

8/28/97

**Call for Nominations to Participate in the CRPPH Workshop on  
The Societal Aspects Of Decision-Making  
In Complex Radiological Situations**

Dear Colleague,

Please find attached the latest version of the Provisional Programme for the upcoming Workshop on The Societal Aspects Of Decision-Making In Complex Radiological Situations. As you will recall, this workshop has been prepared by the Working Group on the Societal Aspects of Radiation Protection (WGSA), is being hosted by the Swiss Nuclear Safety Inspectorate (HSK), and will take place from the 13th to the 15th of January, 1998 in Villigen, Switzerland.

Although the names of all authors are not yet fixed, the Working Group feels that the programme will be very interesting, and agrees with the CRPPH that this topic is important and timely. We thus expect the presentations and their ensuing discussions to be lively and useful.

As such, if you could please send me your nominations for this workshop by the 31st of October, we will be able to prepare all local arrangements appropriately. I will send hotel and travel information directly to participants once I receive their nomination.

I look forward to hearing from you soon.

Sincerely,



Ted Lazo

Organisation de Coopération et de Développement Economiques  
Organisation for Economic Co-operation and Development

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NUCLEAR ENERGY AGENCY  
COMMITTEE ON RADIATION PROTECTION AND PUBLIC HEALTH

Or. Eng

WORKSHOP

ON

**THE SOCIETAL ASPECTS OF DECISION-MAKING  
IN COMPLEX RADIOLOGICAL SITUATIONS**

13 - 15 January 1998  
Villigen, Switzerland

Hosted by the Swiss Nuclear Safety Inspectorate (HSK)

Provisional Programme

**NEA WORKSHOP ON THE SOCIETAL ASPECTS OF DECISION-MAKING**

## IN COMPLEX RADIOLOGICAL SITUATIONS

### A. Background

The CRPPH Collective Opinion about the status of radiation protection ("Radiation Protection Today and Tomorrow", OECD/NEA, 1994) noted that society is showing an increasing concern with and demand to be involved in decisions affecting the life and the well-being of its members. This tendency is particularly evident in matters dealing with the protection of human health and the environment.

In particular, the CRPPH noted that "decision-making in several areas of radiation protection can less and less be made in isolation from its social dimensions." This indicates the need for better integration of social requirements in major decisions which address radiation risk. It appears, however, that part of the difficulty in doing so is that those responsible for formulating such decisions, within the radiation protection infrastructure, often have an inadequate understanding of the social dimensions of a decision or how to reflect public concerns in what are viewed as essentially technical decisions. Moreover, the authorities responsible for addressing public concerns and society's well being in general are frequently unaware of or not sufficiently sensitive to the radiation protection implications of their decisions.

The CRPPH considered this issue at its meeting on 12-13 March 1996, and felt that it could make a contribution to improving the quality of the decision-making process involving radiation protection by conducting a programme which explores how to identify public concerns and the driving force behind those concerns, and how they can be included in the decision-making process. In order better to focus the study of this issue, the CRPPH decided to initiate the programme by addressing some specific concrete aspects of this broad matter and examining the "real world" problems of dealing with chronic exposure to radiation resulting from a major accident (e.g. Chernobyl) or from past practices (e.g., site rehabilitation at uranium mines in Eastern Germany and at nuclear weapon testing sites), which are faced by the radiation protection community today.

Accordingly, the CRPPH established the Working Group on Societal Aspects of Radiation Protection, that includes social scientists with appropriate experience, and entrusted it with the task of preparing this paper for consideration by the CRPPH at its 1997 meeting, which covers:

1. An assessment of the likely societal concerns related to risk from radiation, methods to elicit information about public concerns in specific radiation exposure situations and ways to clarify the role of radiation protection in the context of a more global decision-making process.
2. A summary of ICRP, IAEA and EC activities related to the programme and their interface.
3. A programme for a workshop based upon the theme of population protection actions in chronic exposure situations, which places the elements addressed in 1. above in the context of "real world" decision-making.

## B. Assessment of Issues

The Working Group met on 24-25 October 1996 and on 30-31 January 1997 to discuss issues and to develop a provisional programme for the workshop.

