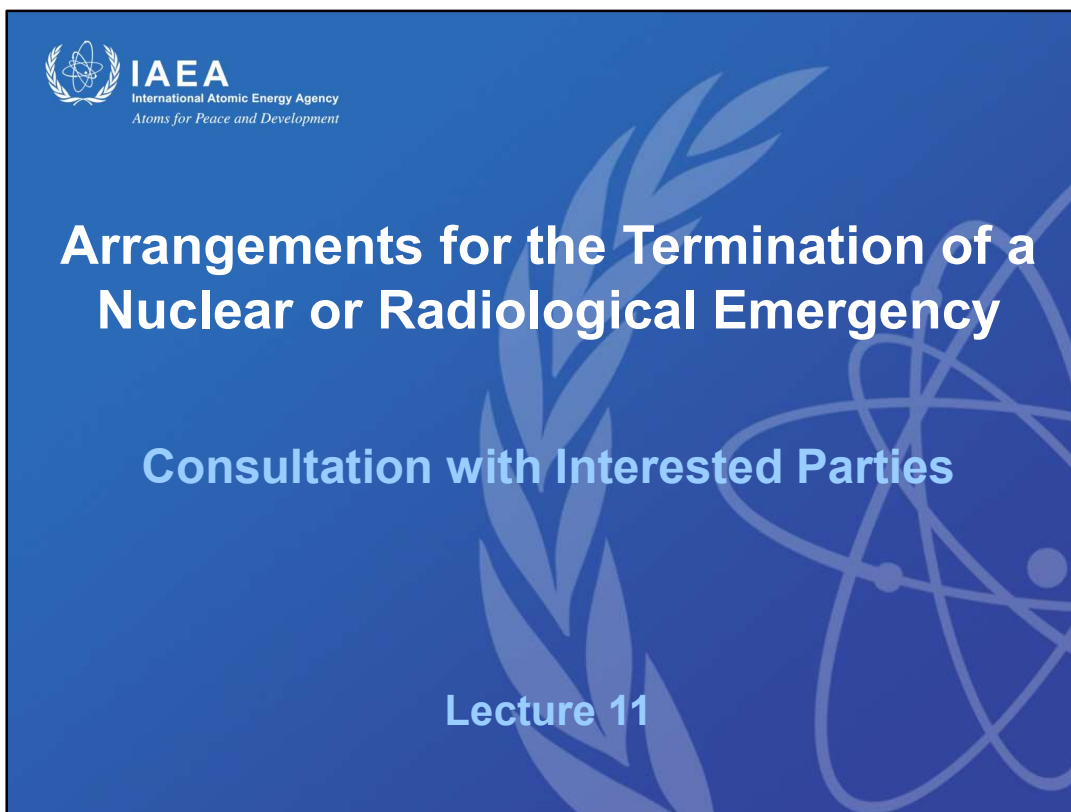


# Arrangements for the Termination of a Nuclear or Radiological Emergency



## **Lecture:** 11. Consultation with Interested Parties

### **Purpose of the Presentation:**

- Explain the importance of the consultation with interested parties at the preparedness stage and during the transition phase
- Provide details about the variation of the consultation process in form and extent throughout the various phases of an emergency
- Elaborate elements to be considered for establishing an effective consultation mechanism

### **Learning Objectives:**

- Recognize the importance of the consultation with interested parties
- Identify interested parties and possible areas to consult them about
- Distinguish between consultation processes at the preparedness stage, emergency response phase and transition phase
- Recognize elements of an effective consultation mechanism

**Duration:** 60 minutes

**References:**

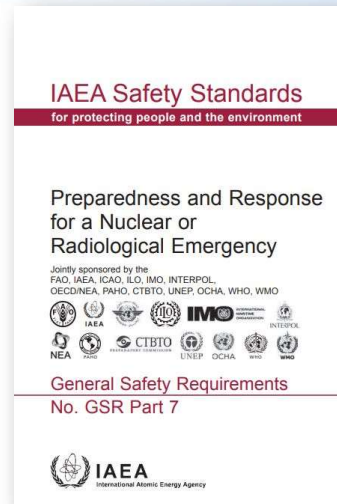
1. International Atomic Energy Agency, Preparedness and Response for a Nuclear or Radiological Emergency, IAEA Safety Standards Series No. GSR Part 7, IAEA, Vienna (2015).
2. International Atomic Energy Agency, Arrangements for the Termination of a Nuclear or Radiological Emergency, IAEA Safety Standards Series No. GSG-11, IAEA, Vienna (2018).
3. International Atomic Energy Agency, The Fukushima Daiichi Accident, Technical Volume 5/5, Post-accident Recovery, IAEA, Vienna (2015).

