



NUCLEAR WASTE
MANAGEMENT
ORGANIZATION

SOCIÉTÉ DE GESTION
DES DÉCHETS
NUCLÉAIRES

NWMO ENGAGEMENT PLAN

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This is the NWMO's first effort to describe the key elements of an engagement plan, and the range of activities contemplated for Phase 2 of the study. This plan evolved out of the spirit of the earlier Phase 1 Conversations about Expectations. A variety of activities are under way, and others are under consideration. It is posted here for your contemplation. It will evolve as the NWMO learns more, and as more Canadians become engaged.

NWMO Engagement Plan

1.0 Introduction/Background

This document describes the current engagement plan for the NWMO. It includes a brief overview of the NWMO study process, the objectives and principles of engagement, the communities of interest, the range of issues which may require input and dialogue, and key engagement mechanisms. The overall goal is to design and implement a process that ensures that communities of interest have the opportunity to participate in NWMO deliberations, particularly in aspects that might influence their own future.

1.1 Defining Needs & Expectations

Prior to undertaking any significant work, or developing a detailed work plan, the NWMO held a number of "Conversations about Expectations". The purpose of the informal conversations was to engage with a number of individuals and representatives of communities of interest - to better understand the views and needs of Canadian citizens; to provide an opportunity to many to be introduced to the NWMO and learn about our mandate; and to allow these conversations and early insight help shape the study.

As of May 2003 approximately 200 face-to-face conversations were held with individuals and representatives of various organizations at local, provincial, national and international levels. These have included representatives of various aboriginal organizations, nuclear power plant workers, youth, residents and elected officials of nuclear power plant communities, environmental organizations, industry experts, faith communities, government agencies and parliamentarians. In addition a series of fourteen focus groups was held in seven centers across Canada, and interviews and meetings were held with a number of aboriginal people. These early conversations have provided insight, advice and guidance for the NWMO in the development of its study plan and programs.

1.2 Study Process & Timeline

The early conversations indicated a need to undertake research in a step-wise fashion, and to ensure that the NWMO share its thinking through out. Given this, the NWMO study will be undertaken in phases, to allow information, analyses and thinking to be considered in a staged manner. Conversations about Expectations (discussed above and which began in November 2002) was Phase 1, and while formally near completion, is expected to continue in some manner throughout the study process.

Phase 2 is called Exploration of Fundamental Issues. It involves the development through a series of parallel and concurrent activities, of a preliminary discussion of approaches for the long-term management of used fuel, and a preliminary description of an analytical framework that could be used to compare the approaches. During Phase 2 a discussion document will be generated which will summarize and report on work undertaken, and be used for in-depth dialogue and deliberations. The preliminary work will be revised and refined, consistent with the direction provided through the engagement activities. Phase 2 is to occur from May 2003 – March 2004; the Phase 2 discussion document is to be released late in 2003 (November).

Phase 3 is called Evaluation of the Management Approaches, and involves application of the refined analytical framework to the revised management approach descriptions. This will reveal the relative strengths of the various management approaches under study, will assist in the identification of the risks, costs and benefits, and allow for a description of the social, economic and ethical considerations associated with each approach. Again, this work will be summarized

and reported in a discussion document. Again, in-depth dialogue and deliberations will follow. The comparative assessment of the management approaches will be refined based on feedback and input, and work will then begin to determine a recommended approach. This will culminate in a third document which will summarize and report on work undertaken, will describe the recommendation in draft, and which also will be used to solicit feedback and input.

Phase 3 will occur from late spring 2004 to early 2005. The Phase 3 discussion document on the assessment will be released mid-year 2004; the draft study report, including preliminary recommendations will be released early in 2005.

The last stage of work will be to then develop the final study report, this work will begin in spring of 2005. The final study report will be submitted on or before November 15, 2005.

This approach is responsive to requests raised in research and early conversations. Specifically, that the NWMO present information iteratively, allowing everyone to think through the issues over time with the NWMO as the study proceeds through different phases. Appendix 1 provides a brief schematic of the key work activities and milestones.

