

Radwaste Governance News

No 2, June 2008

This newsletter informs on recent progress made in the three ongoing projects co-financed by the European Commission under the Sixth Euratom Framework Programme for research and training activities (Euratom FP6).

The ARGONA project has been in a phase of information gathering and development of theoretical frameworks, which is reflected by the reports briefly summarized in this newsletter. The project now enters a phase with practical case studies and applications of the theoretical models. In this issue we focus on current implementation in the Czech Republic of participatory methods and the RISCUM Model.

The CIP project (COWAM in Practice) is based on cooperation between stakeholders and a research team. The project started with the inception of National Stakeholder Groups (NSG) in five EU countries. In the first year of activity, NSG held their kick-off meeting and established their work programme. The COWAM 2 project which is an essential background to CIP is briefly presented in this newsletter.

The OBRA project assesses the feasibility of creating an Observatory for long-term governance on radioactive waste management in Europe in order to better assist communities in current and future European repository projects. For that purpose, a training course was recently organized to trial mechanisms for providing information and experience on geological disposal of radioactive waste. This newsletter reports from the training course.

Euradwaste '08

The seventh European Commission Conference on the Management and Disposal of Radioactive Waste **Euradwaste '08** will take place in Luxembourg on 20-23 October 2008. Community policy, socio-political aspects policy and the Framework 6 research programme are conference themes. Information on the conference including the first announcement is available at the web site http://cordis.europa.eu/fp7/euratom/fission-euradwaste2008_en.html

VALDOR 2009

The fifth VALDOR symposium will take place in Stockholm on June 8-11, 2009. As the first symposium was held in 1999, this will be the ten year anniversary of VALDOR. More information is found on the conference web site www.congrex.com/valdor.



This newsletter provides information on ARGONA, CIP and OBRA, the three projects on radioactive waste governance selected by the European Commission under the 6th Euratom Framework Programme for Research and Training on nuclear energy (2002-2006). The newsletter will be published bi-annually, with extra editions when appropriate, and can be downloaded through a shared web site of the three projects: <http://www.radwastegovernance.eu/>



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Illumination of Transparency and the Link to Democracy

The ARGONA project will demonstrate how participation and transparency link to the political and legal systems. The project will analyze different ideas of transparency and develop new approaches for nuclear waste management and beyond. ARGONA is coordinated by the Swedish Nuclear Power Inspectorate (SKI) and managed by Karita Research.



A Cooperative Research on Inclusive Governance

Cowam in Practice (CIP) aims to make actual progress in the governance of radioactive waste management. The project is based on core participation from stakeholders in five countries, in the first place local communities, with a view to provide results directly relevant to their concerns.

CIP is a continuation of two previous programs, COWAM 1 and 2.



An Observatory for Good Governance

The main goal of OBRA is to assess the feasibility of a European Observatory for long-term governance of radioactive waste management. The observatory would provide information to, and meet concerns from, local and regional communities. OBRA focuses on the dissemination of knowledge in radioactive waste management, the encouragement of interaction between stakeholders and multi-disciplinary education.



ARGONA Progress

The ARGONA project investigates how approaches of transparency and deliberation relate to each other and also how they relate to the political system in which decisions, for example on the final disposal of nuclear waste, are taken. The aim is to give recommendations on how the decision-making system can be empowered and raised in quality. For that purpose a theoretical foundation is built, case studies are investigated and models are applied in the practical reality. In this issue we report on on-going implementation in the Czech Republic, an up-coming meeting with “end users” and reports delivered until now.

Application of participatory methods and the RISCUM Model in the Czech Republic

ARGONA sets in place a number of activities in the Czech Republic. These include a series of events involving different stakeholders such as a

“focused science shop”, a “consensus panel on spent nuclear fuel management alternatives” and an “interaction panel on the safety case”.

