



Linking ARGONA results about participation and transparency to practical implementation

IPPA Deliverable 6.1

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Foreword

The core aim with the IPPA project is the establishment of arenas where stakeholders can join together to increase their understanding of the issues involved in radioactive waste disposal and of their respective views. The project is not limited to national programmes but includes also the multi-national context, as issues such as Environmental Impact Assessment and the Espoo Convention, the regional repository option and implementation of the Aarhus Convention will be examined. The project also investigates how negotiations on compensation and added value can be implemented at the local level.

The IPPA Project has been much inspired by the previous EU Project ARGONA (Contract FP6-036413) which was set out to improve the decision-making process and risk governance by means of increased transparency and greater public participation. ARGONA, the acronym for “Arenas for Risk Governance”, also demonstrated how transparency and participation link to the political and legal systems. New approaches to participation were explored, and the project included both theoretical studies and practical implementation. For IPPA it will be necessary to communicate conclusions and suggested guidelines for participation and transparency that were delivered in ARGONA to policy makers as well as members of the public and stakeholders. It was thus decided to include as a first IPPA deliverable an “easy to read” report for linking ARGONA achievements to the implementation in IPPA. It is my hope that this report, produced by participants in both projects, will serve this purpose.

As the ARGONA project’s main focus was on risk governance, and specifically radioactive waste management, and as IPPA has the same focus, some findings concern these areas in particular, but as a whole both projects should be relevant for decision-making on complex policy issues in a much wider context. Findings do not only concern the creation of new programs, but can also add to, and aid, existing processes. Existing projects or programs that seem stuck and lack progress can benefit from trying new methods and approaches, even if they have been running for longer periods of time, as already proven by ARGONA experience.

IPPA is a project under the European Atomic Energy Community's Seventh Framework Programme FP7/2007-2011. Its objectives, work programme and results will be presented, and all open deliverables will be made available for downloading, on the dedicated project website www.ippaproject.eu. The project website will stay available after the end of the project for at least five years. In a similar way, ARGONA resources are available at www.argonaproject.eu.

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Participation and Transparency in the EU

In exploring the framework within which new arenas of participation and transparency can be formed, ARGONA issued a questionnaire that was sent to key organizations at national and local levels in the participating countries. Together with a comprehensive review of current legislative frameworks and conventions, this made it possible to assess the basic conditions for transparency and participation.

Current situation and practice

The respondents of the survey had experienced a great range of driving forces behind participatory and transparency initiatives. The driving forces came from governmental as well as municipal levels to independent actors and research initiatives. The processes were not limited to mandatory Environmental Impact Assessment (EIA) consultations, but included other initiatives. For example:

- In the UK, a local Site Stakeholder Group aims to find acceptable solutions to common problems by working closely with operators around existing nuclear sites.
- In the Swedish municipality Oskarshamn, participative work involving the public has been organized for several years, even before EIA was implemented in Swedish law.

Such active public involvement is, however, a relatively new phenomenon in the area of radioactive waste management in the UK. Past repository siting initiatives encountered intense opposition, and a repository project had to be abandoned in 1997 due to the lack of public involvement. A shift in policy, which began in 2002, proved to be a turning point, and a process based on the voluntarism of interested communities began in 2008. Similar situations and turning points can be found across the EU, at various stages of development.

With the development of new media and computer technologies there has been a growing need for information among the public. The requests from civil society now tend to go beyond mere information, and more towards real influence in the decision-making processes. However, easy access to information has also meant that it is possible to involve the public in decision-making in novel ways.

Conclusions of ARGONA participants:

- Europe is currently home to great diversities. There are especially great variations when it comes to factors such as interest and knowledge, but also general attitudes.
- Even though contemporary social trends are in favor of participation, local practice will decide what can be introduced.
- In the field of nuclear waste management, there cannot be one standardized solution that works in every cultural setting. It may be that “best practice” is locally defined to a great extent.

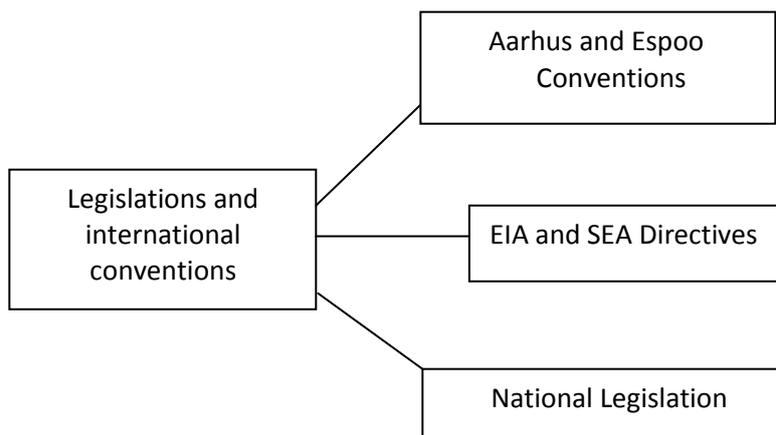
Rules and regulations

Processes of transparency and participation act inside national legislative frameworks and EU directives, but is following the regulations enough to provide transparency?