1.3 Communities of Interest

The communities of interest for the long-term management of nuclear fuel waste are numerous and diverse. In addition to the Canadian public at large, they include but are not limited to, governments (federal, provincial, local/municipal, and aboriginal); residents and representatives of communities where used nuclear fuel is generated and currently stored; communities which might be affected in the future (e.g. communities which might ultimately host a nuclear waste management facility, or waste transfer stations; communities which might be located on transportation routes); non-profit and non-governmental organizations from civil society (health, social sciences, energy, environment, faith, professional societies, culture, education, development, civil rights, labour, etc.); business interests; the nuclear energy corporations (defined in the *Nuclear Fuel Waste Act* (NFWA) Section 2.0 as “OPG, NB Power, Hydro-Québec and any body that owns nuclear fuel waste resulting from the production of electricity by means of a commercial nuclear reactor; any successor or assignee; and any assignee of Atomic Energy of Canada Limited.”); individuals who have an interest in nuclear waste management, and/or who have an area of expertise relevant to the study (whether academic, professional or personal); and the NWMO itself. Some organizations and institutions have a national focus, some regional and some local. Future generations, who may bear the weight of current decisions, are also identified by some as a particularly important community of interest.

This breadth of interest is due to the scope of the NWMO mandate. This is a significant national, public policy issue. As such, it is of relevance to all Canadians and must be reflective of Canadians needs, aspirations and values as articulated by citizens, their elected representatives, other national interests, responsible federal and associated provincial governments. Interest in nuclear waste management also transcends borders. In this regard there is also an international community of interest.

At the same time each management approach under study will have a community of interest associated with it, including communities potentially affected by the approach (whether existing reactor site or host communities yet to be identified; communities associated with various transportation modes); representatives of civil society, private sector interests, professionals and experts who have worked in the area, and individuals who have a record of interest.

Finally, there are specific consultation requirements in the NFWA, for consultation with the general public and in particular, aboriginal people. It is important that the engagement plan recognize these various interests and allow for appropriate dialogue and discussion.

2.0 Engagement Objectives

The conversations during Phase 1 provided a sense of the expectations of many Canadians. These have informed the engagement plan and the objectives listed below, and they may evolve as the NWMO learns more and as more Canadians enter into this process.

Engagement activities will be designed primarily to facilitate informed dialogue with communities of interest throughout the study process to ensure that the voices, values, needs, issues, and concerns of Canadians are reflected in the Study.

Engagement activities will bring Canadians into the process of:

- identifying and developing alternative management approaches,
- identifying the related costs, benefits, and risks be they ethical, social, environmental, technical, or economic in nature, and
- designing, developing, and applying the analytical framework to be used in undertaking the comparative analysis of management approaches;

Finally, engagement activities must also:

- provide effective access to information so that Canadians may understand the scope and mandate of the NWMO and its study, the proposed study process, the management approaches, analytical framework, and possible outcomes;
- identify and capture the dialogue, issues, and results of the various activities and
- establish a process for continuous learning and assist in the continual refinement and redefinition of the study process and engagement plan.

2.1 Engagement Structure

Activities will need to engage a broad range of communities of interest, and will attempt to bring experts and non-experts together to ensure learning, sharing and understanding of differing perspectives in the various issue areas, in effect, leveraging the strengths and skills of others. The engagement activities are to enrich the research, allow the study to evolve and be refined; and extend opportunities for participation and comment to the broadest range of interests.

Engagement activities will be structured to occur:

At a **broad level** to provide an opportunity for all interested Canadians to participate in the study. These will occur through many mechanisms: via the NWMO web-site through the use of electronic submission functions and e-dialogue; public opinion polling will occur interactively via the web-site & via focus groups and telephone interviews; and through various forums explicitly designed to allow full citizen and community engagement;

On a **topic or issue basis**, to ensure that specific areas of concern, or issues of a particularly contentious nature, are considered in a way that will allow experts and non-experts to share and understand differing perspectives in the specific issue area, in effect, leveraging the strengths and skills of each other. These topical sessions will involve activities such as meetings, multi-disciplinary workshops and advisory panels; and

At an **international level**, to ensure that the NWMO is continually monitoring international developments, and accessing world-class expertise to benefit from the most advanced thinking on a range of issues.

2.2 Effective Engagement

NWMO seeks the participation of all communities of interest and, seeks to facilitate a constructive dialogue. Consistent with these values, NWMO will produce all major releases and reports in French and English, make them available on the website, and ensure that there are consultation opportunities in both official languages. Should other languages be required, appropriate translation will be provided.

In addition, some representatives, participants or organizations may not have the resources or expertise required to effectively engage in NWMO activities. NWMO will address barriers to engagement on an as needed basis.