The *Focused Science Shop*, was held on March 12, 2008 on the theme “radioactive waste management and radiation risk in comparison with other hazardous waste and risks”. The main goal was to increase awareness of actual and potential effects of radioactive and toxic wastes and to find priority questions and uncertainties that people might have in this field. The following topics were discussed:

- Differences in the general perception of the nuclear waste in comparison with other toxic wastes;
- General public awareness of the issue of nuclear waste management and other toxic wastes management;
- Management and ultimate disposal of radioactive waste and other toxic waste in terms of technology;
- The Not In My BackYard (NIMBY) effect.

The results are being summarised to be published in a coming ARGONA report.

The *Consensus Panel* on spent nuclear fuel management alternatives took place on June 12, 2008. It was held on the international level with attendance of ARGONA participants. The aim of this event, in addition to the debate on this issue in a wider circle of all stakeholders, was also:

- To identify the main criteria relevant to the assessment of the existing alternatives and to determine their importance (weight) from the perspective of all stakeholders
- To achieve at least a partial consensus on how to choose the best alternative management of radioactive waste and spent nuclear fuel.



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Furthermore, the *RISCOM Model* is tested and applied in the Czech Republic and for that purpose the first meeting of a reference group of stakeholders was organised on May 13, 2008 in Prague. During the meeting the Czech reference group was established with participation of all main stakeholders and its main tasks and objectives were defined. On the basis of the discussion, members of the reference group prepared a draft agreement on cooperation that covers the objective, the organisation, activities to be performed and reporting. The Agreement will be confirmed during the next reference group meeting that is planned in September 2008. In the spring of 2009 one or several hearings will be organised according to the principles of RISCOM model.

Meeting with end users

For late 2008 or early 2009 a meeting with “end users” of the project is planned. This meeting will provide an opportunity for active communication and dissemination of the project implementation and its results towards e.g. municipalities, national authorities and non-governmental organisations.

Project reports

Since the first issue of the newsletter four reports have been published and they are briefly summarized below. These reports can be downloaded from the project web site http://www.argonaproject.eu/project_deliverables.php. The report on “Policy Making Structures in the EU and Participating Countries” has been delayed but will also soon appear on the web site.

Theoretical perspectives on participation and democracy

Erik Laes and Gaston Meskens have delivered an Intermediate Report for their work in Work Package 2 which is published on the ARGONA web site even it is not a formal deliverable to the European Commission. The report offers intellectual tools to *describe, explain, compare* and possibly *improve* the way risks are handled by democratic states. It also sets out to show how some overarching theories of risk governance need to be modified or supplemented.

To a large extent, Work Package 2 builds on knowledge gained in the previous RISCOM - II project, and the conditions for the implementation of the RISCOM model are further investigated. However, the framework is broadened to include research about how the so-called *transparency approach* and the *deliberative approach* can be

combined and how they can be linked to the functioning of the political system in which decisions (for example on the final disposal of nuclear waste) are ultimately taken.

Mediators of Issues and Mediators of Process - A Theoretical Framework

For quite some years consultative mechanisms to engage stakeholders and citizens have been used in order to increase quality and to make the democratic decision making-process more robust and credible. Göran Sundqvist and his collaborators have delivered a report that gives the theoretical elaboration of their approach and concepts used to analyse these issues in ARGONA.

How does nuclear waste management find the public it needs to involve? This process is called *mediation* and the people making things public are called *mediators* by Göran Sundqvist and his collaborators. In the first report from their work the authors focus on two different types of mediation: *demonstration* and *dialogue*. The first is about communicating ready-made facts while the latter is about involving citizens in activities where facts remain malleable and policy options are somewhat open. The concepts developed in the report help to get a better understanding of what kind of mediation is taking place in concrete settings in order to achieve a real dialogue. The theoretical framework is illustrated by analyses of i) participatory methods (citizen juries, consensus



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conferences, scenario workshops, focus group methodology), ii) the UK series of events called GM Nation, one of the largest participatory processes around disputed technologies in Europe, and iii) the mediation of the nuclear waste issue in Sweden and the UK.

The theoretical framework presented in this report forms the basis for examination of a number of detailed case studies with the focus on Sweden and Finland.