The existing EIA and Strategic Environmental Assessment (SEA) directives can be followed without much in the way of real content in terms of deliberation or transparency. As there are no formal guarantees for transparency, the process is dependent on the good will of key actors. On the other hand, the current frameworks can successfully be used for improvements and initiatives for participation and transparency, as there is a high degree of freedom.

There is no direct need to wait for new legislation requiring new practices to take place, if the motivation already exists. Furthermore, one should take care that new legislation is not applied in such a way that the creativity or content of initiatives become restricted.

Several respondents to the ARGONA questionnaire did not experience any formal obstacles that hinder, delay, or stop good ideas for future implementation of participatory and transparency practices. The opportunities to form new initiatives are present, but they are dependant not only on involvement but also on resources.



Key ARGONA concepts

*Participation

Participation in this context refers to different mechanisms for public involvement in societal decision-making. At the very least, it requires that the public and involved stakeholders are able to express their opinions, and ideally it means that they can exert real influence. For well-informed participation to occur, there is a need for transparency.

*Transparency

Transparency in the context of ARGONA means not only access to information, but also clarity, communication and accountability. Transparency means more than passive availability of information - it requires a structure for active involvement. Transparency thus requires participation.

Risk Communication

To promote transparency in decisions that will ultimately concern organizations, local communities and private citizens, it is important to hear the views of various stakeholders sooner rather than later, so that concerns may be addressed already from the beginning, in order to save both time and resources. It is also easier to communicate before important decisions have been made. ARGONA outlined some prerequisites for creating and maintaining a risk communication process, briefly described here.

- **Identify relevant issues**

At the outset, knowledge must be gained of what the public consider as relevant issues. This can be achieved by a range of methods, including such as focus groups. Depending on the project at hand, there may be many issues that need to be communicated. Some of these are practical issues, as in what a repository is, and how it works, while other issues, such as the concept of uncertainty and risk, are more abstract and can be difficult to explain in simple terms.

It thus important to ask the question “What is the *goal* of the communication?” Does it concern safety issues, general information on the decision-process, attempts to collect contributions for improved knowledge, etc.? One should also distinguish between local knowledge and knowledge in the general population. Local groups and people tend to be better informed about an issue that concern their neighbourhood or everyday life.

- **Communicate the issues in an open format**

Successful communication related to controversial issues or explanations of complex matters depends heavily on social trust and credibility of the presenter and that person’s ability to explain and respond to questions. General presentations together with graphical material can be used, but should be used in an interactive way. The presence of more than one speaker or expert is recommended when dealing with several issues in the same presentation, since real experts with communication skills are preferred to communication specialists.

Communicating abstract concepts such as uncertainties in risk can be difficult, but there are methods to show how uncertainties are dealt with, for example the use of pessimistic assumptions. It is important to show key results of the risk assessment to stakeholders because ultimately this is the scientific evidence of the safety of a given project. Sources of uncertainty need to be presented along with ways to tackle them, and regulatory limits need to be explained. Questions that require systematic answers in all risk scenarios include: What *can* go wrong? What is the *likelihood* of things going wrong? What are the *consequences* of things going wrong?

- **Go beyond the quantitative**

In decision-making on issues of risk, it is not enough to deal with the hard facts of science alone. In the eyes of lay people, risk also means a complex mixture of values and perceptions with psychological, social and cultural dimensions. Societal approaches such as application of the precautionary principle and deliberation are necessary parts of risk governance. Mediators can also be used to create groups and arenas for dialogue that take lay people’s views into account.

Mediation

Mediators and the act of mediation serve a crucial role in the development, spread and use of public participation methods. Mediation is about building connections and sharing knowledge among all those involved in, and affected by, a decision-making process. There are two main forms of communicating science in public, mediation by demonstration and mediation by dialogue.

Mediation by demonstration means showing hard facts. This is done by a demonstrator, who controls the agenda of the discussion, while the audience is limited to witnessing the demonstration. The demonstrator will either be trying to show, explain or prove a point according to scientific principles.