The Working Group's discussions about the societal aspects of situations having a radiation risk component were wide ranging, and focused mainly on the process of decision-making, the understanding of the process end-point, and on the various participants and their roles in the process. The CRPPH instructed the Group to focus on chronic and post-accident exposure situations; however, it is anticipated that the outcome of the Workshop will also have relevance to major decisions involving radiation practices which raise public concerns and have societal requirements. The Group's broad conclusions are that a study of the issues could be fruitful and that the CRPPH could contribute most effectively in the area by holding a workshop to provide a further elaboration and an in-depth analysis of the issues.

First of all, the Group quickly agreed that for a major decision to be equitable and accepted, appropriate mechanisms must be found to involve affected members of the public in the decision-making process from its early stages. A foremost concern or requirement of the public is to have some degree of control over decisions which can affect their lives. Decision-making should not be viewed as simply a matter of following a pre-established process from which the decision is derived, as might be inferred by the principles and system of radiological protection. Rather, it is a negotiated, dynamic process. Each situation and decision is likely to have its unique aspects. Decisions might be developed within the framework of policies, e.g., economic and radiological, established at the national level because they affect the public at large. However, such national policies need to be sufficiently flexible so that the decision process can involve the local population which is affected by the situation and the decisions to be made, and take into account their concerns and desires. How these two spheres can be democratically integrated into an equitable and accepted global decision is often at the heart of the problem.

The nature of risk is multi-faceted and problematic. In a radiological event, risk can include radiation consequences, post-event trauma and economic impacts. These must be analysed, made transparent and managed in terms of uncertainty, equity, consent and compensations. In such situations, therefore, radiological risk is only one component of risk which must be considered in the ethical analysis and in the process leading to solution development.

The objective of such solutions has been termed a "return to normality". This term, which has been used in discussions about intervention over the past several years, should be avoided. In a situation which has been altered as a consequence of an accident, for example, a return to its former status may not be possible. Continued use of the term may lead the affected individuals to false hopes of a return to previous conditions. Therefore, the discussions should focus on improvement of living conditions and the quality of life, the purpose being to allow affected populations to establish living conditions which are accepted by them.

This resolution process can be divided into three broad stages. The first is identification and analysis of the problem. The second is development of a programme to improve living conditions through decisions negotiated by all parties concerned, and which takes into account national policies and constraints, as well as the needs and objectives of the affected communities. The final stage is independent monitoring of the programme's implementation and results. All three stages should include public participation.

Another difficult problem discussed by the Group was dealing with the grey area between acceptability of radiation doses associated with long term countermeasures and public dose limits for practices. It puts the specialist in the position of attempting to give a satisfactory answer to the question "is it safe or not?" and explanations often sound convoluted and evasive. The basis and justification for differences between dose limits and the various reference and action levels associated with long-term intervention are difficult to explain and justify, especially to members of the public. Implicit in the success of the decision process is coming to terms with this issue. To do so, however, raises the question of whether or not the present system of radiological protection needs further refinement to deal with this grey area, particularly with respect to how dose/risk criteria and related policies should be developed and applied at the national and local level.

Major decisions of the type to be addressed in the workshop envisaged typically involve three broadly defined groups; technical experts, governmental authorities, and the affected population. Too often the role of the technical expert becomes confused with the functions of governmental authority. Generally, the technical expert's function is to define risk and its consequences, as well as the impact of options to mitigate consequences. As such, the expert can be an advisor, and sometimes an educator, to both the public and the authorities. The function of the expert, however, is not to make the decisions. Since radiation protection specialists often act as technical experts, guidance on their role as experts in the decision-making process should be further developed in the workshop.

In a complex democratic society, responsibility to achieve ethical and equitable decision-making is typically vested in a governmental authority. The role of such an authority is also complex. It involves orchestrating a process whereby various experts and the public are engaged in the assessment of problems, the development of options and the selection of an option for implementation. The authority must make the process and the options transparent, i.e. they must be explained in a way that can be understood with relative ease by the affected public. As the process moves through its various stages, from the initial definition of the issues to analyses and option identification, new problems can arise which trigger an iteration of the process with public participation. In the end, the authority must arrive at a solution, often the result of negotiation, which is accepted as the best fit for the circumstances.

The media undoubtedly influence public concerns and reactions to radiation risk. The workshop should provide an opportunity to develop some insight about how the media influence public attitudes and the degree of that influence. Other workshops have addressed the interaction of technical experts with journalists in the area of risk communication, but that is not the intention here. The emphasis here is to be on media influence. Therefore, the thematic part of the workshop should include a speaker with a social science background who has studied the influence of the media on the public.