## Introduction. GSR Part 7



*“The termination of a nuclear or radiological emergency shall be based on **a formal decision** that is made public and shall include **prior consultation with interested parties**, as appropriate.”*

*“The planning process [for termination of an emergency] shall include ... **arrangements for consultation of interested parties** ...”*



Lecture notes:

Reference:

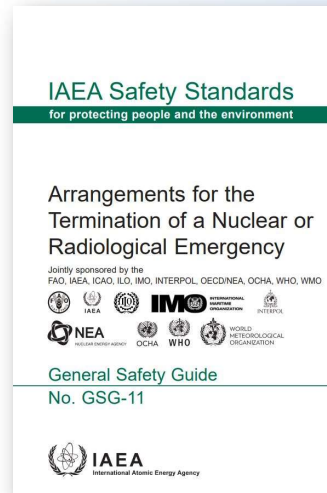
1. International Atomic Energy Agency, Preparedness and Response for a Nuclear or Radiological Emergency, IAEA Safety Standards Series No. GSR Part 7, IAEA, Vienna (2015).

## Introduction.

### GSG-11, Section 3, General prerequisites



*“Consultation with interested parties is required before the termination of the emergency. This process **should not unduly impede timely and effective decision making** by the responsible authority with respect to the termination of the emergency; however, this process is intended to help increase **the public trust in and the public acceptance** of the decision to terminate the emergency.”*



Lecture notes:

Reference:

1. International Atomic Energy Agency, Arrangements for the Termination of a Nuclear or Radiological Emergency, IAEA Safety Standards Series No. GSG-11, IAEA, Vienna (2018).

## Purpose



- Explain the importance of the consultation with interested parties at the preparedness stage and during the transition phase.
- Provide details about the variation of the consultation process in form and extent throughout the various phases of an emergency.
- Elaborate elements to be considered for establishing an effective consultation mechanism.

### Lecture notes:

The success of the response to any nuclear or radiological emergency depends not only on the availability of well-prepared, comprehensive emergency arrangements or on the efficiency of the protection strategy addressing the consequences for the people and the environment. The success also depends on the extent to which the public and emergency workers adhere to these arrangements, which will in turn depend on their acceptance of the protection strategy and the arrangements put in place. The degree of acceptance will be enhanced by ensuring that interested parties are suitably informed and consulted about the protection strategy at the preparedness stage and during response, whenever this is possible without compromising the effectiveness of protective actions and other response actions.

## Learning objectives



- Recognize the importance of the consultation with interested parties.
- Identify interested parties and possible areas to consult them about.
- Distinguish between consultation processes at the preparedness stage, emergency response phase and transition phase.
- Recognize elements of an effective consultation mechanism.

## Contents



- Who are interested parties?
- The objective of consultation
  - Importance of building community resilience
- Areas of and responsibility for consultation
- Considerations for consultation at the preparedness stage and different phases of the response
- Elements of an effective consultation mechanism

## Who are interested parties?

*“Person, company, etc. with a concern or interest in the activities and performance of an organization, business, system, etc.”*



### Lecture notes:

An interested party is “a person, company, etc. with a concern or interest in the activities and performance of an organization, business, system, etc.” [GSR Part 3, GSR Part 7]. It is a synonym of ‘stakeholder’, but is the preferred term for use in the safety standards. We usually assume that the relevant government departments, response organizations, operating organizations and other authorities with a direct involvement in emergency preparedness and response (EPR) will be involved in the development of arrangements for the transition phase and in the decision process for the termination. In this context, although they have an interest in EPR and in activities to be carried out during the transition phase, they are not referred to as interested parties. Other interested parties, upon whom the effective implementation of the strategy depends and who were not directly involved in the early stages of developing necessary arrangements or in the conduct of specific activities, are those of concern for consultation.

### Reference:

1. International Atomic Energy Agency, Preparedness and Response for a Nuclear or Radiological Emergency, IAEA Safety Standards Series No. GSR Part 7, IAEA, Vienna (2015).



## Who are interested parties? (cont'd)



- Governmental agencies, regulatory bodies, emergency services (at local, regional and national level) as well as local authorities;
- Customers, owners, operators, employees, suppliers, partners, trade organizations and trade unions;
- The regulated industry or professionals;
- Other States, especially neighbouring State;
- Scientific bodies;
- Media;
- Members of the public (potentially or actually affected, general public, individuals, community groups and interest groups).