Mediation by dialogue is a collective process, where there may be no ultimate “truths”. Views are challenged and arguments both for and against positions are explored. This also means allowing participants to point out aspects that were previously unknown or unrecognized, and acknowledging that there is more than one way of looking at things, all according to democratic principles.

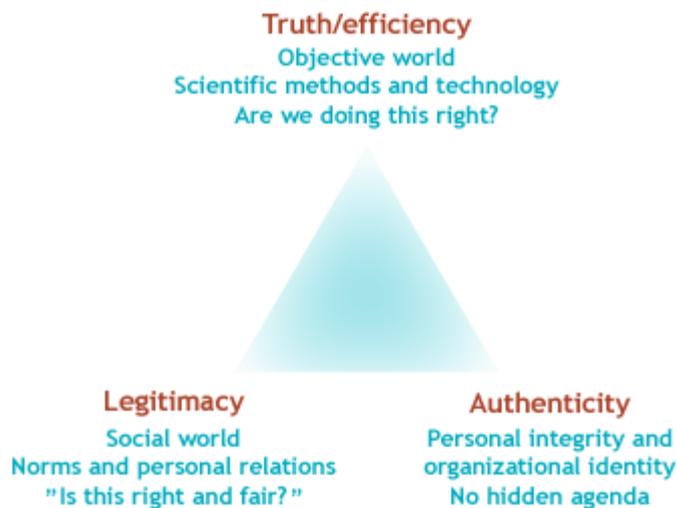
Mediators must act as neutral moderators of the dialogue, bringing together people of differing views and frames of references to open discussion. The mediators construct the arenas of dialogue, seek out participants, and work towards establishing a common ground. These mediators must not be part of a stakeholder group, as their impartiality is necessary to bring all parties together, and generate trust.

Both forms of mediation are absolutely essential in any participative process, so a mix is necessary. Mediation by dialogue is not necessarily superior to mediation by demonstration. Not everything can, or should be, open for negotiation and not everything can, or should be, dealt with through demonstration.

The RISCUM model

The RISCUM model provides a flexible approach to reach transparency in complicated decision-making. It is designed to deal with decision-making in complex, long-term and possibly hazardous projects and activities, such as handling genetically modified organisms, biotechnologies, toxic chemical materials and dealing with nuclear waste. Transparency, in the RISCUM approach, extends beyond simply explaining technical and scientific aspects. In RISCUM normative aspects and issues of authenticity must also be clarified, as the second and third corners of the “RISCUM Triangle”. When looking into any statement, the three corners can be formulated in questions: “are the facts well-based?”, “what is the social and normative context behind the statement?” and “what is the agenda of the actor making it?”

Experience tells us that the theoretical and philosophical foundation of the RISCUM model can give stability to processes of public participation and the Transparency Arena (see next page) is a way to organize this. It is all about reaching clarity in complex and contentious issues.



Stretching:

In order to understand the agendas and authenticity of an implementer or another stakeholder, challenging questions must be raised from different perspectives.

The process of stretching means questioning statements in order to make their background and origin visible. It means making the three corners of the RISCUM triangle visible.

Structured Dialogue

For an efficient dialogue it is beneficial to have the structure of the issue agreed on between the participating parties. In RISCUM this means identifying relevant levels of discussion and dealing with them separately. Levels can range from specific technical details in the safety analysis to site selection and selection of disposal method to broader questions such as the overall waste management strategy.

Applying RISCUM: The Transparency Arena

The Transparency Arena is the application of the RISCUM model in practice. A Transparency Arena aims at reaching clarity, not primarily consensus, in complex issues. It deals with the clarification of factual and value-laden issues by stretching the arguments used by stakeholders. A Transparency Arena can be used as a process of its own, where stakeholders take an active part in planning events such as seminars and hearings. It can also be organized as formal regular intermediate checkups within the framework of a larger process. There are two main phases in the Transparency Arena, the *preparatory phase* and the *learning phase*.

Preparatory Phase

Activities during the preparatory phase are aimed at creating a safe space and a base for decisions and discussion. The first key step is establishing the *RISCUM Reference Group*, whose members are representatives of all involved parties (stakeholders), by signing a formal agreement between them. The Reference Group uses RISCUM principles, but sets its own agenda. While the Reference Group is the decision-making organ, a Working Group is also established that acts as an aid. The Working Group consists of experts in the process and experts that are brought in for specific tasks. The Reference Group sets the agenda, and provides the Working Group with guidelines for activities that the Working Group plans and executes. The Working Group also provides analysis and proposals to the Reference Group.

Learning Phase

In the learning phase activities aim at building knowledge and involving the public to reach informed positions. After the establishment and setting of objectives for the Reference and Working Groups, the focus is shifted from preparation to action. The Groups can then initiate activities without outside agendas. Different kinds of knowledge building activities are arranged as well as programs for public involvement. Hearings with stretching are the core events arranged to gain new insight into issues.

