditionally, the FSC has focussed on the issue of long-term waste management. A lately emerging, cross-cutting issue is the *stakeholder confidence for decommissioning*. Obsolete nuclear facilities are *de facto* “waste” and their decommissioning raises a number of decision-making and societal 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 in the WM field; there are links to the sustainability of nuclear power; and decommissioning represents an immediate problem to be solved in a societally acceptable manner.

This cross-cutting issue has been taken up in increased interaction with the NEA Working Party on Decommissioning and Dismantling (WPDD), resulting notably in the joint publication of a review report, Stakeholder Involvement in Decommissioning and Dismantling NEA/RWM/WPDD(2007)1. 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 developments³. 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 judgement⁴. 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 national RWM strategy⁵. 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 RISCOP II; the FSC workshops, in particular the German, Belgian and Hungarian ones.

Initiating activity and publication Topical Session at FSC-6, in June 2005, on “The Link Between RD&D and Stakeholder Confidence in the Field of Long-Term RWM”. <http://www.nea.fr/html/rwm/docs/2006/rwm-fsc2006-4.pdf> : The Topical Session featured participations from FSC delegates (Janet Kotra Kathryn Shaver, Carmel Létourneau) and external theoreticians (Martin O’Connor; Kjell Andersson, Sybille Van den Hove) as well as institutional and local actors (François Jacq, Ghislain de Marsily, Harald Åhagan and Josep Castellnou).

Follow-on activity: Topical session to be organised at FSC-8 (June 2007): Presentations on a) outcomes of the Safety Cases symposium of January 2007; b) outcomes of the long-term safety criteria (LTSC) workshop in November 2006; c) KASAM initiative on the implementation of the RISCOP model; d) an FSC member’s experience of public meetings when dealing with the safety case. IGSC representatives will be invited. Intention: to explore better the potential contribution of the FSC in this area with, and complementary to, the IGSC. Further activities to be considered later.

Responsible FSC Member or Lead Organisation: To be updated at FSC-8, June 2007

3. Stepwise Approach to Decision Making for Long-term Radioactive Waste: Experience Issues and Guiding Principles. <http://www.nea.fr/html/rwm/reports/2004/nea4429-stepwise.pdf>

4. Learning and Adapting to Societal Requirements for Radioactive Waste Management: Key Findings and Experience of the Forum on Stakeholder Confidence. <http://www.nea.fr/html/rwm/reports/2004/nea5296-societal.pdf>

⁵ 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.

Examples of 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 are deemed to be trustworthy sources for disseminating information?
- How can better communication of existing R&D help increase confidence in studies underway?
- 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?
- 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

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

The issue of cultural and organisational change has been central for the FSC since its inception. At the first workshop (August 2000) were identified the most important organisational, mission and behavioural features characterising an organisation capable of achieving stakeholder confidence over long time periods⁶. In Phase-1, the Topical Session on “Addressing Issues Raised by Stakeholders: Impacts on Process, Content and Behaviour in Waste Organisations” (FSC-5, June 2004) focussed 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, Topical Session on “Addressing Issues Raised by Stakeholders: Impacts on Process, Content and Behaviour in Waste Organisations” NEA/RWM/FSC(2004)8
<http://www.nea.fr/html/rwm/docs/2004/rwm-fsc2004-8.pdf>

Follow-on activity: 1) A questionnaire survey (May-August 2005), discussed at the FSC-7 (June 2006) 2) A Topical Session at FSC-7: “Organisational Changes: Cultural and Structural Aspects” which featured contributions from Mr Rochet, a civil servant with the Ministry of Research and Marseille University; Professor Rohrbaugh of Rockefeller College of Public Affairs and Policy, an expert on instituting organisational change; Prof. Dr. Birgit Blättel-Mink, a sociologist from J.W. Goethe-Universität, Frankfurt-am-Main, and Andrew Puddephatt, an expert on implementing transparency and access to information.

Milestone achievement: Publication of a major report “Cultural and Structural Changes in Radioactive Waste Management Organisations” NEA/RWM/FSC(2007)2
<http://www.nea.fr/html/rwm/docs/2007/rwm-fsc2007-2.pdf>

*Responsible FSC
Member or Lead
Organisation*

Elisabeth Atherton, NEA Secretariat (C. Pescatore)

Examples of questions:

- How does one measure cultural and organisational 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?

6. “Stakeholder Confidence and Radioactive Waste Disposal” Paris, France, 28-30 August 2000
<http://www.nea.fr/html/rwm/reports/2000/nea2829.pdf>

- 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 (openness, transparency, accountability etc.) be integrated into organisations?
- 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 focussed?
- 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?
- What are the lessons from the field of corporate social responsibility? Which are desirable organisational and institutional values?

If there are organisations that undergo major changes a report to the FSC will be welcomed. The country report template for regular meetings can be used for this purpose.

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 a great 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 relations with the media.