### Lecture notes:

Examples of interested parties include:

- *Representatives of response organizations* not directly involved in the establishment of the necessary arrangements for the transition phase or in activities carried out, such as representatives from ministries, other governmental agencies or regulatory bodies at all levels;
- *Representatives of various response organizations* with responsibilities for operational aspects of emergency response or recovery operations (e.g. *police department, fire department, civil protection, defense organizations*), including employers or representatives of designated emergency workers at all levels (including *regional and local authorities* that will have the responsibility to implement established plans);
- Those who are or may be directly affected by a particular emergency at a particular location, such as specific communities or population groups; representatives from industry, such as food production sectors; and the population at large;

**Lecture notes:**

- *Representatives at national, regional and local levels* of other States, especially neighbouring States that have entered into agreements providing for the exchange of information concerning possible transboundary impacts and whose population might be directly impacted by the transboundary consequences of an emergency;
- *Representatives of ministries, other governmental agencies or regulatory bodies* in other States concerned with the import or export of certain food products, consumables, materials or technologies.

## Who are interested parties? (cont'd)



- Recognizing the specific interested parties to be consulted will vary based on:
  - Aspects to be consulted about;
  - Time when this consultation is to take place:
    - E.g. at preparedness stage and different phases of the response.
  - Timeframe allowing for an effective consultation;
  - Processes to be applied.

### Lecture notes:

The precise composition of the groups of interested parties consulted is likely to differ depending on the hazards identified in each country and the potential consequences of the postulated emergency scenarios considered in the protection strategy and in the development of emergency arrangements for the transition phase. Moreover, different interested parties may be involved in consultation in relation to the arrangements being developed at the preparedness stage and in their adaptation to reflect actual conditions as they evolve during response. More local and site-specific involvement may be necessary in consultations on strategy and arrangements implemented to enable the resumption of normal social and economic activity. During the emergency response phase, the range of interested parties consulted will be selected on the basis of the specific characteristics of the situation (the type and scale of emergency, the range of consequences and the phase of the emergency response) and the aspects that are of priority for response.

## Discussion



Why should interested parties be consulted in relation to the termination of the emergency and associated arrangements for the transition phase?

### **Lecture notes:**

Allow for about 3 mins. of discussion.

## Why should interested parties be consulted?



- Nuclear or radiological emergencies can be disruptive;
- **Successful emergency management:**
  - **Protects effectively** people and the environment;
  - **Facilitates the recovery** of individuals and the overall community in a manner that sustains their physical, emotional, social and economic well-being.

***“To prepare, to the extent practicable, for the resumption of normal social and economic activity.”***

GSR Part 7

### Lecture notes:

Experience from nuclear and radiological emergencies showed that effective consultation with interested parties is a key to successful emergency management. Nuclear or radiological emergencies can be very disruptive events for the society. To be successful, the emergency management should not only cope with technical aspects but must facilitate the recovery of individuals and the community from their losses in a manner that sustains their physical, emotional, social and economic well-being. This requires a large consensus. Therefore, emergency management should enable the active participation and involvement of the affected local communities and other relevant interested parties in the transition phase.

### Reference:

1. International Atomic Energy Agency, Preparedness and Response for a Nuclear or Radiological Emergency, IAEA Safety Standards Series No. GSR Part 7, IAEA, Vienna (2015).

## Why should interested parties be consulted? (cont'd)



- Increases trust, credibility and societal acceptance;
- Fosters relationships with community leaders;
- Allows the community's capabilities as well as its needs to be understood;
- Enhances the community resilience to nuclear or radiological emergencies.

### Lecture notes:

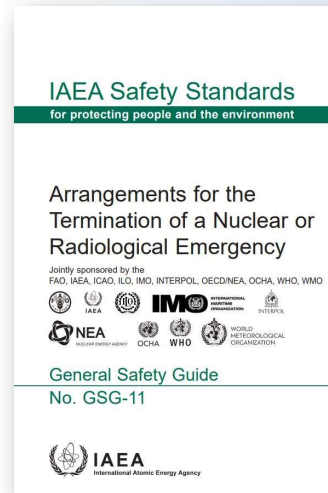
Effective consultation will contribute to building public trust in the credibility of the authorities. It will also help to foster relationships with community leaders and to build and maintain partnerships. As a consequence, effective consultation will promote both the state of readiness of emergency workers and enhance the community resilience to deal with a nuclear or radiological emergency. It will help mitigate the risks, support the implementation of protective actions, and also contribute to minimizing psychological impacts. It will also enable the smooth implementation of appropriate protective actions by people at risk and reassure individuals who are not directly at risk by reducing rumours and fears.

