

Multi-party dialogues Fall 2008 - Synthesis report

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Stratos Inc.

nwmo

NUCLEAR WASTE
MANAGEMENT
ORGANIZATION

SOCIÉTÉ DE GESTION
DES DÉCHETS
NUCLÉAIRES



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Nuclear Waste Management Organization

The Nuclear Waste Management Organization (NWMO) was established in 2002 by Ontario Power Generation Inc., Hydro- Québec and New Brunswick Power Corporation in accordance with the *Nuclear Fuel Waste Act (NFWA)* to assume responsibility for the long-term management of Canada's used nuclear fuel.

NWMO's first mandate was to study options for the long-term management of used nuclear fuel. On June 14, 2007, the Government of Canada selected the NWMO's recommendation for Adaptive Phased Management (APM). The NWMO now has the mandate to implement the Government's decision.

Technically, Adaptive Phased Management (APM) has as its end-point the isolation and containment of used nuclear fuel in a deep repository constructed in a suitable rock formation. Collaboration, continuous learning and adaptability will underpin our implementation of the plan which will unfold over many decades, subject to extensive oversight and regulatory approvals.

NWMO Social Research

The objective of the social research program is to assist the NWMO, and interested citizens and organizations, in exploring and understanding the social issues and concerns associated with the implementation of Adaptive Phased Management. The program is also intended to support the adoption of appropriate processes and techniques to engage potentially affected citizens in decision-making.

The social research program is intended to be a support to NWMO's ongoing dialogue and collaboration activities, including work to engage potentially affected citizens in near term visioning of the implementation process going forward, long term visioning and the development of decision-making processes to be used into the future. The program includes work to learn from the experience of others through examination of case studies and conversation with those involved in similar processes both in Canada and abroad. NWMO's social research is expected to engage a wide variety of specialists and explore a variety of perspectives on key issues of concern. The nature and conduct of this work is expected to change over time, as best practices evolve and as interested citizens and organizations identify the issues of most interest and concern throughout the implementation of Adaptive Phased Management.

Disclaimer:

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NWMO-Stratos Multi-Party Dialogues

Saskatoon, Ottawa, Toronto, Saint John, Montreal
September 29 - October 15, 2008

Synthesis Report

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1 Introduction

A series of dialogues on the design of the process to select a site for the long-term management of Canada's used nuclear fuel was held in the four nuclear fuel cycle provinces in September and October 2008. The dialogues were in the following five cities:

- Saskatoon – September 29th
- Ottawa – October 1st
- Toronto – October 3rd (two parallel sessions were held)
- Saint John – October 7th
- Montreal – October 15th

The purpose of the dialogue sessions was to seek input, among a diverse cross-section of Canadians in each nuclear cycle province, on the critical elements of a fair, ethical, and effective siting process. The dialogue sessions will be an important input, among several inputs, to the development of NWMO's draft proposal for the siting process, to be released in 2009. The Nuclear Waste Management Organization (NWMO) retained Stratos Inc. to design, organise, facilitate and report on these dialogues.

Individuals with a wide range of perspectives were invited, including those from Aboriginal organizations, business associations, municipal groups, non-governmental organizations (NGOs), academia, the nuclear industry, and professional associations. A total of 102 participants, as well as staff from NWMO and Stratos, participated in the dialogues (see Appendix A for a list of participants by city).

This report is organized according to the agenda used in the dialogue sessions (see Appendix B). It provides a synthesis of the key messages and themes heard in the dialogues in all five cities. Separate reports for each dialogue session have also been prepared and these provide a more detailed account of the discussion.

2 What is Important in a Siting Process

Each dialogue began with a roundtable discussion in which participants were invited to share their initial thoughts on what is most important in a siting process.

Participants identified a range of technical, social, and process considerations as well as specific suggestions for the siting process.

2.1 Safety and Long-term Integrity

Participants stated that the siting process must be based on sound technical analysis to ensure the safety of humans and the environment. Safety was addressed for the different stages of the project including the current safety of storage at reactor sites, safety during transportation, and long-term safety in the repository. Worker safety at all stages was also identified as a key aspect.

Participants viewed suitable geologic conditions as primarily a safety consideration. A few participants also identified security as an important safety issue, including concerns about terrorist attacks, demonstrations, or unauthorized access.

2.2 Maintaining Adaptability to Technological Development

A few participants stated that NWMO must not underestimate the impact that new technology could have on both the implementation of the project and on the siting process itself. Therefore, the siting process must be able to adapt to changes in technology which could affect the volume or nature of the waste. It may be useful to provide scenarios for new technologies for communities and other interests to better understand the potential implications on the project. Several participants asked about the long-term use of the site and requirements for reprocessing, should it become technologically feasible and necessary.

2.3 Transportation Risks

Many participants identified transportation as a key factor in the siting process, but approached this issue from different perspectives. Some participants were concerned about impacts on communities along the transport route. Others were more concerned about the potential disruption to the project during transportation. Many agreed that transportation distances should be minimized. A few participants felt that the used fuel should remain at the reactor sites.

