



**IAEA**

*60 Years*

*Atoms for Peace and Development*

# **Stakeholder engagement**

# General lesson learnt

Finding sites for repositories where all affected, regional and local authorities, and the host community, are willing to support or at least accept a facility has proved exceptionally difficult.



One of the greater challenges is **gaining and maintaining societal acceptance.**



# Fundamental dilemma

- A repository is a **national concern** requiring a **local solution**.
  - How to define the legitimate “community” for key inputs into the decision-making process?
- What is the process to be used for **stakeholder involvement** and **decision-making**?
- What are the **criteria for decision-making**?

# Stakeholders & their motivation



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- **Government** – solve the problem
  - **Elected officials** - satisfy public they represent
  - **Funding entities** – spend funds reasonably
  - **Regulators** – assure requirements are met
  - **Nuclear industry** – sustainable development
  - **Non-nuclear industry** – get job
  - **Contractors** – long term planning for job
  - **R&D** – get long term projects
  - **Waste management owners** – RW disposal
  - **WMO** – implement duties
- **Local authorities** – benefit for local
  - **Local enterprises** – get job
  - **Local communities** – impacts, benefits
  - **Real estate owners** – prevent financial lose
  - **Tourists** – attractions
  - **Media** – attractive information
  - **Pressure groups** – anti- & pro-nuclear, NGO's
  - **Neighbouring countries** – prevent impacts on them

# Strategy for stakeholder relations

**NO**

To win favour or to win  
affection of  
**RADIOACTIVE WASTE**  
or **REPOSITORY**



**YES**

Explain the society /  
host community:

**SAFE SOLUTION**  
exists

which leaves the host

**BETTER OFF**

## Acceptability (success) depends almost entirely on the engagement process:

- **Stepwise approach:** can facilitates the traceability, allows feedback (from regulators, general public, etc.) and allows to build trust.
- **Clarity of the main messages:** goals, objectives, impacts, uncertainties;
- **Transparency of the process;**
- **Confidence:** in experts and institutions depends on their long-term behaviour and acting;
- **Credibility:** is based on confidence in the responsible institutions;
  - Instead of 'educate' the people **a climate needs to be created** that people are confident that **experts analyses are credible, all concerns have been addressed**, and the **work is totally objective**.
- **Accessibility to information** (plans, findings);
- **Involvement of concerned parties** from the outset;
- **Empowerment** of key parties in decision process;
  - EIA an efficient “vehicle” for public participation.
  - EIA should include public hearings to increase the transparency of the decision-making process.



# Outstanding issues (2)

- **Right of community(ies):** veto, up to an agreed point;
- **Communication:**
  - RWM is a complex decision-making process (technical, political, economical, ethical, social implications).
  - Negative views are often based on emotional feelings – this needs to be **addressed by emotional approaches, not just technical ones.**
  - **Converting discussion from emotional to a more technical level** can significantly affect the chances for success.
  - One way communication campaign ineffective
  - Mutual communication needed = **partnership**
    - Local partnership approach facilitates **mutual learning** between the various stakeholders and experts
  - **Communicate, if not, silence will be filled by others!**
- **Regulator:**
  - is to be people's experts in stretching the implementer.
  - be engage early in the pre-licensing phase - EIA& siting
  - must be **independent** and have the capacity to review the SA of the implementer.



# Different models for stakeholders involvement

## CONVENTIONAL APPROACH

- Centralised decision making
- Planning “**for**” the public
- Formalised process with rigidly defined rules
- **Formal** interpersonal relationships
- **Experts** centrally located
- **Adversarial**
- **Win-lose** situations with emphasis on minimising costs
- Expert as **plan maker** and **bureaucratic manager**

## COOPERATIVE MODEL

- Decentralised decision making
- Planning “**with**” the public
- Flexible, adaptive process with rules faintly defined
- **Informal** interpersonal relationship
- **Citizens** centrally located
- **Consensual**
- **Win-win** situations with emphasis on maximising joint gains
- Experts as **facilitator** and **collaborator**

# National examples

## (1) Finland

### **“BUILDING BLOCKS” OF SUCCESSFUL SITING**



## (2) Switzerland

- Six siting regions approved by Federal Council in 2011
- **Regional conferences** in all six siting regions
- **Size:** Involved communities: 199
  - Population in the siting regions:
    - ca. 710 000
  - Members of regional conferences: 550
- **Composition:**
  - Communal elected officials
  - Organised interests (political parties, NGOs, industries, agricultural organisations)
  - Interested citizens

### Several challenges regarding the involvement of regional stakeholders:

- Maintaining motivation in a long process
- Balancing of
- Democratic legitimisation of Regional Conferences