Mechanisms for involving and consulting with relevant interested parties should be developed to enhance the understanding of the complexity of the community, the recognition of the community's capabilities and needs, the fostering of relationships with community leaders, the building and maintaining of partnerships and the empowerment of the local community. The involvement of particular interested parties will depend on the actual situation (the type of emergency, the source involved and the actual consequences), the scale of the emergency and the phase of the emergency.

# Community resilience



*“The capacity of a community to be able to recover quickly and easily from the consequences of a nuclear or radiological emergency.”*



## Lecture notes:

Community resilience is defined in GSG-11 as the capacity of a community to be able to recover quickly and easily from the consequences of a nuclear or radiological emergency. The importance of enhancing community resilience is discussed on the next few slides.

## Reference:

1. International Atomic Energy Agency, Arrangements for the Termination of a Nuclear or Radiological Emergency, IAEA Safety Standards Series No. GSG-11, IAEA, Vienna (2018).

## Community resilience (cont'd)



- Depends on:
  - Adequate emergency preparedness and response at all levels;
  - Effectiveness of consultation mechanisms with relevant interested parties.



### Lecture notes:

Building a resilient community that can quickly and easily recover after an emergency, depends equally on two aspects, in particular:

1. How well the community is prepared to safely and effectively respond to an emergency, including in relation to the resumption of normal social and economic activity, as required in international safety standards; and
2. How effective the consultation mechanism with relevant interested parties has been.

Although these are related, failure to achieve either of the aspects may result in greater losses of the community as a result of the emergency and in longer times for recovery. The importance of building community resilience is illustrated on the next slide.



## Community resilience (cont'd)

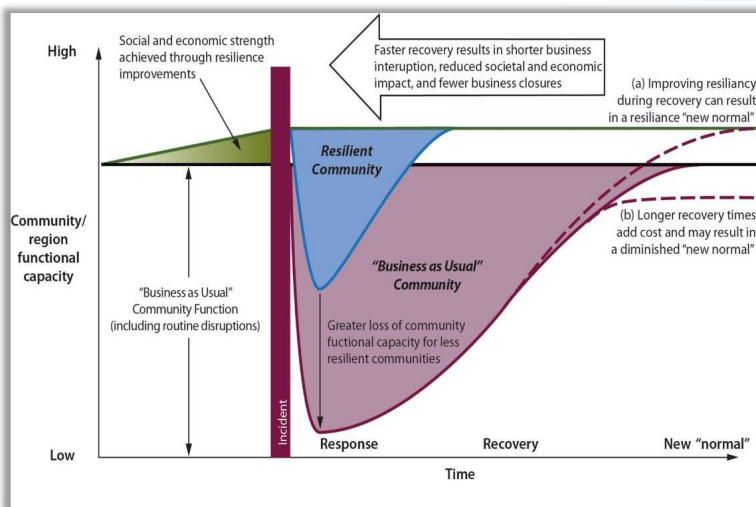


Image reproduced from Hynes, DHS (2001); Ross, ORNL; CARRI 2008

### New Normality

The objective of the long-term recovery is to return the community to an acceptable normality in the most expedient manner, with a goal to re-establish and sustain the local economic viability.

**Community resilience is a measure of an effective recovery (NCRP Report 175, 2014).**

### Lecture notes:

The importance of building community resilience is illustrated on this slide. The Figure is taken from NCRP Report No. 175 [Decision Making for Late-Phase Recovery from Major Nuclear or Radiological Incidents, Recommendations of the National Council on Radiation Protection and Measurements], issued in 2014. It presents “a conceptual illustration for the effect of resilience in the time following a disaster. In this figure, a community with a high degree of resiliency would experience a speedier and more robust recovery (the upper curve) compared with one that is less resilient (the lower curve) (i.e., a community with a high degree of resiliency experiences a much smaller impact and shorter disruption from the same incident). All communities must devise and accept a path towards normality after a disaster and the more resilient communities get there quicker ...”

*FIG: Resilience Loss Recovery Curve Source, White et al. (2015), p. 203 adapted from model developed by M.E Hynes, B. Ross, and CARRI (2008), presented at the DHS University Summit, Washington, DC*

## Discussion



What aspects of emergency preparedness and response for the transition phase would the interested parties be interested in?

### Lecture notes:

Allow for about 3 mins, for discussion.

## Subjects for consultation



- Things that need to be discussed with and made known to interested parties at the preparedness stage:
  - The **rationale for options** selected in the protection strategy:
    - Including **objectives to be attained during the transition phase** and **in the longer term**.
  - **Consequences and limitations** of protective actions and strategies including:
    - **Implications** on personal behaviours and habits;
    - **Criteria for lifting specific protective actions**.