The Transparency Arena supplies tools for the continued organization of events and public communication, and so the learning phase may continue even after the end of RISCUM project involvement. The Reference Group's function as a safe space for discussion is the key to success.

The Safe Space

To enhance understanding and awareness, an arena for discussion in which all stakeholders are on equal terms and free from outside agendas is necessary. The purpose of the safe space is to promote discussion and increased understanding of the existing issues and the involved parties' respective views. Focus here is on clarifying issues rather than rushing decisions. The RISCUM Reference Group is designed as such a safe space.

Un-biased mediators from outside are needed to act as the guardians of process integrity. The mediators direct the process and the discussion and ensure that all parties are brought to the table on equal terms. It is important to break down previously existing hierarchies so that no single party controls the transparency process. By this method, all stakeholders can trust the process and are allowed to contribute. Also, it can end stalemate situations and allow for reassessments.

Implementation in Czech Republic: Background

The long term policy of the Czech state for dealing with radioactive waste includes the construction a deep geological repository for spent nuclear fuel and high level waste and sets the task of having two suitable sites selected for a repository by 2015. At the end of 2005 areas at six sites considered as potentially suitable had been selected based mainly on airborne geotechnical measurements, but these developments were met with protests from the local communities. Consequently all activities at the six sites were postponed in accordance with a governmental decision.

A new focus was set on communication and mutual understanding. The aim was to gain the support or tolerance of the local communities for further geological survey before the start of the field works. This is where ARGONA activities began, with a Focused Science Shop, to which a broad audience was invited, and where administration representatives were provided with an opportunity to communicate with experts.

ARGONA activity timeline

Start of activities, January 2008.

RISCOM Activities

A RISCOM Reference Group was established, as a “safe space” for discussion, with the participation of all main stakeholders and the signing of an Agreement on Cooperation.

A RISCOM Working Group was established to provide analysis and proposals to the Reference Group. The Reference Group had five meetings during the course of the project.

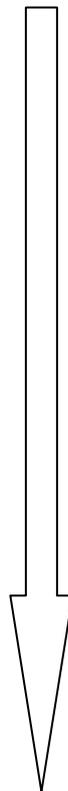
The first Public Hearing in the Czech Republic about restarting the repository siting investigation was held. It was initiated by the Reference Group, following RISCOM principles, and as the result of the groups own agenda.

Other Activities

A Focused Science Shop was held on the issue of Radioactive Waste Management, to increase awareness amongst the public.

In an Interaction Panel, stakeholder involvement in formulating the safety case was discussed.

A Consensus Panel was held, with the aim of reaching a wider consensus on the issue of dealing with spent nuclear fuel.



End of ARGONA activities, July 2009.

Implementation in Czech Republic: Public Hearing and Feedback

The Public Hearing, initiated by the RISCUM Reference Group as a result of its internal discussions, concluded ARGONA activities in the Czech Republic and displayed the existence of a needed “safe space” where even controversial issues could be discussed. All stakeholders took part, including NGO’s that had previously been uninterested in similar activities.

The main topics discussed covered

- the need for a repository and how the process of site selection can be done fairly
- the present situation, time schedules and local effects of a repository
- the apprehensions and expectations of the representatives of the localities.

Participants, including NGO’s and representatives of communities, agreed on the necessity of building a geological repository, but they disagreed on the methods for site selection. Community representatives were still skeptical as regards siting a repository in their own community. After the hearing, it was clear that the problems of the geological repository siting involve many aspects, among them the safety criterion, on which the greatest emphasis is placed, but also sociological and economic aspects that should be taken into account.

General Feedback from participants showed that the former unwillingness of political and government representatives to discuss certain issues had led some participants to abandon discussion altogether, and this had led to locked positions. Some participants were still at this stage when attending the hearing. There was also a significant level of distrust aimed both at government bodies and experts, partly for the same reasons. The selection of a moderator and of a Reference Group was seen as a step forward to address these issues. A continued process of making decisions transparent and allowing for public participation was seen by many as a necessary condition for trust building and even though the ARGONA project formally ended, the discussions within the established Reference Group went on with the consensus that the working format should continue.

The developers of the RISCUM Model recognized that the application in the Czech Republic within the ARGONA Project was judged by the Czech partners as an important step towards improved dialogue. They also recognized that time constraints and other factors limited the amount to which features of the model could be implemented, and that they can be used in an even more systematic and comprehensive way in future applications. For example, the stretching in hearings can be more fully developed and the idea of different levels of dialogue can be used more to bring organization and order into the debate about site selection issues.