Assumptions and Considerations Underlying Current Approaches in Nuclear Waste Management

One of the objectives of Work Package 4 of ARGONA is to compare and summarize different countries' approaches to, and utilization of, risk communication strategies in the managing and storing of nuclear wastes. Two years of data collection (interviews and focus groups) includes scientific expert groups, central and local authorities, as well as specific interest groups and provide the basis for cross-cultural comparisons of approaches, policies and actual work results with respect to nuclear waste management.

Britt-Marie Drottz Sjöberg and her colleagues describe results from the first year work in an ARGONA report from January 2008. The focus in the report is on three

countries: the United Kingdom, the Slovak Republic and Sweden which together provide a basis to study cultural differences. The countries have a somewhat similar historic background in the development of nuclear power for peaceful uses in the 1950's, but from that time historic circumstances, political and social systems and the inherent conditions have formed the policies on nuclear waste management systems differently. The report goes into these developments more specifically. The results of the first year promise interesting reflections and comments from national focus groups that are conducted during 2008.

EIA and SEA processes in NWM in the Czech Republic

This report, which deals with the processes of environmental impact assessment (EIA) and strategic environmental assessment (SEA) in nuclear waste management in the Czech Republic, is written by Hana Vojtechova at the Nuclear Research Institute Rez plc. In addition to a detailed description of the Czech EIA and SEA procedures it concerns generic aspects of the application of environmental law, such as the right to information, public participation and access to justice.



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Cowam In Practice

The CIP Project

CIP (COWAM in Practice) is based on cooperation between stakeholders and a research team. The project relies on both the resources and skills of this team on the one hand and the contribution of a large network of stakeholders in radioactive waste management (RWM) on the other hand in the five countries involved (Slovenia, Romania, United Kingdom, Spain, France). The cooperative research implies establishment of a pluralistic group of stakeholders in each of the five countries. The "National Stakeholder Groups" (NSG) bring together stakeholders from local communities and national organisations to review, from a local perspective, the governance approaches developed at their national and local levels.

The objectives and principles of the groups were discussed with the major stakeholders in each country before the project started. In the first phase of the project these groups were set up in a practical manner and held their kick-off meeting. This was the culmination of intense networking efforts made by the National Facilitators in the

first six months. Methodological guidelines were provided to the National Facilitators to set up and manage the NSG. Advice was given on the structured dialogue methodology to be used for group discussions.

The first NSG meeting was an opportunity to develop a common understanding about the governance situations in the country, the CIP methodological framework shared at European level, and research results from the COWAM 2 project. The CIP project orientations were adapted to stakeholders' expectations and situation in each country. A second major objective of this first meeting was to identify and characterize the research needs of the NSG and to make a request to the European research team (the Methodological Task Force or MTF).

Following this foundational meeting, the MTF analysed the research request and identified possible case studies and other research material that would meet the NSG expectations. The MTF

also proposed a thematic structure in order to place the research interest of each country into a broader European perspective.

The research request is closely linked to strategic questions for RWM governance in each country. In Romania, communities close to the Cernavoda power plant and to the prospective low-level waste disposal site are planning to create a local committee: the NSG asked the MTF to bring information on European best practices in this field. In Slovenia, where local partnerships have now been running for some years, the NSG requested European support for self-assessment of the operation of the partnerships. In France, "reversibility" is mentioned in the 2006 law on radioactive waste management. This notion is to be further developed, such that Parliament can validate a definition of its content and requirements after 2010: the NSG decided to investigate practical scenarios of reversibility developed by the MTF with French and international input.



CIP aims to make actual progress in the governance of radioactive waste management and develop guidelines for inclusive governance. This will be accomplished through the review and analysis of five national processes in France, Romania, Slovenia, Spain and UK.

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The UK is on the eve of site selection processes and the group has a special interest to review ways and means developed in Europe and elsewhere to characterize and define affected communities. In Spain, the interaction between local communities and national bodies and organizations remains a focal point of attention in the perspective of siting a Centralised Storage Facility for HLW and spent fuel, and CIP MTF will provide feedback from European experience.