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

Media are an essential stakeholder in the field of RWM and their confidence as well as that which 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, “Proceedings of the Topical Session on Media Relations held in June 2004 and 2005” NEA/RWM/FSC(2006)5 <http://www.nea.fr/html/rwm/docs/2006/rwm-fsc2006-5.pdf>

Follow-on activity: 1) Topical Session at FSC-6 “FSC Topical Session on Experience with Electronic, Web and Internet Platforms for Communicating on Radioactive Waste Management” <http://www.nea.fr/html/rwm/docs/2006/rwm-fsc2006-6-prov.pdf> ; 2) FSC-8 (June 2007): Discussion of case studies of how organisations handled communication to prepare for, or react to, major events; 3) Standard item on FSC regular meeting agendas whose programme will be elaborated through a reference group within the FSC.

Responsible FSC

Member or Lead

Organisation: M. Aebersold

Examples of issues:

- Members’ communication strategy and experience with the media
- Reflecting on members’ 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
- Have journalists changed their attitudes of the renaissance of nuclear power? How do sensitivities change?
- Link to global warming

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 organised⁷, which was followed by a Desk Study on such tools. This produced a concise guide to help setting up and evaluating stakeholder involvement processes⁸. A separate session focused on the EIA, which is a widely used framework for stakeholder involvement.

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 "Learning and Adapting"⁹. Also, the Phase-1 Desk Study on the Mental Models Approach explored related descriptive research¹⁰. Recently, a number of empirical studies have been conducted on these topics, within the framework of RWM programmes of various OECD countries (e.g., Canada, France). FSC members suggested that a new theme explore how stakeholder involvement can foster and facilitate societal handling and transmission of RWM responsibilities. Another related question identified in the FSC Phase-1 is "how to raise (political) awareness that countries have problems that need to be solved"

Background materials: Topical Session at FSC-4 and short guide on Stakeholder Involvement Tools; Learning and Adapting; 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., infrastructure projects);

Follow-on activity: 1) Briefing from relevant projects and programmes; 2) Topical Session at FSC-7 (2006) "Tools and Processes to Help Society Prepare and Manage Decisions in the Field of Radioactive Waste Management" ; 3) FSC-8 (2007) "Tools and Processes for Handling of Transfer of Burdens, Knowledge and Responsibility to Future Generations".

Potential Outcomes: Information exchange; develop some aspects with a view to produce guidelines.

Responsible FSC Member

or Lead Organisation: B. Hedberg, Other member TBD at FSC-8

7. "Stakeholder Involvement Tools: Criteria for Choice and Evaluation" NEA/RWM/FSC(2003)10 <http://www.nea.fr/html/rwm/docs/2003/rwm-fsc2003-10.pdf>

8. "Stakeholder Involvement Techniques: Short Guide and Annotated Bibliography" NEA/RWM/FSC(2004)7 <http://www.nea.fr/html/rwm/docs/2004/rwm-fsc2004-7.pdf>

9. "Learning and Adapting to Societal Requirements for Radioactive Waste Management: Key Findings and Experience of the Forum on Stakeholder Confidence." <http://www.nea.fr/html/rwm/reports/2004/nea5296-societal.pdf>

10. Secretariat Paper, "The Mental Models Approach to Risk Research – An RWM Perspective" <http://www.nea.fr/html/rwm/docs/2004/rwm-fsc2004-7-rev1.pdf>

Examples of questions:

- 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

It was observed at Port Hope, Canada, that there is an interest in having the waste tailings treated so that the storage areas can gain amenity value. The Belgian workshop suggested that waste facilities could have cultural and amenity value. It was found that the topic was innovative and deserved further investigations.

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

Follow-on activity: 1) The Core Group brainstormed on questions to be addressed. 2) A desk study reviewed the notion of culture and added value and gathered examples from the FSC archives and beyond; it included two interviews with architect P. Gontier and artist C. Massart and was presented to FSC-6 (2005). 3) Thirty-two stakeholders sources were consulted via telephone and face-to-face interviews, or written questionnaire input. A new version of the study was discussed at FSC-7 (2006). 4) The study gained a glossary and was entirely revised with input from Prof. E. van Hove, presented at the Hungary Workshop and discussed and validated at the Business Meeting of November 2006. 5) FSC members suggested that a folder of pictures and examples of value-added initiatives might be constituted and added to by members to facilitate presentations of the work.

Milestone achievement: *Publication of a major report* “Fostering a Durable Relationship Between a Waste Management Facility and its Host Community; Adding Value through Design and Process” NEA/RWM/FSC(2007)1 [<http://www.nea.fr/html/rwm/docs/2007/rwm-fsc2007-1.pdf>]

Responsible FSC Member or Lead Organisation: NEA Secretariat (C. Pescatore)

Examples of questions:

- How are 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?
- 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 underground management 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?

After the milestone final publication this theme will no longer be considered for new topical sessions. However, the FSC continues to monitor this area.

If there are new insights or innovations, a report to the FSC will be welcomed. The country report template for regular meetings can be used for this purpose.