How to proceed in Czech Republic

Challenges

Even though there was a general appreciation of the ARGONA project, there were also different conceptions on how to continue the process.

The Reference Group was seen as a good forum, but the process of electing its members was disputed and it was claimed that it could be done in a more transparent way. Regarding the Working Group, there were different opinions concerning its composition, its practice and its function. Some opted for the institutionalization of both of the groups, while others maintained that there were already state institutions fulfilling the job of the Working Group. There were also different opinions as to what the formal aim of such an institutionalized group should be, as some wanted its main aim to be the involvement of the general public and starting of dialogue between all stakeholders, rather than the choice of the locality siting per se.

It was uncertain whether the Reference and Working Groups would continue their work linked to an international EC project or a national one. Nevertheless, it was clear that the members of the Reference Group would need to be authorized to express the official standpoints of their respective organization, in order to secure the legitimacy of the group outside of the ARGONA project.

Conditions:

*To increase public confidence in state institutions, there must be an increase in communication

*In order for communities to have any interest in the building of a repository in their territory, motivation programs are crucial, and local compensation may be necessary

*Citizens need to be given long-term guarantees, and the political framing of the issues must be from a long-term perspective, as the question transcends individual electoral terms

*Citizens need to be treated as equal partners, and gain real influence in the decision-making process in order for them to be willing to listen and cooperate

*The Reference Group and the Working Group, in some form, must continue their work and create a suitable communication process for the individual stakeholders involved

Voices of Reference Group members:

Mrs. Hana Gabrielova, Calla (NGO)

"...in the present situation it is more important to listen to the opinions of the general public and to deal with their objections than to provide them with the highest possible amount of information."

Mr. Dalibor Strasky, Ministry of the Environment:

"The RISCUM model is certainly a suitable tool for the solution of problems as those that we are faced with. However, I have to state that its application is coming with the delay of about 7-8 years."

Mrs. Zdenka Vajdova, Institute of Sociology, Academy of Sciences of the Czech Republic:

"The socially-political aspects of the process is thus a problem for the solution of which it is necessary to search for a key. I assume that some kind of continuation in the RISCUM model idea, further existence and activities of Reference Group, could be such a key."

Implementation of RISCUM in Slovakia, Current Status and Future Activities

The Slovak national deep geological disposal programme was launched in 1996. Research and development activities in 1997-2001 consisted of safety analyses, source term studies and geological investigations that resulted in identification of five potential sites within the territory of the Slovak Republic. However, the programme was suspended in 2001 and only few minor activities followed in 2002 and after, which were mostly international research projects in the field of geological research.

In 2008, the Slovak Government approved “The proposal of the strategy for the back-end of the nuclear power engineering”. According to the decree, the presumed option for spent nuclear fuel management is development of a deep geological repository. Besides that, the state administration is also monitoring new technologies in the area of radioactive waste and spent nuclear fuel management, like transmutation and partitioning. Unlike in other European countries, a national radioactive waste management agency has not been established in Slovakia yet (early 2011).

ARGONA activities

The topic of deep geological disposal of radioactive waste was discussed for the first time in Slovakia with NGO representatives within the ARGONA project in 2008. Four participants were present: two anti nuclear campaigners affiliated with the non-governmental organisations (NGOs) Greenpeace and For Mother Earth Slovakia; one representative of Ekofórum (the main umbrella organisation for Slovak environmental NGOs); and a member of the Board of Directors of the Slovak National Nuclear Fund. In principle, all participants agreed that “real communication with the public” on the topic of a final repository in Slovakia had not yet started (besides the Strategic Environmental Assessment process concerning the current Slovak nuclear back-end strategy). Therefore a decision was made to participate in the proposed IPPA project to establish a safe platform for discussion and to provide transparent information.

RISCUM activities scheduled in 2011-2013

The first phase of IPPA activities in Slovakia is an analysis of the situation with the nuclear sector in general with focus on radioactive waste management, with regard to especially empiric experience in Environmental Impact Assessment and Strategic Environmental Assessment processes. One of the aims of the analysis will be to identify potential stakeholders and inform them on the situation and goals of the implementation of the RISCUM model in the IPPA project. The main task in a second phase is to verify the suitability of the novel approaches of risk communication proposed for implementation in Slovakia and to form a RISCUM Reference Group with stakeholders based on an agreement between them. The intention is that the RISCUM model will be tested in Slovakia by implementation in different events. An overall goal of these events will be to improve public awareness and understanding of risks associated with radioactive waste management and the Slovak geological repository development program.