### Lecture notes:

Interested parties should be consulted about and made aware of, at the preparedness stage, the rationale for the options selected in the protection strategy, as well as of the consequences and limitations associated with the implementation of different protective actions and strategies. This may be done in a generic manner as well as in a more detailed manner, targeting more specific groups and addressing specific aspects of response during the transition phase. Examples may include arrangements for contaminated food management, measures for workers' protection or conditions under which potentially affected populations can return after potential evacuation. It will be essential that conditions under which an emergency is terminated are also specifically covered while ensuring clear understanding in what timeframes certain aspects can be achieved and what will be done with those aspects that may extend in the longer term.

## Subjects for consultation (cont'd)



- Things that need to be discussed with and made known to interested parties at preparedness stage:
  - The **dynamic nature** of emergencies and the **need to adapt** the protection strategy and management options in response:
    - Need for **flexibility** in implementing established arrangements;
    - Possible **need for longer term recovery** after the emergency is ended and what this may encompass.

### Lecture notes:

Interested parties should be made aware that, while many aspects can be considered in advance, emergencies can be dynamic, and the specific conditions that exist at the time of an emergency may require the protection strategy or management options to be adapted to cope with the actual situation. Thus, this will necessitate ensuring that established arrangements allow for flexibility in the actual emergency. In addition, while major efforts will be taken during the emergency response, interested parties may need to understand that the recovery and protection strategy may extend beyond the time the emergency is declared ended and what this would mean for them in particular.

## Consultation means



- Individual and public hearings;
- Dialogue;
- Working group meetings;
- Web-based or paper questionnaires;
- Seeking public comments and comments from group representatives on different documentation:
  - E.g. through discussion papers.
- Media monitoring;

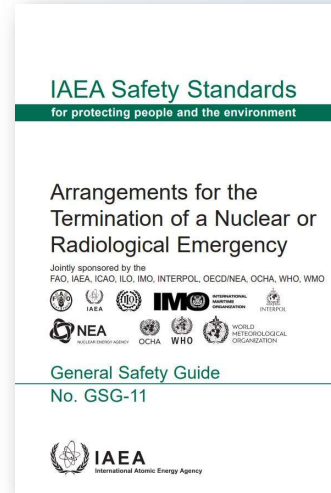
### Lecture notes:

The slide lists some means of consultation. What would be appropriate would be dependent on the context (primarily what we want to achieve with the consultation). Hearings and dialogues can serve the purpose of getting feedback from interested parties, for example, to inform ongoing activities and develop specific arrangements that would be feasible and acceptable. In other cases, using questionnaires can also be efficient. Media monitoring may reveal public concerns and the concerns of other interested parties that may need to be addressed better. Once specific arrangements are drafted, documentation can be open for review and comment with a clearly defined process of how the comments may be provided. When technical information is subject to any such information, executive summaries or discussion papers may need to be developed in simple and easily understandable information on implications for the interested parties.

# Responsibility



*“The responsibility for ensuring that the public and other relevant interested parties have been consulted **should lie with the relevant organizations, at all levels, in line with the predetermined consultation mechanism and responsibilities.**”*



## Lecture notes:

Consultation is not the responsibility of a single organization but of all those involved and having responsibility in emergency preparedness and response, with account taken of the role they have, the arrangements they are responsible for and the extent to which the interested parties have an interest in them.

## Reference:

1. International Atomic Energy Agency, Arrangements for the Termination of a Nuclear or Radiological Emergency, IAEA Safety Standards Series No. GSG-11, IAEA, Vienna (2018).

## Discussion



When is it appropriate to consult interested parties in relation to arrangements for the resumption of normal social and economic activity?

### **Lecture notes:**

Allow for about 3 mins. of discussion.