3.0 Engagement Activities

The engagement activities for the NWMO Study Process are described in this section. Activities associated with information exchange and information access are described in 3.1. The engagement activities for Phase 2 are described in some detail in 3.2, the activities for subsequent phases will be broadly described (subsections 3.3 and 3.4), to allow for further discussion prior to their development.

3.1 Information Exchange & Access

3.1.1 Web-site

To allow for informed engagement, and to ensure that all those interested in participating in the study have access to the same information, the NWMO has established a web site (www.nwmo.ca) which will be the main repository of information about the NWMO and its mandate. The web-site is updated regularly with information on recent or planned activities, and updates on the study process and findings. The site is fully searchable, and includes a detailed site map. Most of the documents on the NWMO website are available in English and French.

3.1.2 Virtual Information Repository

As NWMO commissioned work is completed, it will be posted on the web-site, and be available for people to down-load. Copies of reports, studies and information materials will also be made available to interested parties via a CD ROM. Communications materials, such as newsletters, fact sheets, brochures, study descriptions, report summaries, and feed-back/evaluation forms etc. will be generated and available in PDF format on the web-site.

3.1.3 Newsletter

A periodic newsletter will provide an overview of the program, updates on the status of the Study, present results and findings, and identify upcoming activities.

3.1.4 Presentations

The NWMO will arrange presentations to community groups, business associations, the education community, scientific/technical audiences, etc. on an 'on request' basis.

3.1.5 Conversations about Expectations

The NWMO will continue to meet with interested individuals and organizations to discuss their views, interests and expectations regarding the study process.

3.1.6 Visual & Electronic Media

Consideration is being given to the development of visual material, such as a video/CD ROM/DVD describing the story of used nuclear fuel in Canada. This could include a discussion of uranium mining, fuel fabrication, fuel use, interim storage practices, the mandate of the NWMO, and/or the various stages of the NWMO's work. Copies of reports, studies and information materials will be also be made available to interested parties via the web-site and on a CD ROM.

3.2 Phase 2 – Exploration of Fundamental Issues

The engagement activities planned for Phase 2 will be designed to both engage expert advice and assistance as the NWMO considers the fundamental issues associated with long-term management of nuclear fuel waste and the development of an analytical framework, and to allow for in-depth citizen dialogue and deliberation. The intent is not to assess the approaches during Phase 2, rather to focus on fundamental requirements for study purposes.

The activities for Phase 2 are grouped based on whether they are largely citizen based, or largely topical. However these are not discrete groupings, and some overlap or duplication may result. A comprehensive listing of all Phase 2 Engagement activities is provided in Table 1. A list of background & information materials for Phase 2 is presented in Appendix 2.

3.2.1 Phase 2 - Topical Sessions

Topical sessions during Phase 2 will address key areas of interest, matters which were highlighted during the initial Conversations About Expectations. These include:

Aboriginal Perspectives on Nuclear Fuel Waste Management – individual and/or small group meetings will be sought with representatives of aboriginal organizations involved in the Seaborn Panel nuclear fuel waste management hearings, to develop insight and understanding of key issues and needs;

Existing Host Community Dialogue – a dialogue forum will be established with representatives from communities which currently host nuclear waste management facilities, to develop insight understanding, and perspectives on nuclear fuel waste management;

Ethical Expert Round Table – an expert panel of ethicists will address the explicit and systematic integration of ethical considerations in the development and application of the analytical framework;

Scenarios Workshops – a multi-interest team of creative thinkers from a broad range of key interests will generate a set of scenarios that bracket the likely future conditions that may be faced by any long-term management approach;

Traditional Knowledge Workshop – a two-day facilitated workshop will consider the ways in which traditional knowledge (also referred to as traditional ecological knowledge, or indigenous knowledge) can assist in the development and assessment of approaches for the long term management of nuclear fuel waste;

International Review Panel - a team of world recognized experts in areas relevant to nuclear fuel waste management will provide input and advice on the analytical framework;

Research Studies Consortia –a roundtable, of leading Canadian researchers and academics to describe the current state of research within Canada on long-term management of nuclear fuel waste, and assist in the identification of future research needs, is under consideration.

Government Agency Workshop – a workshop to clarify the needs and expectations of various government agencies that have a role in the long-term management of nuclear fuel waste is also under consideration.

3.2.2 Phase 2: Citizen Engagement & Dialogue

During the initial part of Phase 2 (i.e. up to the release of the first discussion paper) the citizen engagement and dialogue activities will be broadly based i.e. directed to all Canadians through the NWMO web-site.