Local compensation: the case of Eurajoki

ARGONA used the Eurajoki situation in Finland to study how negotiations on compensation can be implemented at a local level, and adopting a community perspective was recommended in order to identify and directly address local needs and interests.

According to compensation theory, opposition by residents close to a proposed facility is based on the notion that there is an imbalance between the high personal costs they are asked to bear relative to the benefits to the larger outside population. Consequently the theory assumes that compensation in one form or another, sometimes meaning economic incentives, sometimes in other forms, would help redress the imbalance.

The term “added value” is often used instead of “compensation” which illustrates that given certain conditions, municipalities can come to view the siting of a repository as something positive as was the case both in Finland and Sweden. The Swedish case also shows that two or more potential host municipalities can together form a strategy to gain benefit from the site selection process, even if finally only one of them is selected to go forward.

- A community perspective is recommended in order to identify and address local needs and interests.
- At the very least the local public should be informed from the very early phase and onwards
- A broad political mandate is recommended in the early phase of negotiations to provide cross-party confidence and consistency.
- Cooperation between candidate host municipalities, as was done in Sweden between Oskarshamn and Östhammar, is recommended in order to avoid competition and secrecy
- Local perception of safety is very important. Safety should be discussed and demonstrated clearly before initiating any negotiation on compensation.

Participation & Transparency – how they relate to democracy

Democracies benefit from transparency in the long run through stability, better knowledge generation, corruption prevention and more well informed decisions. Political parties, regardless of ideology, can also benefit in the long term, by generating trust.

Trust building – Three main conditions

For a governance process to be legitimate, and for citizens to participate in it, there needs to exist a certain degree of trust. ARGONA research has identified three main conditions for trust building:

1. Aiming for better knowledge generation - keeping an open mind and focusing on gaining insight, not on pushing an already set agenda.
2. Real justification - offer the ability for stakeholders to have *real* influence over the process.
3. Process thinking – take into consideration the wider context in which decisions are made. No process takes place in isolation from the outside world, and also there are historical and social considerations.

Transparency – for the purpose of clarity

As industry, public bodies, interest organizations and others, even researchers, are all stakeholders in political decisions, they may have a bias towards promotion of their own agenda rather than common goals, it is thus important to use formats for hearings and decision-making that create clarity while taking the intentions and interests of all parties into consideration. Transparency arenas can be used for this purpose, to critically review matters of facts and values in complex issues. These transparency arenas can be organized within the governance process, and should not be seen as an outside activity, but as a natural part.

The result of the analysis carried out in ARGONA is that formally organized transparency arenas should not only be used for specific cases, or as goals in themselves, but should be key components of good democratic practice. Transparency arenas should inspire and steer the practical political organization of governance, as this promotes the fundamental values of democracy, and leads to better informed decisions.

GUIDELINES: Getting Started

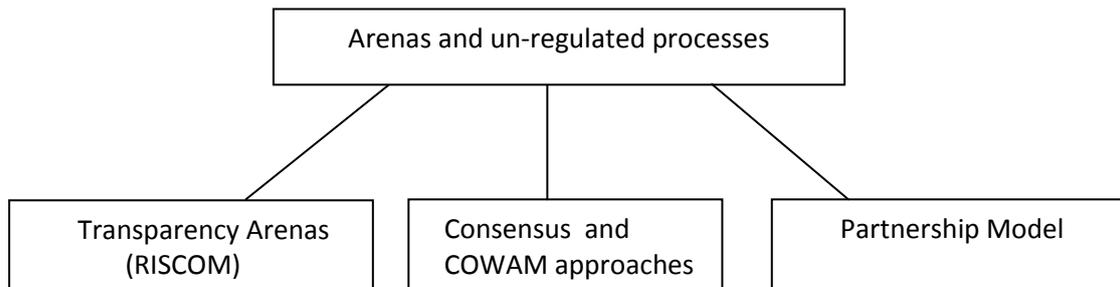
Checklist

- ✓ Invite and involve politicians and other relevant decision-makers at the earliest stages, so that questions regarding goals and mandates are sorted out by the correct party, at the correct level. The involvement of decision-makers is necessary for transparency. Politicians are usually the ultimate decision-makers, and so they should be given the best possible insight into stakeholders' arguments and peoples' concerns.
 - It is important that representatives of state institutions such as the Ministry of Environment and Ministry of Industry and Trade, along with representatives of political parties, take part to make discussions relevant and meaningful.
- ✓ Review the resources available, to help guide the process in the intended direction. Such resources consist of existing EU Directives, international conventions and national legislation. Even if the process is not yet at a stage where regulations have to be followed, they can be used as resources that provide information and reference.
 - While the media may not be a stakeholder, its involvement can lead to increased stakeholder participation.
- ✓ Establish an exchange between various stakeholders in different countries in similar situations. As there is no complete knowledge base about public participation approaches available, a continued exchange of experience is a key to success and to choosing the right approach.
 - NGO's are a valuable resource for highlighting issues that would otherwise be neglected at an early stage, which might surface much later in the process. Giving them the possibility to participate, including fair procedures and economic resources, decreases the risk of narrow framing.
- ✓ Contact experts in the relevant fields and professional organizers. Foreign experts in related fields can greatly aid both practical work and research as they have real experience from similar situations in other countries.