## Consultation at preparedness stage

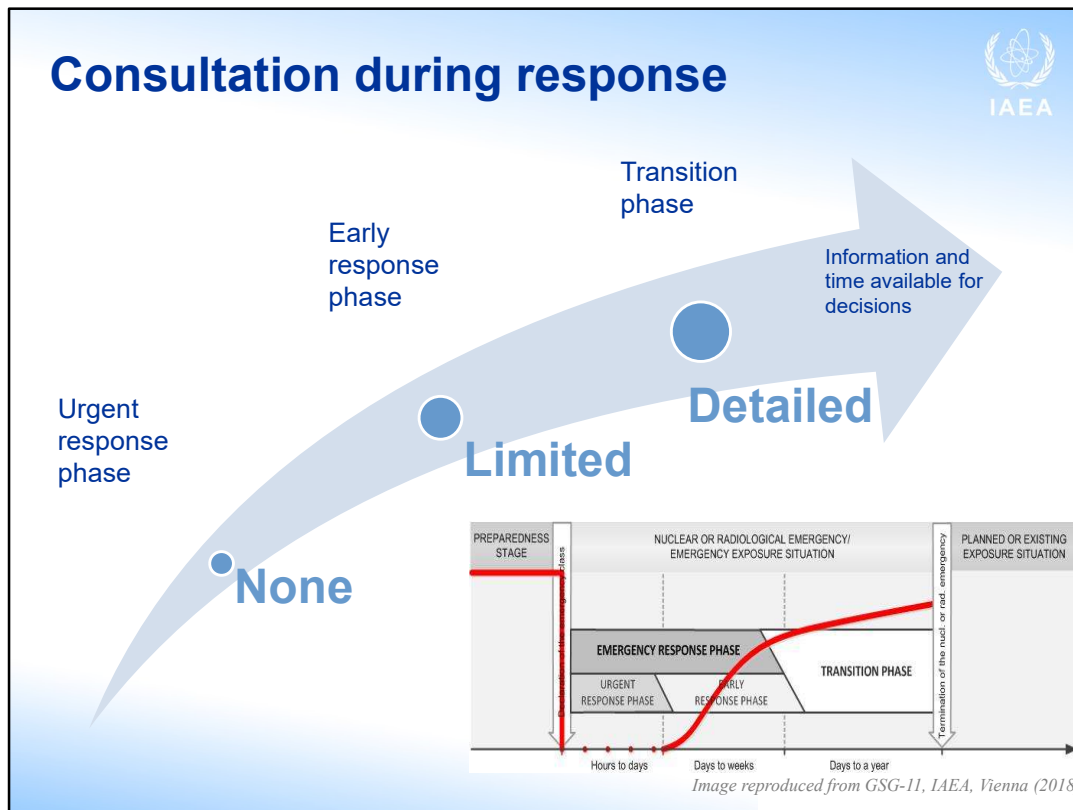


- Start as **early as possible** at the preparedness stage:
  - To be developed with the aim of continuing it throughout the **transition phase** and after **the termination of the emergency**, as appropriate;
  - To be coordinated applying a well defined **coordinating mechanism**.

### Lecture notes:

The involvement of, and consultation with, relevant interested parties should start as early as possible at the preparedness stage and should be developed with the aim of continuing it, as appropriate, throughout the transition phase and after the termination of the emergency.





### Lecture notes:

Consultation differs markedly throughout the various phases of emergency response, namely:

- During the urgent response phase, there is insufficient time to allow consultation to take place due to the urgent implementation of protective actions; thus, consultation is likely to be non-existent in the urgent response phase.
- Consultation would be expected to increase but to be limited as the early response phase develops during response.
- In the transition phase, consultation will become an increasingly important component of the response efforts as the situation stabilizes and more information becomes available.

*FIG.: Involvement of, and consultation with, interested parties in the different phases of a nuclear or radiological emergency, International Atomic Energy Agency, Arrangements for the Termination of a Nuclear or Radiological Emergency, IAEA Safety Standards Series No. GSG-11, IAEA, Vienna (2018)*

## Consultation in the transition phase



- Consultation with relevant interested parties during the transition phase:
  - Aims to enable the **progressive engagement** of interested parties;
  - **Improves efficiency** of recovery efforts;
  - Provides for **public reassurance** and **building trust**.

### Lecture notes:

In the transition phase, consultation will become an increasingly important component of the response actions and the consultation plan, established in the preparedness phase, may be activated. However, it will also be necessary to consider whether the specific nature of the emergency means that additional interested parties will need to be consulted who had not previously been involved in the preparedness stage.

## Example subjects for consultation in the transition phase



- Status of the conditions for terminating the emergency:
  - Including social and economic aspects.
- Changes in protection strategy in place:
  - Including the status of the conditions for lifting specific protective actions, timeframes in which the lifting may take place and to whom this would apply.
- Changes in personal behaviours and habits, timeframes in which they may apply, and available alternatives.

