Radiation Protection Decision Making in Existing Exposure Situations: An NEA Viewpoint on Stakeholder Involvement

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Outline

- Stakeholder involvement (*evolving concept since 90s*)
  - NEA studies
  - Objectives
  - Key Lessons Learned
- Stakeholder Involvement in Existing Situations
  - Policy Peer Reviews (*information exchange*)
  - Expert Group Work
  - Post-Accident Findings
- Concluding remarks

Stakeholder Involvement in Decision Making

- Starting Point: Why are stakeholders important?
  - Villigen Meetings (1998, 2001, 2003)
- First Applications: What can stakeholder involvement achieve?
  - Interaction with ICRP on Publication 103 development (2002, 2003, 2004, 2006)
  - Interaction with IAEA (and others) on BSS development (2007 – 2011)
- Post-Accident: How to effectively involve stakeholders?
  - INEX 3 Exercise (2005 – 2006)
  - Stakeholders in Post-Accident Management workshop (2010)
  - INEX 4 Exercise (2011 – 2012)
- Understanding Decisions: What are decisions made of?
  - Science and Values Meetings (2008, 2009, 2012)

Objectives of Stakeholder Involvement

- Incorporate public values into decisions
- Increase the substantive quality of decisions
- Resolve conflict among competing interests
- Build trust in institutions
- Educate and inform the public in a timely manner
- Build mutual understanding
- Identify and build acceptance for sustainable decisions

Key Lessons Learned

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

ICRP 103 Recognition of Stakeholder involvement in Optimisation of Protection

Paragraph 224: Societal values usually influence the final decision on the level of radiological protection. Therefore, while this report should be seen as providing decision-aiding recommendations mainly based on scientific considerations on radiological protection, the Commission's advice will be expected to serve as an input to a final (usually wider) decision-making process, which may include other societal concerns and ethical aspects, as well as considerations of transparency (ICRP, 2006a). This decision-making process may often include the participation of relevant stakeholders rather than radiological protection specialists alone.

Stakeholder involvement in Decision-making in Existing Situations

- NEA Peer Reviews / Experience Exchange
- Expert Group on International Recommendations for Emergency Exposure Situations
- INEX 3 conclusions
- Stakeholders in Post-Accident Management workshop conclusions
- Some INEX-4 preliminary findings from

Experience exchange: Peer Reviews of National Approaches

- The CRPPH has performed reviews of draft French and Finnish national policy documents addressing post-accident management
- Each of these policy drafts has include discussion of the involvement of stakeholders in decision-making
- Review team members used their own national experience as the basis for their comments to the draft policy document under review
- Review of French and Finnish Draft Policy Documents:
  - Focused mostly on management of the emergency situation
  - Extensive stakeholder involvement in document drafting
  - Stakeholders seen as essential counterparts for planning and management

EGIRES Report

- **EG on International Recommendations for Emergency Exposure Sit'ns:**
  - Investigate issues in, and approaches to, implementation of the new ICRP recommendations and revised BSS in emergency exposure situations.
    - Draft detailed outline for a report on issues in and approaches to implementation
- **Title:** Implementation of ICRP Recommendations – Discussion on Optimization in emergency preparedness and response with special focus on reference levels
  - Optimization / Process of stakeholder involvement / More practical issues / Intervention levels- termination of protective actions
  - Supporting Survey: Questions on National Experiences
    - Optimization of Protection
    - Use of Reference Levels

Processes for optimization of the protection strategy / Use of Reference Levels

- General, applicable for emergency and post-emergency
- Major issues
  - Involvement of large group of stakeholders is foreseen (governmental, regional and local authorities, licensees and private sector)
  - Details in guidelines (concerning protective measures / short-term countermeasures)
  - Guides: emphasize optimization process in recommending and deciding upon protective measures, and comparing residual dose to chosen reference level.
  - However, during an emergency and post-emergency
    - there are many factors effecting decision making and radiation exposure is only one of them (e.g. prevailing circumstances, timing, resources, capabilities, social and ethical factors, financial consequences).

INEX 3 Conclusions

- INEX 3 addressed consequence management following the discovery of large-scale contamination
- "In summary, it appears that most countries who participated in INEX 3 are prepared to address agricultural countermeasures and food restrictions; however, issues that would benefit from further investigation and improvement include decision-making on precautionary actions, the impact of economic considerations on decision-making, the role of stakeholders in the decision-making process, and the link between public acceptance and the implementation and withdrawal of countermeasures."

2010 Washington Workshop Key Views

- preparedness for stakeholder involvement should be a top priority;
- stakeholder involvement is not a goal in itself;
- radiation protection professionals are themselves stakeholders;
- it can be difficult for organisations to proactively work with stakeholders;
- use of existing networks and communication systems increases efficiency and enhances interactions;
- incentives for participation enhance stakeholder involvement;
- agreement on rules, procedures and processes is essential for effective stakeholder interactions;
- in some cases, skilled and experienced communications experts are needed;
- a broad spectrum of stakeholders is essential in emergency exercise planning;
- types of stakeholders and their roles will be different during different phases of emergency management, particularly during the recovery and rehabilitation phase;
- an all-hazards approach to emergency management is most efficient.

INEX-4 Exercise on Consequence Management and the Transition to Recovery

- **Concept**:
  - a series of issues-driven national tabletop exercises addressing issues in consequence management and the transition to recovery arising from a radiological dispersion device in an urban area
  - Identify good practice and facilitate improvement of national and international arrangements;
- INEX 4 was open to all interested countries and relevant international organisations
- Timeframe: Sep 2010- Nov 2011 (extended due to Fukushima impact)

Topic Areas and Evaluation

- Decision-making on protection strategies:
  - Optimisation; implementation and termination of countermeasures; communication and coordination
- Public health, including issues in information, communication;
- Monitoring and assessment, including capability assessment;
- Safety and security of populations and infrastructure
- Planning for recovery, including:
  - clean-up / waste management; stakeholder involvement
- As with previous INEX, evaluation is based on i) national standard questionnaire, and ii) an int'l evaluation workshop.

INEX-4 Exercise on Consequence Management and the Transition to Recovery

- Decision making
  - Need for close cooperation and coordination between decision-makers in multiple jurisdictions
  - Public health is the first priority for decision-making.
- Public health and communication
  - Communication strategy is essential
- Monitoring and assessment
  - Stakeholder input on “roadmap”
- Planning for recovery
  - Must involve stakeholders, needs much more thinking

Concluding remarks

- Understanding (and appreciation) of stakeholder involvement by the radiological protection community has evolved significantly since the early 1990s
- It is difficult to involve stakeholders in accident response and recovery planning
- In actual situations, stakeholders become increasingly interested in decision-making involvement over time
- During the later phases, optimisation and ALARA will be increasingly important aspects of decisions, and stakeholders play an increasingly important role
- Stakeholder involvement is essential to build and foster public trust

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