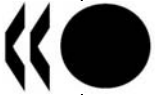


Unclassified

NEA/RWM/FSC(2005)3/REV1



Organisation de Coopération et de Développement Economiques
Organisation for Economic Co-operation and Development

07-Jul-2005

English - Or. English

**NUCLEAR ENERGY AGENCY
RADIOACTIVE WASTE MANAGEMENT COMMITTEE**

**NEA/RWM/FSC(2005)3/REV1
Unclassified**

Forum on Stakeholder Confidence (FSC)

FSC STRATEGIC DOCUMENT FOR FSC PHASE - 2

JT00187531

Document complet disponible sur OLIS dans son format d'origine
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English - Or. English

The RWMC Forum on Stakeholder Confidence

Radioactive Waste Management and Civil Society

Any significant decisions regarding the long-term management of radioactive waste will be accompanied by a comprehensive public review with involvement by a diverse range of stakeholders. These stakeholders will include not just the waste generators, waste-management agencies, and regulatory authorities, all of whom have a primarily technical focus, but also interested or concerned parties with a non-technical focus such as local communities, elected officials, non-governmental organisations, and the general public. Because any waste-management project is much more likely to move forward when it has the consent and approval of these non-technical stakeholders, the participation of these stakeholders in the decision-making process is of critical importance.

Understanding the factors that influence public perception and confidence in the area of radioactive waste is of strategic interest¹ to the Radioactive Waste Management Committee (RWMC) of the Nuclear Energy Agency (NEA). The NEA strategic plan² provides a supporting framework for initiatives in this area. At a broader level, trends towards participatory democracy are more and more evident in OECD countries and the strengthening of public participation, transparency, accountability, and, ultimately, policy effectiveness in Member countries constitute major areas of the work of the OECD.

The RWMC Forum on Stakeholder Confidence

The RWMC has taken up the challenge to understand better the principles of stakeholder interaction and public participation in the field of radioactive waste management. This improved understanding will help the NEA Member countries develop and propose waste-management solutions in a manner conducive to improving the decision-making process to the benefit of all. The Forum on Stakeholder Confidence (FSC) acts, on behalf of the RWMC, as the centre for informed exchanges of opinion and experiences across institutional and non-institutional boundaries, documents these exchanges and distils the lessons that can be learnt. The FSC seeks to reach this goal by promoting open discussion across the entire spectrum of stakeholders in an atmosphere of trust and mutual respect. In particular, in its first phase of work, during the period 2000-2004, FSC workshops in national contexts were organised in Turku, Finland (November, 2001), Ottawa, Canada (October, 2002), and Brussels, Belgium (November, 2003). The FSC methodology for running country workshops has proven to be constructive in fostering national dialogue and helping frame the issues that stakeholders wish to be considered. The latest³ workshop, held in Germany (October 2004), provided further verification of this. Through the holding of the German workshop the FSC also entered in its present, second phase of work.

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1. Strategic Areas in Radioactive Waste Management: The Viewpoint and Work Orientations of the NEA Radioactive Waste Management Committee, OECD\NEA, Paris 1999.
 2. The Strategic Plan of the Nuclear Energy Agency 2005-2009, OECD\NEA, Paris, 2004. <http://www.nea.fr/html/nea/strat04.pdf>.
 3. At the time of writing this document.

The FSC was launched in August 2000 with an international workshop held in Paris. A history of the FSC and the main lessons learnt so far are documented in the brochure titled “Learning and Adapting to Societal Requirements for Radioactive Waste Management”⁴. Over its first four years (Phase 1) the FSC succeeded in creating:

- an atmosphere of trust where information can be exchanged and experiences can be discussed;
- a working environment conducive to tangible results, such as transfer of information to the Member countries and a number of useful publications for different audiences.

The FSC is composed of nominees from NEA Member countries with responsibility, overview, and/or experience in the field of stakeholder interaction and confidence. The FSC members may or may not belong to a governmental institution. A majority, however, comes from organisations represented in the RWMC and, as such, they represent, in the main, the views and experience of national safety authorities, implementing agencies, R&D organisations, and policy-making institutions. In order to carry out the mandate to the advantage of all, additional interaction with civil society is necessary. Workshops in national contexts are the preferred means for interaction with a broad range of stakeholders. In particular, these workshops will provide an opportunity to view the inner workings of waste-management programs, 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. The aim is for all participants at the workshops to have a possibility to learn how to change their own approach and mindset in order to interact with other stakeholders in a way that enhances understanding and builds mutual trust.

It is the accepted responsibility of all members of the FSC to make the lessons learnt better known within their milieu, organisations, and NEA Member countries. The NEA Secretariat also has a liaison function with national and international organisations and with Member countries and makes the FSC contribution more accessible by publishing the FSC reports and maintaining a dedicated, FSC web site.⁵

Main Expectations

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.⁶
- 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.

4. <http://www.nea.fr/html/rwm/reports/2004/nea5296-societal.pdf>.

5. <http://www.nea.fr/html/rwm/fsc.html>.

6. To this effect the FSC will also hold a data base of contacts to whom regular information on the FSC is provided.

Leading questions for consideration and discussion

A list of important questions to decision making for long-term radioactive waste management was created to focus Phase II activities. These questions pertain to issues of process/structure, organizational issues/trust, stakeholder involvement, and other.

