

Stakeholder Involvement and risk communication

***– a perspective from the NEA's
Committee on Radiation Protection and
Public Health***

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The CRPPH

Mission

- To assist member countries in the regulation and application of the system of radiation protection by identifying and addressing identified issues - conceptual, scientific, policy, operational and societal - in a timely, prospective fashion, and clarifying their implications.

The CRPPH

Membership

- Members are radiological protection deciders and experts from national regulatory organisations and technical support organisations
- Annual CRPPH meetings are well attended
- Several International Organisations attend regularly, including IAEA, ICRP, EC, WHO, UNSCEAR, ILO and IRPA

Background

- Social evolution during the last decade has resulted in a strong shift in public expectation toward greater and more direct involvement in decision-making processes.
- The CRPPH has followed a pathway of national views and experiences to understand the benefits, challenges and implications of greater stakeholder involvement in radiation protection decision-making processes.

CRPPH activities on stakeholder engagement (1)

- 1st Villigen Workshop, 1998
Societal Aspects of Decision-Making in Complex Radiological Situations
- 2nd Villigen Workshop, 2001
Policy Issues in Radiological Protection Decision Making
- 3rd Villigen Workshop, 2003
Stakeholder Participation in Radiological Decision Making; Processes and Implications

Villigen Workshop's main conclusions

- The challenge is not to "integrate" society into radiation protection but to adapt radiation protection to meet the needs of society.
- Importance to foster mutual trust between the radiation protection community and society through the development of context specific approaches based on openness, inclusiveness and agreed procedures.
- Practical lessons, at the national and international levels, can be drawn from case studies illustrating how stakeholder involvement is working in specific contexts.

CRPPH activities on stakeholder engagement (2)

- CRPPH Report in 2006:
Stakeholders and Radiological Protection: Lessons from Chernobyl 20 Years After
- Bethesda (US), October 2010
Workshop on: Practices and Experiences in Stakeholder Involvement for Post Nuclear Emergency Management
- CRPPH Report in 2010:
The Contribution of the CRPPH in Bringing Stakeholder Involvement to the Radiation Protection Profession

Objectives of Stakeholder Involvement

- Incorporate public values into decisions
- Increase the substantive quality of decisions
- Help to resolve conflict among competing interests
- Build trust in institutions
- Provide information to the public in a timely manner
- Build mutual understanding
- Identify and build acceptance for sustainable decisions

What is different about stakeholder involvement ?

- **Partnership** rather than consultation
- **Dialogue** rather than informing
- **Mutually acceptable outcomes** rather than unsatisfying compromises with "winners" and "losers".
- **Long term stable decisions** rather than short-term fixes
- **Focus on both decision-making processes and outcomes** rather than just outcomes
- **Mutual learning** rather than convincing

Implications of stakeholder involvement

- Potential impacts at every stage of the policy process
- Implies long term commitment and dedication of resources
- Cannot be left to one part of an organisation
- Organisational and training implications
- Does not imply diversion from core objectives
- Balance must be found between stakeholder demands and ability of processes to meet them

Key Lessons Learned

- It is essential to work together, each party (e.g. person, group, organization) has a role
- There are many different “tools” to facilitate stakeholder involvement, taking into account the national/cultural perspective
- Stakeholder involvement is necessary to address complex situations

It is Essential to Work Together

- Central government
- Local government
- Those Affected:
 - Public
 - Businesses / Industry
 - Farmers
 - The medical community
 - National and Local media
 - NGOs
 - Anyone who is willing to actively participate

Needs and Roles (1)

Central Government: perform and support local activities, such as

- Send experts to support local work
- Provide technical equipment/knowledge
- Perform radiological monitoring and assessment, health surveys, decontamination actions
- Provide local access to scientific knowledge

Local Government: manage and perform local activities, such as

- Develop mechanisms to identify and address local concerns
- Manage technical projects and operational training
- Provide education and information in response to local questions

Needs and Roles (2)

Affected Groups: bring local knowledge, identify concerns and priorities, such as

- Clearly express concerns to be addressed, and their priorities
- Ensure that the local context is taken into account in planning
- Develop a local radiation protection awareness and culture

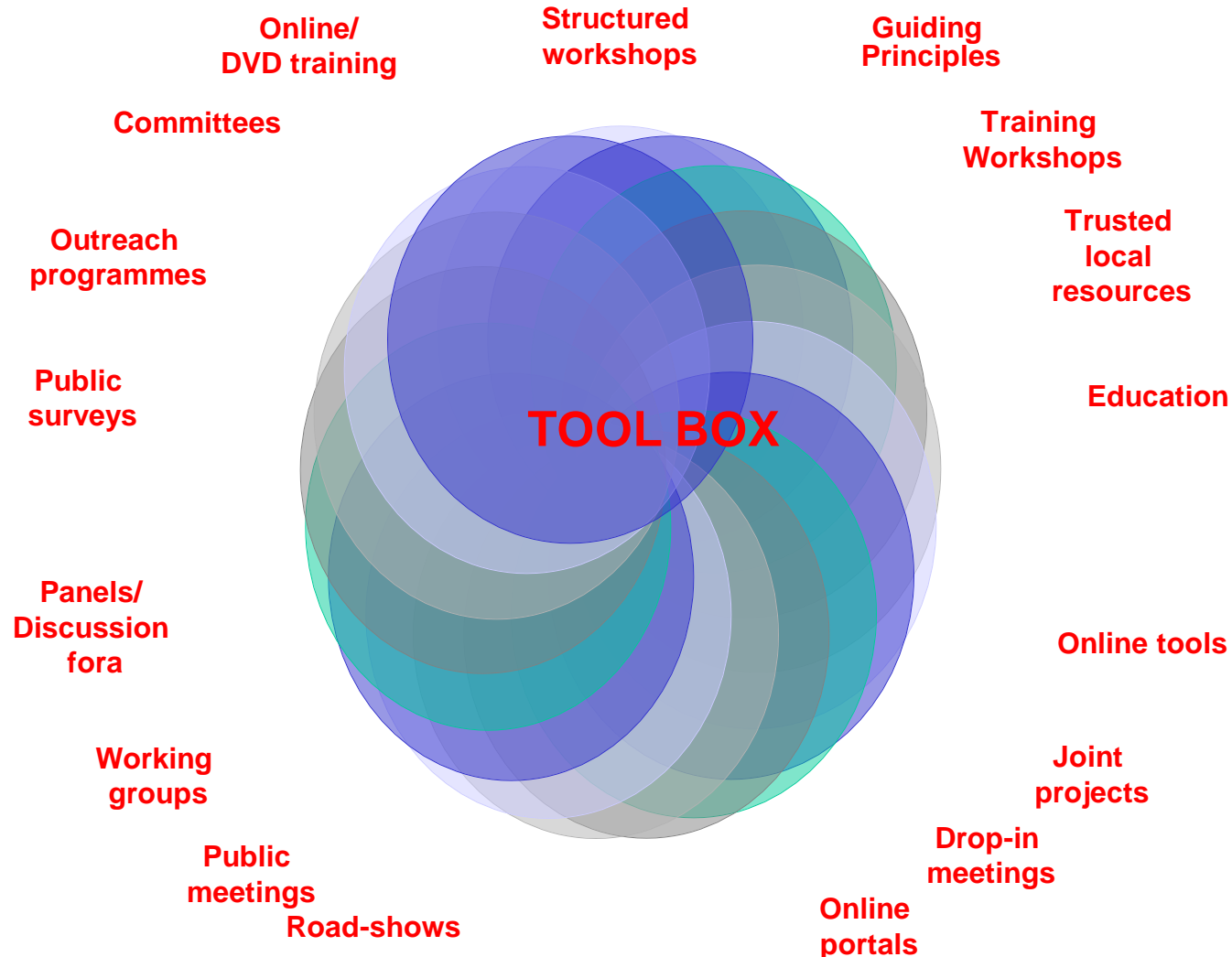
Stakeholder Involvement Tools

No one size fits all situations

- Groups may be small (e.g. 5 to 10 people)
- Groups may be big (e.g. meetings with 300 people)
- Groups may be different types (e.g. ongoing working groups, seminar sessions, short-term discussion groups, etc.)
- Groups may have different objectives (e.g. to develop plans, to develop criteria, to identify problems, to identify priorities, etc.)

Stakeholder Involvement: HOW?

Stakeholder involvement takes patience and determination – it is an investment



The skills required at the individual and organisational level are challenging

Examples of Local Stakeholder Groups

Rocky Flats Radionuclide Soil Action Levels Oversight Panel

- local residents supported by external technical experts
- Developed acceptable cleanup levels

Stakeholder working groups in Belarusian villages

- Dealing with protection of children, quality of milk production, education of children living in a contaminated environment...
- Support of multidisciplinary team of European expert
- Aiming at improving living conditions

The Norwegian RP Authority work with Sami people

- approaches and criteria for acceptable continuation of reindeer production
- reindeer monitoring programmes
- acceptable contamination levels in reindeer meat
- approaches to marketing reindeer meat in Norway

Stakeholder involvement is necessary to address complex situations

Rehabilitation in Fukushima involves all levels of central and local government, all levels of local stakeholders, a great variety of contamination levels and situations, much advanced scientific knowledge and qualified uncertainty

IT IS COMPLEX!

- Major decisions must have broad public support to be acceptable
- **Communication and consultation, not just information, are essential**
- Those affected and those with responsibility for implementation must be involved in decision processes
- **Recovery is multidisciplinary, needing the experience of many specialists**
- Radiation risks are only part of the broad accident context
- **Stakeholder involvement must be continuous**

Stakeholder involvement is necessary to address complex situations

The shift from crisis management to recovery involves:

- Working **WITH** society (decontamination and rehabilitation) rather than **FOR** society (early, urgent actions)
- A growing role and responsibility for local actors in decision making
- Shift from implementing pre-planned measures to developing a situation-specific and territory-specific strategies
- The need for co-ordination with an increasing number of concerned stakeholders

Conclusions

- In today's society, stakeholder involvement is **an obligation** to address complex situations
- Experience shows that stakeholder involvement can lead to **sustainable solutions**
- Local people are **directly concerned and can provide resources** to identify solutions adequate to local issues
- **Patience and determination** are essential for effective stakeholder involvement
- Stakeholder involvement is a **cultural issue** and varies from country to country

On-going CRPPH activities on Stakeholder and Post-Accident Management

- Expert Group on the Radiological Protection Aspects of the Fukushima Accident
- Involvement of CRPPH in the ICRP Dialogue Initiative on Rehabilitation of Living Conditions after the Fukushima Accident
- Third CRPPH Science and Values workshop to be held in Tokyo in November 2012