Methods to elicit information about public concerns and ways to factor social components into decision-making depend upon government structures, public confidence in those structures, cultural and economic backgrounds, etc. Beyond that, however, each situation must be considered taking into account its unique characteristics. A number of case studies should be reviewed at the workshop to provide insights about what works well and what does not in different kinds of settings and situations. It is anticipated that some generally applicable guidance may emerge from the lessons learned through the case studies coupled with recommendations derived from workshop thematic discussions.

**C. Workshop Organisation and sponsorship**

In order to fully discuss the issues raised above, a Workshop, sponsored by the NEA Committee on Radiation Protection and Public Health (CRPPH), will be held on January 13, 14 and 15, 1998, at the Swiss Nuclear Safety Inspectorate (HSK) Headquarters, Villigen, Switzerland.

**D. Workshop Objective and Scope**

The objectives of the workshop are:

- a) to improve radiation protection specialists' understanding of the societal dimensions of major decisions involving radiation risk;
- b) to illustrate the dynamics of public health policy and the associated public health decisions and how the radiation protection specialist can contribute within this dynamic environment and;
- c) to identify potential areas where the system of radiological protection and its implementing infrastructure might be modified to facilitate the decision-making process.

The scope of the workshop will cover intervention situations, which in the case of accidents will be limited to their long-term, post-acute phase. However, it is anticipated that the outcome of the workshop would also have relevance to major decisions involving radiation practices which raise public concerns and have societal implications.

**E. Workshop Participation**

Participation in the workshop should reflect the broad nature of the issues involved. Therefore, participants should include radiation protection experts, specialists in the social sciences, governmental authorities and persons who can appropriately represent the viewpoints and concerns of the public. Members of the CRPPH are asked to provide nominations for participation. To assure that the workshop is of a manageable size, participation will be limited to 50 - 60 people.

*Nominations for participation shall be sent to the Workshop Scientific Secretary before 31 October, 1997 using the attached Registration Form.*

**F. Provisional Workshop Programme**

The workshop will be presided over by a chairman for general co-ordination of workshop proceedings and its conclusions. This chairman will also present the keynote address. In addition, Sessions 1 and 2 will be assigned individual chairmen who will provide introductory remarks and, later, the conclusions of their session.

A provisional programme, with proposed names of chairmen and speakers, is given in the following.

**Keynote Address**  
**Decision-Making in Abnormal Radiological Situations**  
**Dr. Serge Prêtre, HSK, Switzerland**

**Session 1: Case Studies**  
**Session Chairman: Dr. Abel Gonzales, IAEA**

The proposed case studies are intended to illustrate the varied nature of their societal aspects including economic and legal issues, the dynamics of the decision process and approaches to achieving accepted solutions. The Marshall Islands case involves the resettlement of indigenous populations to areas contaminated by nuclear weapons testing in the 1950s. The Chernobyl case addresses the post accident problems of a community attempting to cope with living in a contaminated environment. The Eastern Germany case addresses the problem of uranium residues from a past practice where the population has recently become aware that their situation is not "normal" from a radiation risk standpoint. To balance these radiological cases and put them into perspective, it is believed that some insights might be gained by examining a high profile non-radiological situation which has required intervention. The public concerns and government response to the BSE ("Mad Cow Disease") issue appear to be a good, timely case study for this purpose.

- Chairman:**            **Introductory Remarks**
- Papers 1 and 2:**       **The Decision-Making Process in Returning Relocated Populations to the Marshall Islands**  
**Authors:**            **Mr. Tom Bell, US Department of Energy**  
**A speaker from the Islands to give the perspective of the displaced population**
- Papers 3 and 4:**       **The Decision-Making Process in Dealing with Populations living in Areas Contaminated by the Chernobyl Accident**  
**Authors:**            **Gilles F. Heriard Dubreuil, Mutadis Consultants, France**  
**Mr. Thierry Schneider, CEPN, France**  
**A speaker from an affected community in Belarus**
- Paper 5:**               **The Decision-Making Process in Dealing with Populations living in Areas Contaminated by the Eastern Germany Uranium Mining Residues**  
**Author:**             **Professor Wolfdeiter Kraus, BFS, Germany**
- Paper 6:**               **Societal Aspects of the Decision-Making Process which Evolved to Protect the Public in Europe from Mad Cow Disease**  
**Author:**             **Mr. D. de Winter, Bureau Européen des Unions de Consommateurs**
- Paper 7:**               **(Provisional) The Decision-Making Aspects of the Seveso Case**  
**Author:**             **Representative from Hoffman La Roche**