### Lecture notes:

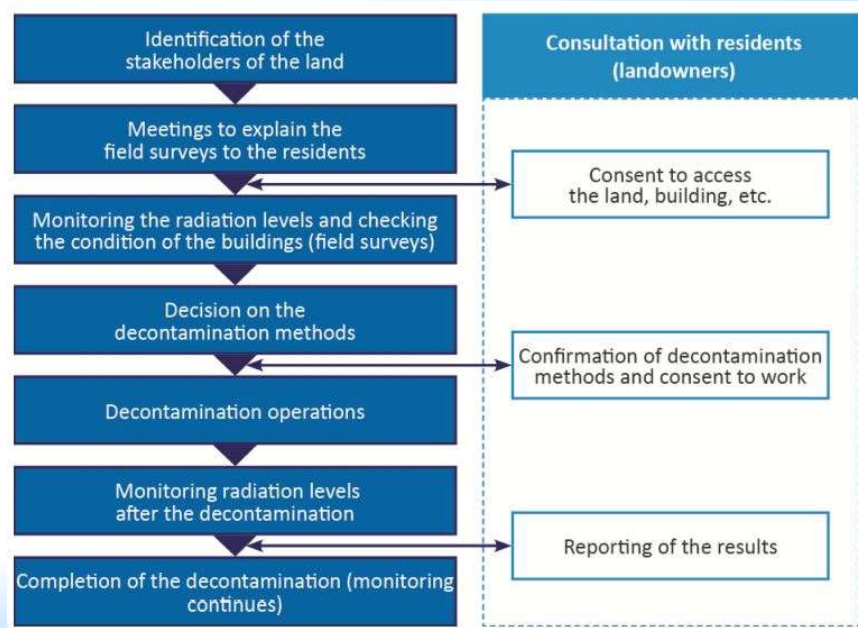
At the preparedness stage, it is expected that consultation takes place on conditions/prerequisites to be fulfilled for terminating the emergency as well as for lifting specific protective actions. Their impact on lifestyles of affected populations are also expected to be covered in this consultation.

## Example subjects for consultation in the transition phase (cont'd)



- Options for dealing with the residual contamination, including monitoring, taking account of:
  - Time, economic impacts, technical feasibility, social implications, effectiveness;
  - Implications for waste disposal, environmental damage.
- Self-help actions;

## Example involvement of interested parties Fukushima Daiichi accident 2011



*Image reproduced from The Fukushima Daiichi Accident, IAEA, Vienna (2015)*

### Lecture notes:

An example how consultation can ensure the feasibility of a planned strategy. Although the subject is remediation, its planning is part of the overall emergency response efforts taking place in what we refer to as ‘the transition phase’.

“It can be seen that all steps in the development of plans and their implementation include stakeholder participation and consultation. For example, agreement is required from the landowners before starting any remediation activities. In cases where it is not possible to identify the landowner, the decontamination plans are published in the official gazette and a certain period of time is given for the recording of objections. After the adoption of the Act on Special Measures Concerning the Handling of Radioactive Pollution, time schedules for the implementation of recovery activities proceeded along two parallel pathways from 2011, both involving different stakeholders and communication activities. The Act also foresees a broad exchange of information and communication with the public.

**Lecture notes:**

Both national and local governments are responsible for disseminating knowledge and providing information about the impacts of radioactivity on human health and the living environment, and about the measures that can be taken to reduce such impacts.” [The Fukushima Daiichi Accident, Technical Volume 5/5, Post-accident Recovery]

*FIG.: Flow chart of the implementation process for remediation and consultations with residents*, International Atomic Energy Agency, The Fukushima Daiichi Accident, Technical Volume 5/5, Post-accident Recovery, IAEA, Vienna (2015)

Exercise – Who, Why, How, When, Responsibility?				
WHO	WHY	HOW	WHEN	Responsibility
(Potentially) Affected communities				
Representatives of trade and industry				
Authorities in neighbouring countries				
Authorities in any country				
General public				

### Lecture notes:

Run a small exercise for 10-15 mins.

Assign each working group a target audience from the slide (i.e. who). Ask participants to identify for the selected target audience one objective for consultation that is relevant in relation to the transition phase (i.e. what and why); what the appropriate means of consultation would be (i.e. how); when the consultation should take place (i.e. preparedness stage or transition phase, any differences if at both times); and who would be responsible for running the consultation process. Do so in 2-3 mins. Allow participants to discuss these aspects for 3-4 mins. within the working groups and then ask them to share the results.

Sharing the results and their discussion should take about 7-8 mins.

## Considerations for an effective consultation mechanism



- Identify the legal basis for consultation:
  - Including where the responsibilities lies.
- Define clear objectives of the consultation:
  - Why?
- Identify documentation necessary to be made available for consultation:
  - E.g. plans, strategy, guidance, regulations, etc.

### Lecture notes:

The mechanisms used for an effective consultation will need to be clearly defined in terms of:

- The applicable legal and regulatory requirements;
  - These may include national legislation, international instruments, standards and guidance based on best practice which call for consultation with interested parties;
  - If relevant legal provisions do not currently exist, they will need to be included in future legislation, and provisional arrangements will need to be established in the interim.
- The objectives of the consultation;
  - Examples include obtaining feedback and views on the criteria for public protection during the different phases of the emergency and on the actions that are considered within the protection strategy.