Following the discussion of the CIP work programme in the first NSG meetings in June-July 2007, the research requests of the five countries were brought together and analysed in September 2007.

This resulted in the CIP research structure being reframed along three main themes of investigations:

- Theme 1: Affected Communities and Sustainable Territorial Development Programmes
- Theme 2 : Structuring Local Communities and Development of Participative Democracy in Radioactive Waste Management Governance
- Theme 3 : Long Term Issues for a Sustainable Governance of Radioactive Waste

The MTF brought research findings to the second NSG meetings in December 2007-February 2008. The knowledge base proposed by the experts of the MTF was enriched and broadened with stakeholders experience and views. This process will carry on in 2008 and 2009.



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Cowam In Practice

COWAM : COOPERATIVE RESEARCH ON

THE GOVERNANCE OF RADIOACTIVE WASTE MANAGEMENT

COWAM, or "Community Waste Management", designates three successful radioactive waste management (RWM) governance programmes part-funded under the EC 6th Framework.

<http://www.cowam.com>

COWAM 1 : Framing the governance of RWM within a plural network

COWAM 1¹ (2000-2003) carried out a collective reflection on ways to improve the decision-making process (DMP). COWAM 1 worked to empower local communities through networking, to share experiences and to become involved in a fair and competent dialogue with RWM implementers, regulators and experts. Key local and regional actors, implementers, regulators and experts in RWM successfully came together for this purpose. More than 200 partners were involved, with 2/3 representing some twenty local communities and NGOs. COWAM 1 recommendations stressed the need for the early and inclusive involvement of local stakeholders in the DMP.

Several areas were found in which progress is needed if RWM governance is to be improved:

- the implementation of local democracy
- the influence of local actors on the national decision-making process
- the quality of decision making
- long term governance.

COWAM 2 : Building a first cooperative research partnership with civil society

The follow-on European project, COWAM 2 (2004-2006), undertook participative research into these governance areas. Its outcomes were tools and strategies for implementing **inclusive governance** in the radioactive waste management context. COWAM 2 again aimed at broad involvement of actors from civil society. It had significant representation from local communities, elected bodies and NGOs, as well as social and natural scientists from outside RWM institutions, together with traditional players such as the implementers of RWM, public authorities, experts and waste producers. More than forty stakeholder institutions were involved in fifteen thematic workshops and three international seminars.

"Inclusive governance": *Processes that engage the widest variety possible of citizen voices in managing common affairs through involving local actors, other stakeholders and experts with policy makers and implementers at all appropriate levels of government.* Inclusive governance processes rely on interdependence between the organisations and actors engaged in collective action, recognizing that none of them has the resources and knowledge necessary to tackle the issue alone. Inclusive governance implies that actors belong to autonomous networks which can interact. It also implies that action can be taken without resorting to the power or the formal authority of the State.

The cooperative research approach tested in COWAM 2 recognises that there is no sharp division between the production of knowledge and the making of decisions: decisions are being prepared as knowledge is developing. In this respect, late stakeholder consultation bearing simply upon the final results of research and upon proposed solutions based on these results brings little, if any, progress in terms of governance. A genuine change demands inclusive governance in each phase of



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knowledge-building, from research to demonstration, through to decision.

Because local (or regional) stakeholders possess an important body of knowledge about their local situation, and because they are in the best position to integrate knowledge – whatever its source – into the local context, COWAM 2 considered local stakeholders as key players. Their participation in research activities made it possible to embed knowledge outcomes in a strategic perspective of action and implementation.

Be they elected representatives or civil society organizations, local stakeholders are engaged in actual decision-making processes in real situations. They are aware of the complexity of making decisions and they have a special capacity to apply the knowledge produced in their specific circumstances, taking into account the whole local context in which RWM decisions are to be made. COWAM 2 built a research partnership between local and national stakeholders and research contractors. Within this partnership, stakeholders framed the production of knowledge so that it would better address the

questions they identify as most relevant to improving the robustness of decision-making processes in radioactive waste management.