Commentary will be sought on a range of matters associated with the fundamental study considerations, including the management approaches to be considered in the study. A web-based dialogue, facilitated by an independent expert, will be undertaken on elements associated with the development of an analytical framework, such as risk and uncertainty. A series of background papers will be prepared and available for review & comment including, but not limited to such topics as financing systems for spent nuclear fuel and the status of centralized storage facilities for spent fuel management.

A national survey will be conducted to obtain a base-line of information on current awareness of and attitudes towards nuclear fuel waste management. In addition, a series of questions relevant to the fundamental study considerations will be raised on the web-site over the course of Phase 2.

Following release of the first discussion document, the engagement focus will shift to in-depth citizen dialogue and discussion activities, including but not limited to:

Citizen's Dialogue - a series of dialogue sessions with representative Canadians will be held across Canada to consider the Phase 2 discussion document and to understand whether we are in fact, asking the right questions from the point of view of Canadian society;

Community Roundtables – a series of facilitated community roundtables will be held to consider the discussion document, particularly the preliminary discussion of management approaches and the analytical framework and to indicate areas of divergence or concern.

E-Dialogue – an e-dialogue will be held, facilitated by a panel of experts, to further elicit comment and critique.

Table 1
Phase 2 – Summary of Planned Activities April 2003 – March 2004

Activity	Timeline
Citizen Sessions: Public Opinion Survey	May 2003
Topical Sessions: Scenarios Workshops	June 2003
Topical Sessions: Aboriginal Perspectives - Nuclear Fuel Waste Management	June – July 2003
Topical Sessions: Ethics Round Table	July - August 2003
Citizen Sessions: Solicitation of Comments – Background Papers	August – September 2003
Topical Sessions: Traditional Knowledge Workshop	August/September 2003
Topical Sessions: Reactor Site Community Dialogue Forum	October 2003
Topical Sessions: International Expert Panel Meeting on Analytical Framework	September/October 2003
Topical Sessions: Scenarios Workshops	September – October 2003
Citizen Sessions: Facilitated E-Dialogue – Preliminary Discussion Analytical Framework	October 2003
Topical Sessions: Government Agency Roundtable	October 2003
→ Phase 2 Discussion Paper Released	November 2003
Topical Session: Research Studies Consortia – Capacity	November 2003
Citizen Session: Public Opinion Research	November 2003
Citizen Session: Facilitated E-Dialogue on Discussion Document	January 2004
Topical Sessions: Reactor Site Community Dialogue Forum	February 2004
Citizen Sessions: Citizen's Dialogue	February 2004
Citizen Sessions: Community Roundtables	March 2004
Etc.	

3.3 Phase 3 – Evaluation of Management Approaches - Engagement Activities Spring 2004 – Early 2005

The engagement activities that will contribute to and assist in the evaluation of the management approaches within the context of the analytical framework, and the activities to assist in the development of the draft final study report and recommendations are not developed at this time, but will be developed in response to inputs and comments received.

However the general structure of the engagement activities is likely to be maintained, i.e.

- A series of parallel and concurrent activities, including broad based, regional and topical sessions to assist in the actual conduct of the comparative assessment (i.e. the application of the analytical framework).
- A Phase 3 discussion document – describing the results of the application of the analytical framework to be developed and released mid-year 2004
- A series of national, regional (and to the extent required, topical) sessions following release of the paper to allow for in depth citizen dialogue and deliberation, critique, review and commentary on the assessment results and to assist in the development of recommendations
- A Draft Study Report issued early in 2005 will be available for review, comment and critique.

3.4 Development of the Study Report Spring 2005 – November 2005

Following release of the Draft Study Report, a further period of dialogue will be undertaken to inform preparation of the Study Report.

4.0 Engagement Activities: Managing Input

4.1 Study Participants

A list of all individuals and groups expressing interest in the Study is maintained. In addition to those individuals and organizations which have approached the NWMO since its inception, names are added from attendees at various engagement activities, persons who call write or e-mail the NWMO, and persons engaged otherwise through personal contact.

4.2 Comment Tracking & Issue Management

A system to identify and capture comments and issues will be established to ensure that all relevant issues are incorporated or reflected in the Study process. Issues will be identified through comment tracking, media monitoring, engagement activities, periodic public opinion polling and in-person contact.

4.3 Evaluation, Feedback and Reporting

A system to monitor program effectiveness and modify it as needed, will be in place.