**Lecture notes:**

- Relevant documents to be published or otherwise made publicly available;
  - These may include discussion documents describing proposed changes to relevant legal documents, the rationale for the changes; draft regulations; draft strategies and emergency plans;
  - Depending on the nature of documentation, it may be necessary to consider including an executive summary written in plain language to clarify technical content for a general audience.

## Considerations for an effective consultation mechanism (cont'd)



- Identify who the relevant interested parties are:
  - At preparedness stage and during the response;
  - Ensuring balanced representation among relevant parties.
- Identify effective means of consultation:
  - E.g. public meetings, formal hearings, etc.
  - Consider timeframes for consultation.

### Lecture notes:

The mechanisms used for an effective consultation will need to be clearly defined in terms of:

- The targeted interested parties:
  - Depending on the objectives of the consultation and when it takes place, the targeted interested parties may include a range of parties, as discussed earlier.
- Possibilities for involvement of interested parties through appropriate means of consultation:
  - This may include public meetings, formal hearings, and interaction with focus groups. The mechanisms appropriate at the preparedness stage may differ from those applicable during the different phases of response;
  - During the preparedness stage, it will be necessary to identify the most appropriate means for consultation, including the range of invitees, the size and facilities necessary in the venue, recruitment of appropriate moderators for meetings or hearings, etc.

## Considerations for an effective consultation mechanism (cont'd)



- Elaborate a transparent process for obtaining feedback:
  - Directly or through representative consultative bodies;
  - Consider different subjects and documents;
  - Appropriate sign-off mechanism for key documents.

### Lecture notes:

The mechanisms used for an effective consultation will need to be clearly defined in terms of:

- Ways in which the interested parties may comment, directly or through representative consultative bodies, on relevant documents:
  - This may include electronically distributed and completed questionnaires, including open fields for comments, and paper submissions related to issues on which feedback is required;
  - The appropriate means will need to be determined and arrangements for distribution, e.g. by internet or post, will need to be arranged.

## Considerations for an effective consultation mechanism (cont'd)



- Plan means for reviewing and assessing the result of the consultation, including:
  - Authorities and expertise involved in the process;
  - Mechanism for obtaining their input.
- Apply the results of the consultation in the decision making processes:
  - Process for announcing final decision;
  - Keep responsibility for decision making with the responsible authority.

### Lecture notes:

The mechanisms used for an effective consultation will need to be clearly defined in terms of:

- Arrangements for reviewing and assessing the result of the consultation:
  - This should include identification of the authorities and expertise that need to be involved in the process, in the analysis of the feedback received and in proposing appropriate means of addressing it.
- Provisions to consider the result of the consultation in the decision making processes:
  - This would include defining final decision making processes to address the feedback received and providing feedback on how the issues or documents had changed as a result of the inputs received during the course of the consultation.

## Discussion



- What is the difference between consultation and communication, if any? How are they related?

### Lecture notes:

Allow for about 3 mins. of discussion.

## Communication for effective consultation

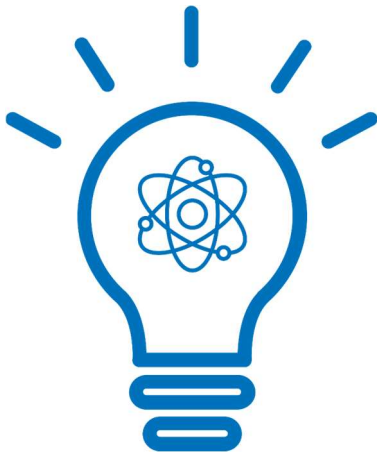


- Effective consultation is based on effective communication:
  - Communicate openly and transparently any relevant information;
  - Include clear explanation, using simple and easily understandable language.

### Lecture notes:

In order to allow interested parties to take a meaningful part in consultation processes, they will need to be provided with suitable background information and, where appropriate, be involved in the discussion. Consultation with relevant interested parties should be based on effective communication mechanisms that are founded on transparency, inclusiveness, shared accountability and measures of effectiveness and should allow for feedback to be accommodated in a timely fashion.

## Summary



- Effective consultation mechanism needs to be developed during preparedness stage.
- The focus for engagement of interested parties in response is in the transition phase, where it will not jeopardize the effectiveness of the emergency response.
- Feedback from interested parties need to be taken into account in the decision making, with responsibility for decision making with the responsible authority.

### Lecture notes:

Summarize the key points from the presentation.



**Lecture notes:**

Thank you!