COWAM 2 Results: An Integrated and Systematic Perspective

Over three years of cooperative research, COWAM 2 participants identified the latest advances and best practices in three connected areas:

- Sustainable and robust governance of longterm issues
- Structuring local communities for engagement in RWM governance
- Legal and institutional frameworks and processes for inclusive governance of RWM.

The first area, longterm governance, concerns the special constraints introduced by the very long periods associated with RWM. COWAM 2 provided keys to meeting the challenges of the long term. The next two areas are strategic. COWAM 2 found that local communities are central actors in longterm governance, and they must develop their capacity to participate. Advice and experience were shared.

COWAM 2 highlighted too the need to favour the development of appropriate institutions and legal provisions to support longterm governance. While different actors (and different CIP participants) may be more specifically concerned with one area, the three areas are in fact intimately connected. Implementing the inclusive governance of RWM may best be accomplished by addressing all parts of this "system".



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OBRA OBRA Workshop

Successful OBRA Workshop To Trial The Information Package on Governance of Radioactive Waste

Meiringen, Switzerland 7th- 9th April 2008

The **OBRA project** assesses the feasibility of creating an Observatory for long-term governance on radioactive waste management in Europe. An Observatory for long-term governance will contribute to the better governance of radioactive waste by providing mechanisms for all stakeholders to have access to the knowledge that has been generated by successive EU programmes in both the scientific and social sciences fields.

One main objective of OBRA is to evaluate ways of providing access to information for communities that are, or might be, affected by radioactive waste management projects. Consequently, OBRA developed a 2,5 day training course which took place from 7th to 9th April 2008 in Meiringen (Switzerland) in order to trial mechanisms for providing information and experience on geological disposal of radioactive waste. An information Package on geological disposal which was previously developed within the OBRA project, was tested in the workshop in order to see how it could be developed and improved in order to better assist communities in current and future European repository projects.

The workshop provided:

- a) Technical information, based on accessible documentation and presentations, backed up by experts who answered all types of questions about every aspect of geological disposal.
- b) A role-play exercise that put the participants in the place of different stakeholders faced with responding to a proposed geological disposal project and endeavouring to find a solution.

The workshop brought together representatives of communities who are becoming involved in the siting of geological repositories with those who already have experience of what is involved in order to explore:

- Information needs to help with decision-making;
- How information can be accessed;
- How the various parties in the process become involved and interact;
- The expectations on community representatives and how these can be met.

Participants to the course included representatives of:

- waste management agencies in different countries (POSIVA in Finland, ANDRAD in Romania, RAWRA in Czech Republic);
- local communities from Finland and Czech Republic,
- scientists and experts from

Lund University and KTH in Sweden, the Swiss Federal Institute of Technology (ETH), the Philippines Nuclear Research Institute, Satakunta University in Finland and two Bulgarian institutes (Institute of Sofia and Institute of Kozloduy)

- an environmental NGO (MKG) from Sweden.

The workshop lasted for two full days. Day 1 aimed to trial the Information Package on geological disposal. Short presentations were given, followed by an informal panel session where issues regarding geological disposal were brought up discussed. Day 2 was devoted to the role-play exercise on siting a geological repository. Day 3 focused on presenting the progress of OBRA to all the participants and looking to the future.

The IAEA actively contributed to the training course by financing the participation of six students and disseminating information. In addition, the IAEA showed great interest in the course and one representative was present during the whole course.