**Session 2: Topical Issues**  
**Session Chairman: J. Theys**

Session 1 is expected to set the stage for more in depth analysis of topics particularly relevant to the workshop objectives. The papers in Session 2 should provide the basis for further reflection and exchange of ideas on these matters.

- Chairman:**            **Introductory Remarks**
- Paper 7:**            **Perceived Risk and Public Confidence**  
**Author:**            **Professor L. Sjoberg, Center for Risk Research, Stockholm School of Economics, Sweden**
- Paper 8:**            **Engaging the Public in Decision Making**  
**Author:**            **Dr. Heather Stockwell, US Department of Energy**
- Paper 9:**            **The Influence of the Media**  
**Author:**            **Dr. Ortwin Renn, Centre for Technology Assessment, Germany**
- Paper 10:**           **The Role of the Decision-Maker**  
**Author:**            **To Be Announced (possibly a politician)**
- Paper 11:**           **The Role of the Expert**  
**Author:**            **Dr. Patrick Smeesters**  
**Ministère des Affaires Sociales, de la Santé Publique et de l'Environnement, Belgium**
- Round Table:**       **Topical Issues**  
**Discussion Leader:** **Dr. Jacques Lochard, CEPN, France**

**Session 3: Commentary on Findings, Lessons Learned and Conclusions and Recommendations by a  
Panel of Radiation Protection Experts  
Session Chairman: Dr. Serge Prêtre, HSK, Switzerland**

Lessons learned, conclusions and recommendations will be summarised by the chairmen of Sessions 1 - 2. Many of these findings are anticipated to concern possible ways to improve the system of radiological protection and its implementing infrastructure in order to better integrate social issues and public concerns. Therefore, this session will also include a panel of radiation protection experts who will provide their viewpoints on these matters.

**Part A: Lessons Learned, Conclusions and Recommendations**  
Presentation: Chairmen of Sessions 1 - 2

**Part B: Commentary: Panel of Radiation Protection Experts**  
Mr. Jose L. Butragueno, Consejo de Seguridad Nuclear, Spain  
Professor Wolfdieter Kraus, BFS, Germany  
Dr. Thomas O'Flaherty, Radiological Protection Institute of Ireland  
Mr. C. Rick Jones, US Department of Energy  
Dr. Jacques Lochard, CEPN, France  
Dr. Antonio Susanna ANPA, Italy  
Dr. Annie Sugier, IPSN, France  
Mr. Gilles Heriard Dubreuil, Multadis Consultants, France

**G. Time Table**

Nominations for participation shall be returned to the Scientific Secretary before October 31, 1997.

**H. Secretariat**

Technical questions related to the workshop should be addressed to Scientific Secretary:

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92130 Issy-les-Moulineaux  
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E-mail: LAZO@NEA.FR

**I. Working Language**

The working language of the workshop will be English.

**J. Proceedings**

It is expected that the proceedings of the workshop, including papers presented, a summary of discussions and the Conclusions and Recommendations will be published by the OECD/NEA.

**K. Local Arrangements**

Participants are invited to make their own hotel reservations, and are advised to do so well in advance of the meeting. A list of local hotels, as well as suggestions concerning transportation to Villigen will be furnished to all registrants. Any questions concerning local arrangements for the Workshop should be directed to:

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NEA WORKSHOP  
ON  
THE SOCIETAL ASPECTS OF DECISION-MAKING  
IN COMPLEX RADIOLOGICAL SITUATIONS

Villigen, Switzerland  
13 - 15 January, 1998

Workshop Registration Form

PLEASE PRINT!!

Name: .....

First Name: .....

Title / Function: .....

Affiliation / Institution: .....

Street / P.O. Box: .....

Town: .....

Postal Code: .....

Country: .....

Phone: .....

Fax: .....

E-Mail: .....

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Deadline for registration: 31 October 1997