Professional organizers can be used to handle processes, define new arenas, draw people in and raise interest. However, professional organizers can also be commercial market actors, and may represent specific approaches, biasing them. Therefore, the responsible process initiator should first consider the purpose of the process, and be aware of the different approaches available beforehand.

GUIDELINES: Principal Approaches

SEA and EIA directives, national legislation and international conventions such as Aarhus and Espoo set the first formal framework for dealing with transparency and participatory processes. However, these regulated processes are often not sufficient, but can be followed to varying degrees. This is where un-regulated processes come into play.



Un-regulated processes can be used within the goals of regulated processes, used to add to the existing processes, or used as parallel processes. Processes can be combined in a number of ways. For example, EIA can be the lead process, at the same time fulfilling Aarhus, using Transparency Arenas. A partnership can also be the lead process, fulfilling EIA and Aarhus requirements. Un-regulated processes may also be initiated in parallel to formal processes.

Transparency Arenas aim at reaching clarity, and not primarily consensus, in complex issues. A Transparency Arena can be used as a process on its own, where stakeholders take an active part in planning events such as seminars and hearings. They can also be organized as formal intermediate checkups within the framework of a larger process, or even be more institutionalized.

The partnership model involves making an agreement between an implementer and local authorities, and perhaps other stakeholders, to jointly develop methods and siting programs. Like a Transparency Arena, it is a relationship based on mutual trust, openness, shared risk and shared rewards. The goal of the process is to reach a solution acceptable to all partners.

The best approach will depend on the situation at hand. For instance, if there are stakeholders in blocked positions it is of extra importance to establish an open format, such as a Transparency Arena, that allows all stakeholders to participate without further positioning themselves. The principal approaches may also involve the use of complementary instruments such as internet consultations, focus groups, consensus conferences, stakeholder panels, RISCOM hearings and the like. It is necessary to allow for a time-consuming process, as there is a continuous need for feedback, and because there is no single “best practice” that works in all settings.

GUIDELINES: Methods of Dialogue

At the present time numerous approaches and tools exist for public involvement. However, there has been no consistent methodology for comparing them, and little practical advice as to how to deal with specific situations. To begin addressing this problem, ARGONA investigated ways of developing a knowledge base founded on experience from a range of waste management processes. An assessment matrix was created, against which a number of specific processes were judged. The outcome was the realization that some form of knowledge base needs to be developed, but even now it is possible to give some indications of the benefits and limitations of different approaches. The table of dialogue methods below is an illustration of this and shows the main characteristics of four different approaches to dialogue.

| METHOD OF DIALOGUE | Breadth of discussion and involvement | Consensus forming | Transparency | Inclusiveness |
|-----------------------------------|--|---------------------------------|------------------------------|------------------------------|
| Consensus Conference | Suitable | Suitable | Consensus comes first | Requires care |
| Mediation by demonstration | Unsuitable | | | |
| Transparency Arena | Systematic discussion | Transparency comes first | Suitable | Stakeholder Agreement |
| Focus Group | | | | Small Groups |

As an example of the use of such a table, it can be seen that if breadth of discussion is the aim of a process, then a Consensus Conference is maybe a suitable approach, while the use of mediation by demonstration should be avoided, as it does not allow for such broad involvement. If transparency (in the RISCOm meaning) is the priority, then a Transparency Arena would best meet such goals, and a Consensus Conference is not the best solution. Whilst demonstrating that these kinds of comparisons can be made, a more developed knowledge base should be used to communicate what it actually means to use the different approaches. The figure therefore remains a simplification of what is required.

ARGONA has only taken the first steps toward the initial development of a knowledge base that can be used for the selection of public involvement approaches. Building further on this should make it possible for agencies to identify suitable approaches for their particular situation and stage in the process, but it will still require an appreciation of the context and knowledge of the available approaches.

The way forward – the IPPA project

The IPPA Project is a three year Euratom Framework 7 project starting in January 2011 and ending in December 2013. The acronym IPPA stands for Implementing Public Participation Approaches in radioactive waste disposal.