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Key recommendations


Some key recommendations emerging from the trial, which should influence the establishment of an Observatory and the way it is structured, are:

- All of the information access mechanisms were useful but they need to be part of a wider spread of materials that would include brochures, FAQ answers, visual materials and interactive activities.
- Materials should be accessible by the internet and some of the higher-level materials must be available in several languages.
- Further exploration of community concerns would be valuable to help develop FAQ answers, although many of these concerns will inevitably be community-specific.
- A layered structure of information would be appropriate when developing an internet-based information access tool. In addition, clear 'route guidance' should be built-in at the top level, aimed at different types of user.
- Route guidance should lead to every type of supporting documentation – including very technical information. It should be sufficiently flexible to guide a user, for example, to simple discussions of the hazards or radioactivity or to complex documents on materials corrosion.
- Arrangements would need to be made with data providers to allow open (non-commercial) access to documents, so far as possible. The use of automatic links to other sites would be valuable.
- Given the overall objective of allowing access to independent information sources, the observatory would need to provide clear advice to users on the status of the sources being accessed so as to identify possible biases. This would not be an easy task.
- Role-play exercises are clearly of considerable interest and value. One aspect was tested at this workshop, but other critical steps in decision-making for RWM facilities were also identified for the future, including the important issue of stakeholder negotiation. Providing 'mock' experience of this could be vital for affected communities.
- A goal that could not be tested at this early stage of observatory development was evaluating how a local expert adviser would use the information to work with a community.
- An observatory would need to be kept up-to-date, which would require a significant resource input. There are clear overlaps with experiences gained from siting and living with other environmentally sensitive, non-nuclear facilities that could provide extremely valuable analogues for communities. Including this information would be a major task.
- The networking aspect of an observatory was tested only by direct interactions at a workshop. Efficient means of facilitating networking among remote users of a web-based system would need to be developed. The value of workshops for an observatory was clear and direct access to other communities and to experts is essential.

A Master's thesis on stakeholder information needs on radioactive waste management

Within the OBRA project, a Master's thesis has been undertaken by Elisa Vahteristo, working in POSIVA. Elisa has submitted her thesis in the Department of Marketing and Management at Helsinki School of Economics.

The aims of the thesis is to find out the information needs and the preferred ways of access to information on radioactive waste management.



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OBRA OBRA Workshop

The specific stakeholder groups addressed in this study include the residents of local communities, local decision-makers and professors and students in environmental and social sciences. This study focuses on the information needs related to the siting of a final disposal facility for spent nuclear fuel.

The information needs and preferred ways of access of local residents and decision-makers were studied reviewing previous relevant studies. Professors of different disciplines were interviewed in Sweden using a semi-structured interview and students at the universities of Lund and KTH using a group interview and a questionnaire. The results were analyzed to find similar patterns and distinctive views.

The theoretical and conceptual context was gathered using relevant concepts from governance, knowledge-based view and stakeholder theory. The information needs differed between stakeholder groups. The group of local residents was not very homogeneous, because it consisted of people with low level of knowledge on radioactive waste and on the other hand of concerned individuals, whose information needs were very precise.

The local-decision makers needed

information mainly on effects to local economy. The professors' information needs were dominated by demands of high level of academic qualities. The students saw a need for information, which was close to their field of study, as well as basic information.

The common needs of information were the need for a general overview. Also the different information practices and therefore the preferred ways of access to information differed. The experienced need for information did not always result to active search for information. Out of the selected stakeholder groups, the local decision-makers seemed to be the most active in their search for information. Face-to-face information was valued by many stakeholder groups, but the most important pre-requisite for information was that it should be provided by an impartial party or different viewpoints should be taken into account, in order to be trustworthy.

The final Seminar on 16 and 17 September in Barcelona

The final meeting of the OBRA project is held in Barcelona on 16 and 17 September 2008 at the Technical University of Catalonia (UPC). The objective of the

meeting is to bring together an interested community on the governance of radioactive waste management. The outcomes of the two year Coordination Action regarding the feasibility of creating a European Observatory on Long-term Governance of Radioactive Waste Management will be presented and discussed with the participants. A key aspect to be discussed is the application of the project achievements to the implementation of a European Observatory for Long-term Governance on Radioactive Waste Management.



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Cowam
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- Group of European Municipalities with Nuclear Facilities (GMF), Spain
- Oeko-Insitut e.V., (OKO), Germany
- Empresa Nacional de Residuos Radioactivos S.A. (ENRESA), Spain
- Lund University, (LUND), Sweden
- Kungliga Tekniska Högskolan (KTH), Sweden