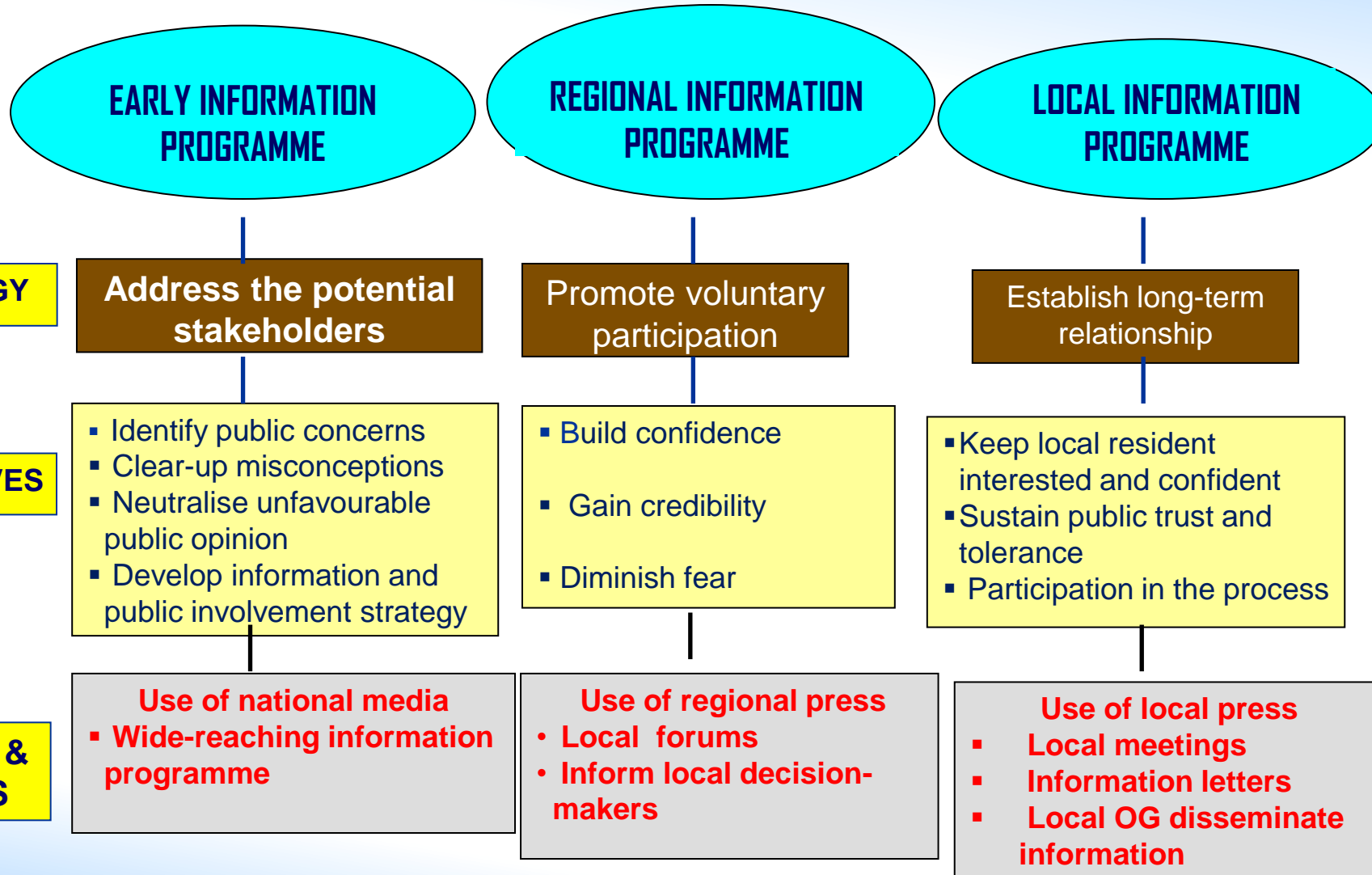
### Focus on two challenges in particular:

- **Knowledge disparity:** laypeople vs. experts, Regional Conferences vs. general population
- **Knowledge preservation:** maintaining knowledge within the Regional Conferences, maintaining knowledge beyond the decision-making process.

**Knowledge gaps** between experts and laypeople as well as between Regional Conferences and the general population are an **increasingly important issue**.

# National examples

## (3) Hungary



# National examples

## (3) Hungary

- **Important audience: the future generation**
- **Seeing is believing:**  
Representatives of the public regularly paid visits to the repositories abroad
- **Cooperation Agreement**  
(long-term commitments, openness, social oversight, responsibility, guarantees, incentives)
- **Many ways to reach people**  
(Local media, local TV network, Video newsletter, visitor centers)





# National examples

## (4) Korea



### LILW disposal site selection 1986~2003

- Efforts into the site selection for the disposal facility for many years
- **vigorous public oppositions**

### Changed strategy for site selection

#### Improved Public Risk Acceptance

Excluding SNF facility from LILW disposal facility (Dec. '04, AEC)



#### Incentives for the Housing community

Legislation guaranteeing various incentives (Mar. '05)

- Head office of KHNP
- 300 million dollars
- Proton accelerator industry

#### Transparency in Policy Making

Mandatory Residential Voting (Nov. '05)



- **4 sites** are registered as candidate sites
- Implement local referendums to select the site of the highest agreement rate.