The core aim is the establishment of arenas where stakeholders can join together to increase their understanding of the issues involved in radioactive waste disposal and of their respective views. The focus is on implementing processes of participation and transparency in certain central and eastern European countries, and on stakeholder involvement in a “safe space”.

The project builds on existing research results and experiences of implementation, but will also provide feedback to knowledge and research in order to enhance the quality of decision making processes by clarity, awareness, fairness and trust.

The framework of the “Implementing Geological Disposal of Radioactive Waste Technology Platform” (IGD-TP) can be a suitable forum in which to investigate these issues further, therefore emphasis is given to linking IPPA results to the development of the platform.

From ARGONA and other projects, we know:

- how processes of participation and transparency can link to existing political decision making structures, including representative democracy
- that stakeholders often need a safe space for their involvement
- how such a safe space can be organized, taking into account the phase of the decision making process, cultural and institutional factors, and (above all) the aim of involvement
- that success or failure depends on trust in the process

It’s all about ...

- ✓ Enhancing the quality of decision making processes by clarity, awareness, fairness and trust
- ✓ How to implement processes of participation and transparency and how stakeholders should be involved in a safe space
- ✓ Implementation of safe spaces in national programmes and exploration of how this can be done also in the multi-national context

IPPA Project Structure

The IPPA project is structured in six work packages dedicated to specific areas of research and implementation. **Work Package 1** provides participants with information and overview of theoretical achievements and practical experiences, from research and national programmes, which should be valuable when organizing activities and arenas for participation and transparency. An information package on basic approaches is produced for that purpose.

In **Work Package 2**, the RISCUM Model and other approaches to public involvement are implemented in five radioactive waste management programmes in Central and Eastern European countries. The practical implementation activities vary between countries, as the status of the programmes and other national and local factors and issues of debate differ.

In **Work Package 3**, certain issues of common interest for all countries and for groups of countries are investigated - especially cross-border issues (such as Environmental Impact Assessment and the Espoo Convention), the regional repository option and implementation of the Aarhus Convention.

The ARGONA empirical research on how negotiations on compensation and added value can be implemented at the local level ended in concrete recommendations. These and other issues are further examined and communicated with municipalities in participating countries in **Work Package 4**.

In **Work Package 5** a review is made of activities in Work Package 2 in order to provide feedback to them and also to the European knowledge base for processes of participation and transparency. A "tool box" of such processes will be developed.

The dissemination of IPPA approaches and results takes place in **Work Package 6**, which includes two major events. A European Workshop is organized in order to present and discuss the work done around the midterm of the project with IPPA participants and other stakeholders from IPPA countries as well as other interested EU institutions and civil society organizations. An End Users Conference is organized towards the end of the project, and there the IPPA research itself is the subject of stretching.

IPPA major elements

- Implementation of RISCUM Model (safe space) in Czech Republic, Poland and Slovakia
- Implementation of public participation in Romania and Slovenia
- How to build a safe space for common crosscutting issues - transboundary EIA and SEA, regional repositories, and application of the Aarhus Convention
- Building a knowledge base of processes of participation and transparency. Review and feedback from IPPA implementation activities to the knowledge base
- Analysis of added value approaches

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| 4 | Nuclear Research Institute Rez plc | NRI | Czech Republic |
| 5 | University of Tampere | UTA | Finland |
| 6 | DECONTA | DECONTA | Slovakia |
| 7 | SCK.CEN | SCK.CEN | Belgium |
| 8 | University of Lancaster | ULANC | UK |
| 9 | Radioactive Waste Repository Authority | RAWRA | Czech Republic |
| 10 | Stockholm University | SU | Sweden |
| 11 | Joint Research Centre | JRC | Netherlands |
| 12 | Galson Sciences Ltd | GSL | UK |
| 13 | University of Stavanger | UiS | Norway |
| 14 | Wenergy AB | Wenergy | Sweden |

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| 7 | DECOM | DECOM | Slovakia |
| 8 | Matej Bel University Banská Bystrica | MBU | Slovakia |
| 9 | MUTADIS CONSULTANTS SARL | MUTADIS | France |
| 10 | Institute of Nuclear Chemistry and Technology | INCT | Poland |
| 11 | Institute of Atomic Energy | IAE | Poland |
| 12 | University of Ljubljana | UNILJ | Slovenia |
| 13 | Institute for Nuclear Research | INR | Romania |
| 14 | Romanian Association for Nuclear Energy | AREN | Romania |
| 15 | Regional Environment Center for Central and Eastern Europe | REC | Hungary |
| 16 | Center for the Study of Democracy | CSD | Bulgaria |
| 17 | Uppsala Regional Council | URC | Sweden |



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