I Process/Structure

- What is the role of the Environmental Impact Assessment as an “umbrella” for the decision-making process?
- Can stakeholder interaction be analysed to determine stages at which trust is particularly important? Could a set of good practices be developed?
- How can a waste-management programme be integrated in a regional development plan?
- What is the role and input of science/technology in the decision making for long-term waste management?
- How can RD and D contribute to stakeholder confidence?
- What kind of institution can ensure the safe management of radioactive wastes on the scales decades or even longer?
- Waste management is but one problem in society where decision-making is complex and where there exist radically different views between parties as how to proceed. The decision-making needs to adapt to this reality. Can lessons be learnt from other areas involving similar issues of governance and management?

II Organisational Issues/Trust

- What is “good” organisational behaviour and culture for trust building? Can the FSC propose a list of desirable organisational features?
- What are the characteristics of a “good” institutional framework? And, in particular, what are the roles and organisational characteristics of the various players, including the constraints imposed by the organisational characteristics and/or mandates?
- What is entailed by “stretching” organisations and how is this accomplished?
- How can information obtained from dialogues with stakeholders be integrated into organisational culture and operations?
- Can the available information on trust be assembled and consolidated into a useful form for the group, e.g. what is trust, how is it achieved and maintained, the role of dialogue/communication for trust building?
- Is it necessary and useful to discuss separately such concepts as “acceptance”, “values” and “trust”?

III Stakeholder Involvement

- Who are stakeholders and what is their role in decision making and in implementing decisions? What are their perspectives, values and needs?
- Identify and discuss appropriate mechanisms of dialogue with the different stakeholders. In particular, are there ways of consulting and involving a broader segment of stakeholders early in the programme when policy is being defined?
- How can people be co-opted and made to co-operate in a long-term solution to the waste-management issue, independently of their view on the future of nuclear energy?
- Is there more potential for building a higher degree of public confidence when several approaches to long-term waste management are kept available? How are issues such as waste retrievability / reversibility to be addressed?

- Can guidelines be developed for improving dialogue on key issues?
- How should public interaction programmes be evaluated?
- What information on waste management do local decision-makers need?
- Can a “Tool Kit” of materials be at least discussed in support of dialogue on radioactive waste management? E.g., by addressing issues of public concern and interest (communicating the results of safety analyses, the issue of time scales, etc.).

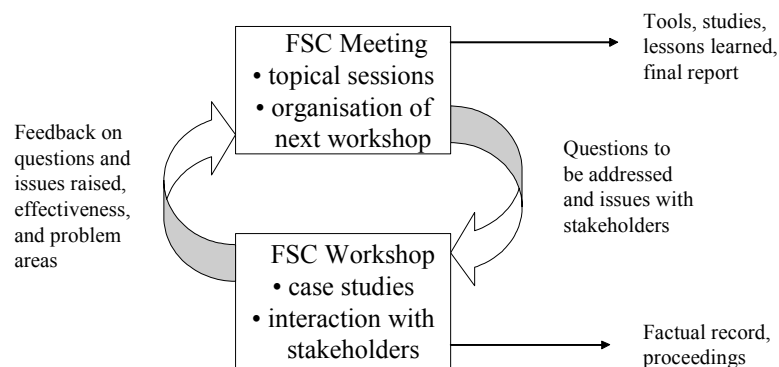
IV. Other Identified, Important Issues

- How to create a relationship between a community and the local waste facility?
- How to create a relationship between main stakeholders and the media?
- Waste disposal and the issue of long-term safety
- Decommissioning of obsolete nuclear installations

Modus operandi

An appropriate method to achieve the strategic goals identified 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. These workshops 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. The relationship between FSC meetings and workshops is represented graphically in Figure 1.

Figure 1 *Relationship between FSC regular meetings and workshops*



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. The FSC open web site, www.nea.fr/html/rwm/fsc.html, provides an overview of the entire spectrum of activities and is a gateway to FSC publications.

Synergies with other institutions, groups, and initiatives

The Forum on Stakeholder Confidence of the RWMC is one international initiative amongst many, internationally, dealing with the issue of governance and, in particular, with the issue of approaching decision-making in an open and democratic manner in areas where parties hold radically different views as to how to proceed. A natural synergy exists with the other institutions and groups involved in similar initiatives, which include the OECD offices of Public Management and Governance and Public Affairs, and the European Commission (EC). The latter is a statutory member of the NEA and, therefore, of the FSC, and it is understood that strong links to the EC initiatives will exist to profit from lessons learnt. The International Atomic Energy Agency (IAEA) is also represented within the FSC.

The FSC also has natural ties to other committees within the NEA needing to investigate the complementing aspects of technical progress and societal confidence. As an example, the link between technical research and development and stakeholder confidence will be explored, including areas specific to the work of some committees, e.g., long-term safety.

Overall, the FSC will offer a ground for debate and sharing of lessons, especially in the areas covered by the Joint Convention⁷, i.e., decommissioning and waste management.

⁷ <http://www-ns.iaea.org/conventions/waste-jointconvention.htm>.