Appendix 1 - NWMO Study & Engagement Process

Phase	1 – Expectations	2 – Exploration	3 – Evaluation	Report Submission
Timeline	November 2002 – April 2003	May 2003 – March 2004	Spring 2004 – Early 2005	Early 2005 – November 2005
Key Work Activities & Outputs	Development of work plan (April 2003)	<p>Develop preliminary descriptions of management approaches + Develop preliminary approach to analytic framework</p> <p>→ Summarize & Report Status in Phase 2 Discussion Document (November 2003)</p> <p>Refine framework & management approaches during public review of Phase 2 Discussion Paper</p>	<p>Application of analytic framework to management approaches</p> <p>→ Summarize & Report Status in Phase 3 Discussion Document (mid-year 2004)</p> <p>Refine assessment during public review</p> <p>Develop recommended approach</p> <p>→ Summarize in Draft Study Report (early 2005)</p>	<p>Refine study & recommendations during public review</p> <p>Develop final study report</p> <p>→ Release Final Study Report (November 2005)</p>
Key Engagement Activities* include but are not limited to the following	<ul style="list-style-type: none"> ▪ Informal conversations ▪ Site community visits ▪ International meetings ▪ Meetings with Parliamentarians ▪ Public attitude research 	<p>Inputs to/assistance in the development of the management approaches and the analytical framework include*:</p> <ul style="list-style-type: none"> ▪ Scenarios workshop ▪ Ethics round table ▪ Traditional Knowledge workshop ▪ Review/comment on background papers ▪ Community dialogue ▪ Public opinion research ▪ E-dialogue <p>Review/commentary *activities following release of Phase 2 Discussion Document:</p> <ul style="list-style-type: none"> ▪ Citizen’s Dialogue ▪ Community Roundtables ▪ E-dialogue, etc. 	<p>*Inputs to the assessment of approaches - TBD:</p> <p>*Review/commentary activities following release of the Phase 3 Discussion Document, including - TBD:</p> <p>*Inputs to the development of the recommended approach - TBD</p>	Review/commentary activities following release of the draft final report - TBD

Appendix 2: Preliminary Background & Information Materials for Phase 2

Material	Projected Availability:
Fact Sheets:	
▪ Background to the NWMO	mid June 2003
▪ Basic Facts on Nuclear Fuel Waste	mid June 2003
▪ How Nuclear Fuel Waste is Managed in Canada Today	mid June 2003
Background Papers (topic areas):	
▪ Legal and Administrative Arrangements for Waste Management	end July 2003
▪ Legal and Administrative Arrangements for Low-level Radioactive Waste Management (LLRWM)	end July 2003
▪ Legal and Administrative Arrangements for Used Nuclear Fuel	end July 2003
▪ Radioactive Waste Management and the North American Free Trade Agreement (NAFTA)	end July 2003
▪ Financing the Management of Used Nuclear Fuel	end July 2003
▪ Canadian Expertise and Capabilities related to Radioactive Waste Management	end July 2003
▪ Economic Regions as Defined in the Nuclear Fuel Waste Act	end July 2003
▪ Radiological Protection Technologies and Operational Procedures for Radioactive Waste Management	end July 2003
▪ Human Health and Radioactive Waste	end July 2003
▪ Status of Biospheric Research Related to High-Level Radioactive Waste Management (HLRWM)	end July 2003
▪ Transportation Systems for the Management of Used Nuclear Fuel	end July 2003
▪ Reactor Site Storage of Used Nuclear Fuel	end July 2003
▪ Centralized Storage of Used Nuclear Fuel	end July 2003
▪ Geological Disposal of Used Nuclear Fuel	end July 2003
▪ Status of Geospheric Research Related to High-level Radioactive Waste Management	mid August 2003
▪ Storage/Disposal Containers for the Management of Used Nuclear Fuel	mid August 2003
▪ Spent Fuel Reprocessing, Partitioning & Transmutation	
▪ Possible Management Systems for Used Nuclear Fuel	mid August 2003
▪ Security Measures for the Management of Used Nuclear Fuel	end August 2003
Concept Papers (topic areas):	
▪ Sustainable Development	end summer 2003
▪ Risk and Uncertainty	end summer 2003
▪ Precautionary Principle	end summer 2003
▪ Security	end summer 2003
▪ Adaptive Management	end summer 2003
Visual Media – Story of Used Fuel in Canada	fall 2003