# National examples

## (5) Japan

Knowing **what to say, how to say it and when to say it**, are prerequisites in effective communications.

**Also: Finding a proper communication bearer!**

### Learn from Lady Gaga!

#### Lady Gaga on Japan: It's safe, food's great

AP Associated Press

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AP – Lady Gaga poses for photographers with a coffee cup with a message in Japanese 'Pray for Japan' during ...

By MILES EDELSTEN, Associated Press – 40 mins ago

TOKYO – Lady Gaga says that if you want to help Japan recover from its tsunami disaster, come visit.

The flamboyant pop star, in Tokyo this week for a benefit concert for tsunami victims, said Thursday in an interview with The Associated Press that she's making a point to get out and enjoy the city and its food, and that her fans should do the same thing.

"I can't say enough to people all over the world that the majority of Japan right now, Japan in general, is very safe," she said. "It's fine to come here. It's beautiful."

Many performers and athletes have canceled appearances in Japan after the March 11 earthquake and tsunami that caused widespread destruction and set off a crisis at the Fukushima Dai-ichi nuclear power plant

### ■ Getting communication right



1xLady Gaga

= 10,000 (or more?)x  
inadequate spokesman



How do we find major opinion formers who support geological disposal?



# National examples

## (6) Canada

### Guiding siting principles

- » Focus on safety
- » Meet or exceed regulatory requirements
- » Informed and willing host community
- » Focus on the nuclear provinces
- » Right to withdraw
- » Siting process led by interested communities
- » Respect Aboriginal rights, treaties and land claims
- » Shared decision-making
- » Inclusiveness
- » Support capacity building
- » Informing the process
- » Community well-being
- » Ongoing engagement of governments

*People said the siting process needs to be grounded in principles that reflect their values, concerns and priorities.*

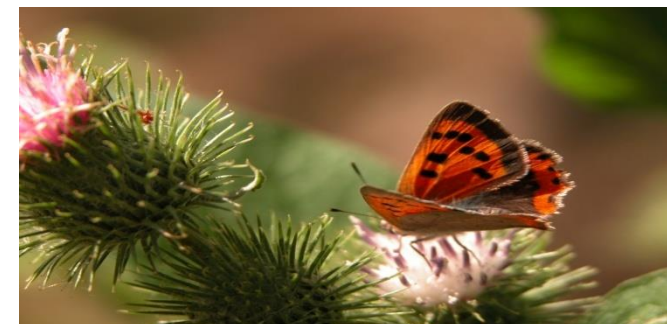
Credit: Jo-Ann Facella, NWMO

# National examples

## (6) Canada

### Key Concepts - “Community Well-being”

- » NWMO committed to implementing project in a way that contributes to the **long-term well-being or quality of life of the community** and region
- » **Communities are encouraged to consider this project in the context of their long-term interests.**
- » Community needs to be involved in a process to help plan and leverage the project/development in a way that **enhances its well-being**



# National examples

## (6) USA

In 2015 DOE launched an initiative to **develop a process** for siting disposal or storage facilities for SNF, called as a **consent-based siting process**.

### General design principles:

- **Prioritization of safety.**
- **Environmental responsibility:** **best practices** will be used with respect to rigorous planning, implementation, and monitoring.
- **Regulatory requirements:** Regulatory requirements will be applied **rigorously and transparently**.
- **Trust relationship with Indian tribes:** The process will take into account **siting impacts** on sacred tribal lands, and other areas and resources of religious or cultural significance.
- **Environmental justice:** The process will pursue **fair treatment** and **meaningful involvement** of all people regardless of race, color, national origin, or income.
- **Informed participation:** Consent is not meaningful unless it is **informed**. This means that the implementing organization will share information and **provide financial and technical resources to communities** as needed to enable effective participation and provide for informed decision-making.

- **Full consideration of impacts:** Makes explicit the role of **fairness and equity** considerations in its decision-making.
- **Equal treatment:** The siting process will be conducted in a manner that is considerate of parties who are or may reasonably be affected, **identifies and shares information about potential impacts**.
- **Community well-being:** To ensure that the siting process is fair and durable, consideration of **all impacts and benefits will be integral to the siting process**.
- **Voluntariness/ Right to withdraw:** Participation will be **voluntary**. Further, a community that volunteers will reserve the option to **reconsider and withdraw itself from further participation up to the point** that a **binding agreement** has been signed. Provisions specifying when and on **what grounds agreements could be terminated** or amended beyond that point could be **negotiated as part of the agreement**.
- **Transparency:** The siting process will be **open** to input throughout and **transparent** with respect to **how decisions are made**. Every effort will be made to share information and input with all participants in the process.
- **Stepwise and collaborative decision-making that is objective and science-based:** The process will be **implemented in discrete, transparent, and easily observed and evaluated steps**, in consultation with the public, interested stakeholders, and affected parties. **Decisions will be based on sound science** and siting considerations and **regulatory requirements will be applied rigorously and transparently**.



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*Thank you!*

*Questions?*