2.4 Social Considerations

Overall, dialogue participants favoured a process in which communities step forward and volunteer to be become a host community, rather than be selected.

Participants raised a diverse range of other social considerations that they felt were most important in a siting process. Recurring considerations and requirements included the following:

- Public education and outreach
 - that is balanced and presented in plain language
 - that extends to the grassroots level, and
 - that recognizes the low level of public understanding of nuclear energy and nuclear waste management
- Clarity and transparency on the principles and criteria that will be used for decision making on the selection of a site
- A clear presentation of the benefits and risks, as well as uncertainties, of the project to avoid any perceptions of coercing communities through economic benefits
- Engagement, consultation, and accommodation of Aboriginal peoples (Métis, First Nations and Inuit)
- Recognition and engagement of communities beyond the immediate host community, potentially including the adjacent region, the watershed, the province and/or transportation communities – including those potentially affected in the immediate area, and those more broadly affected
- Identification of benefits as well as risks along this spectrum of potentially affected communities
- Differentiated roles and authorities in decision-making as involvement moves from a willing host community outwards
- Provision of appropriate resources (funding, experts) to communities to help them build capacity to make informed decisions
- Multi-generational consensus and consideration of ‘planning for 7 generations’ approach, as in some Aboriginal cultures

2.5 Other Process Considerations

Other specific suggestions identified by participants included the following:

- Implement spiritual and traditional ceremonies to guide or inform decision-making.
- Respect the duty to consult and accommodate, but also go beyond this by creating opportunities genuine involvement of Aboriginal peoples in decision making on the site and implementation of the project.
- Recognize the role and value that social conflict and protest have in a site selection process, and make efforts to involve those who hold opposing views.
- Maintain adaptability, as what is most important may change over time.
- Maintain scalability to be able to respond to different quantities of used fuel.

2.6 Context – The Future of Nuclear Energy

Many participants stated that nuclear waste management needs to be considered in the context of the future of nuclear power and sustainable energy policy in Canada and in each province. Among these participants, some felt that excluding these broader issues from the siting process would be counterproductive. However, other participants stated that NWMO needs focus on its mandate and limit the scope of discussion.

There was agreement among participants that the future of nuclear power has practical implications in terms of the quantities of waste and size of repository, and that these would be key considerations for a potential host community and for transportation communities. Participants offered diverse perspectives on this issue, including the following:

- A moratorium on nuclear power and capping the quantity of used fuel for the repository is a precondition for moving forward on siting.
- Expansion of nuclear power generation requires that the process be transparent about potential quantities of used fuel, and that it address the need for scalability and adaptability.
- The potential for larger quantities of used fuel could be perceived as a threat for some communities, or as an economic opportunity for others.

3 Testing the Set of Objectives, Ethical Principles and Characteristics

Dialogue participants reviewed the framework of objectives, ethical principles and characteristics presented in the NWMO document *Moving Forward Together: Designing the Process for Selecting a Site*.

Participants stated that the current framework requires more clarity and specificity to be more than just “words on a page” and to ensure that implementation of the siting process against the framework can be applied and tracked by NWMO and stakeholders alike. The current framework was not seen as providing a sufficient set of principles for the siting process by a number of participants.

Some participants stated that more specific criteria and indicators to measure performance against this framework should be developed. In at least two of the dialogues, participants asked for clarity on whether the framework applies to NWMO as an organization, to the siting process, or to implementation of the project.

3.1 Objectives

Many dialogue participants stated that the objectives in the framework read more like principles or values and are stated in general terms that cannot be measured.

3.2 Characteristics

The characteristics described in the framework, such as “community well-being”, “economic viability”, and “environmental integrity” were viewed as admirable goals but lacking sufficient definition to be meaningful.

NWMO was commended for including the precautionary principle in the characteristics, but was warned that applying the principle is complex and that a commitment to the principle requires more detail on how it will be implemented.

A few participants also requested that the statement on respecting Aboriginal rights, treaties, and land claims be broadened to include specific reference to:

- the duty to consult and accommodate arising from recent Supreme Court of Canada decisions;
- pre- and post-confederation rights, treaties, and land claims; and
- resolved and unresolved and disputed claims.

3.3 Ethics

Some participants suggested that the ethics statements are vague and need to be articulated more precisely to have meaning (e.g. how would NWMO operationalize the word “respect”).

3.4 Regulatory Oversight

NWMO's statement concerning regulatory oversight, which accompanies the framework of objectives, characteristics, and ethics did not reassure certain participants who lacked confidence in the regulatory process based on experiences with provincial and federal processes in their jurisdictions.

Other specific suggestions on changing the language of the framework were made in each dialogue session and are summarized in the individual dialogue reports.

4 Major Activities in a Siting Process

Participants identified a range of activities and steps for the siting process. Some groups presented sequential steps, whereas others discussed activities that would be conducted concurrently. A compilation of steps and activities and associated considerations is presented below.

Suggested Steps and Activities in the Siting Process

- 1. Public awareness/public education**
 - a. Clear definition of the project
 - i. Value proposition
 - ii. