

PART B: EMPOWERING LOCAL COMMUNITIES AND IMPROVING DECISION MAKING

KASAM PROJECT FOR DETAILED STUDY OF THE DECISION MAKING PROCESS AND BASIS FOR DECISIONS IN THE NUCLEAR WASTE AREA

Björn Hedberg, KASAM

The Swedish National Council for Nuclear Waste, KASAM, which is an independent committee attached to the Swedish Ministry of Environment, studies issues related to nuclear waste management and the decommissioning of nuclear installations in order to advise the government on these issues.

In autumn 2006, the Swedish Nuclear Fuel and Waste Management Company (SKB) planned to apply for a permission to construct an encapsulation plant, and during 2009 to apply for a permission to construct a final repository for spent nuclear fuel. This was an important starting point for planning KASAM's activities, as from 2006 onwards KASAM needed to prepare and intensify work in order to be an active and effective support for the government prior to dealing with these applications.

An important part of this work is to identify the key issues from different perspectives, prior to the decision on the final repository, and also to make arguments and assessments transparent to decision makers and the general public. Further, it is of great importance to create a dialogue around these issues between stakeholders who are central to the licensing process and stakeholders who are affected by the decision in different ways. The dialogue is important both from the perspective of knowledge (to identify important issues and have them highlighted and discussed) and from a democratic perspective (affected stakeholders shall be given the opportunity to make their voices heard, and issues shall be highlighted in a way which is accessible to different categories of stakeholders). Therefore, KASAM saw a need to broaden and develop its activities regarding the identification of central issues, to have them studied in detail and to contribute to the dialogue on these issues.

Background

During 2005 and 2006 discussions were held between KASAM and the ministry as well as between KASAM and a number of actors having an interest in the nuclear waste management area including SKB, responsible authorities, municipalities involved in site investigations by SKB, their respective county administrative boards and regional councils, as well as environmental groups about their views about the future work of KASAM. These discussions showed that there is a need for activities by KASAM leading to more transparency in the Swedish nuclear waste management programme. Therefore KASAM decided to start a pre-study for a transparency programme and Kjell Andersson (Karita Research) was contracted to carry out the pre-study. The idea of the transparency programme is that it should increase the transparency, and thereby the quality, of the decision process and the document basis for the up coming decisions related to the SKB license applications for a final repository for high level nuclear waste and an encapsulation plant for spent nuclear fuel, expected to be submitted to the government at the end of 2009 (SKB, 2006, in Swedish).

Earlier efforts towards transparency

The KASAM transparency programme builds on research and development that has taken place in Sweden since the beginning of the 1990s starting with the Dialogue Project of SKI and SSI (Andersson J, Andersson K & Wene, 1993), followed by the RISCOP Pilot study (Andersson, Espejo & Wene, 1998) and the RISCOP II project (Andersson et.al., 2003) co-ordinated by SKI. Also the Swedish municipalities Oskarshamn and Östhammar have used the ideas of the RISCOP-model in organising seminars and hearings, and the “Oskarshamn model” builds partially on RISCOP ideas. The RISCOP-model has also been used in other areas than nuclear waste management, such as the risk assessment of mobile telephone systems (Hedberg, 2006), siting of energy installations (Andersson, Johansson & Wene, 2006), and cleaning and remediation of chemically contaminated sites (Andersson, Grundfelt & Wene, 2005). A description of the model is placed at the end of this paper.

Basic elements

The pre-study proposes that KASAM uses the RISCOP-model to support the transparency programme. Recurrent elements in the programme would then be:

- A clear description of the background for the issue being addressed
- Knowledge building activities
- A hearing where the KASAM committee members and staff stretch the stakeholders

The transparency programme can combine the RISCOP-model with other approaches to citizen participation at occasions when this is deemed suitable. For example, focus groups, other forms of working groups and consensus conferences could be organised and linked to a “RISCOP hearing”. Therefore, the pre-study report contains an overview section about methods for public participation.

At this stage of the Swedish programme for nuclear waste management it is believed that KASAM can provide an arena for transparency which other stakeholders can trust not having hidden agendas or vested interested in the results.

Contents

During the pre-study a number of stakeholders were approached to give their views about the format and contents of the transparency programme. The consultations showed great expectations on the programme and a large number of issues were raised that could be included in transparency creating activities.

A typical activity will be relatively resource demanding, especially with respect to the time available for key stakeholders. Therefore, issues to be addressed must be critically prioritised. The pre-study report contains nine issues proposed for special efforts by KASAM:

- Deep bore holes as a possible alternative method for final disposal
- Citizen participation and democracy
- The roles of responsible authorities

- Decommissioning of nuclear reactors
- Site selection – on what basis?
- Socio-economic issues
- Local environmental issues and regional environmental goals
- Long-term storage of spent nuclear fuel
- Critical assumptions in the safety assessment

A first event in this suggested series of activities within the transparency programme took place in March 2007, when KASAM arranged a hearing about deep bore holes as a possible alternative method for final disposal. Technical feasibility, long term safety and safety philosophy were among the topics addressed. The hearing will be reported in a KASAM report, to be published in 2007.

Realistically, at most two issues can be covered per year, therefore maximum five issues can be dealt with until SKB has submitted its licence application, however, in principle the transparency programme can continue also during the licensing process. The timing of the KASAM activities will be crucial considering the SKB programme, the review work of the authorities as well as the municipality involvement.

Conclusions

The transparency programme should prepare KASAM for its advisory role to the Swedish government but it should also be a resource for all stakeholders, the political decision makers and concerned citizens who wish to deepen their insight into the issues addressed. Besides contributing in a constructive way to the Swedish nuclear waste management programme, the KASAM transparency programme can contribute to the development of nuclear waste management in a wider context including research and development work that takes place in Europe about public participation and transparency, as well as to other sectors in the society.

ENCLOSURE

The RISCOM-model for transparency

RISCOM gives a model for transparency with three cornerstones: facts, legitimacy and authenticity. **Facts** are produced using scientific methods and state “what is true”. **Legitimacy** mirrors what is regarded as right and acceptable in the society. **Authenticity** builds confidence – which has to do with the harmony between a person’s (or an organisation’s) actions and who the person/organisation is, and the role in the decision making process. The **values** which are expressed in proposals and bases for decisions must be both legitimate (rooted in society’s norms) and authentic (agree with the values of the proposers).

Transparency is achieved when the points at issue, the legitimacy of the arguments and the actors’ authenticity is made clear to the decision makers and the general public. In the RISCOM-model it is achieved by “**stretching**”. The term means that conditions for different actors (e.g. a person making a proposal, a producer, a developer) are sufficiently demanding, that the questions are put forward from different perspectives, and that the questions are answered.

To be able to handle the flow of information in a complex question it must be structured. With the RISCUM-model the structure has **independent levels** where different aspects can be discussed. On each and every one of these levels pre-conditions must be created for a meaningful dialogue between the parties concerned. There shall be a process to **increase awareness** of the questions at the different levels and to create a **forum for dialogue**. Work to find the independent levels and to develop the process of increased awareness and dialogue demand an independent guarantor acknowledged by all parties. Without such a guarantor there is a serious risk that the control of the work is taken over by the party which is stronger information-wise, which often is the party proposing.

A high-quality decision demands that factual reasons and values are explained and that the decision makers have confidence in the experts. However, transparency is not only a question for political decision makers. In a democratic system there must also be general insight into the decisions. It must be possible for the general public to see how decisions are made and to see the facts behind the decisions and the value arguments. Openness is not sufficient – transparency demands more than that. There can be openness in the form of access to information, without this giving transparency.

Transparency demands that there are procedures for citizens' insight and involvement.

Slides provided by Björn Hedberg, KASAM

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KASAM Transparency Programme

8th Meeting on the NEA/RWMC Forum on Stakeholder Confidence (FSC)

Topical Session 10c

Björn Hedberg, Director
 Swedish National Council on Nuclear Waste (KASAM)

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Why Transparency?

Decisions of high quality in controversial issues needs

- Neutral arenas where all stakeholders can meet
- High level of knowledge in basis for decisions
- Clear structure for an effective decision-making process
- Authenticity – no hidden agendas
- Unfolding of values and value judgments
- Long-term systematic process to avoid fragmentation

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Background (1)

- SKB's (Swedish Nuclear Fuel and Waste Management Company) applications:
 - 2006 encapsulation plant
 - 2009 final repository for spent nuclear fuel.
- KASAM needs to prepare and intensify work to give active and effective support to the Government

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Background (2)

- Discussions with stakeholders, 2005 and 2006 (Ministry of environment, SKB, SSI, SKI, municipalities, county administrative boards, regional councils, NGO's) **on their views about the future work of KASAM**
- Discussions showed a need for activities by KASAM leading to more transparency in the Swedish NWM programme
- Decision (2006) on a Transparency Programme

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Programme Purpose

The KASAM Transparency Programme should

- prepare KASAM as advisor to the Swedish government
- be a resource for all stakeholders
- contribute to the development of nuclear waste management in a wider context, as well as to other sectors in society.

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Programme activities

- **Identify important issues**
prior to decision about a final repository
 - Decision making process (regulations, roles, ...)
 - Technical-scientific issues of importance for evaluation of long-term safety
- **Specify format for dialogue and hearings**
of these issues, taking into account the actual stage of the decision-making process
- **Carry out dialogues and hearings**
of these issues

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Earlier efforts towards transparency

- Dialogue Project SKI/SSI 1991-93
- RISCOP Pilot Project SKI/SSI 1996-98
- RISCOP II Project EU 2000-03
- The Oskarshamn model 1994-
- Oskarshamn & Östhammar 2004-
- Use of RISCOP in other areas
 - risk assessment of mobile telephone systems
 - siting of energy installations
 - cleaning and remediation of chemically contaminated sites

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Efforts towards transparency

”Process hosts”

First: SKI and SSI

Later: Municipalities

Now : KASAM

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Basic elements

- Use of RISCOP Model to support the transparency programme
- Recurrent elements in the programme would be:
 - A clear description of background for the issue being addressed
 - Knowledge building activities
 - A hearing where the KASAM committee members and staff stretch the stakeholders
 - Documentation and analysis of the hearing
- When needed, combine RISCOP with other approaches to citizen participation (focus groups, other forms of working groups and consensus conferences)

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Pre-study (2006)

Purpose

- Communicate idea with stakeholders
 - Suggestions on relevant issues for dialogue
 - Suggestions on format for dialogue
- Feedback on preliminary report

Consultant: Karita Research AB

- Pre-study Report, April 2007

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Pre-study results

9 issues proposed for dialogue/hearing by KASAM

- Deep bore holes as a possible alternative method for final disposal (March 14-15, 2007)
- Citizen participation and democracy
- The roles of responsible authorities
- Decommissioning of nuclear reactors
- Site selection – on what basis?
- Socioeconomic issues
- Local environmental issues and regional environmental goals
- Long term storage of spent nuclear fuel
- Critical assumptions in the safety assessment

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Preliminary programme

Outline on *what, when & how* issues should be studied (2007-2010)

- Analysis of the system for final disposal (December 2007)
- Decommissioning of nuclear installations (December 2007)
- Participation & Democracy (spring 2008)
- Actions and Authenticity in NWM (autumn 2008)
- Authorities regulations and guidance (spring 2009)
- Site selection – on what grounds? (autumn 2009)
- Values, judgments and critical assumptions in the safety case (spring 2010)

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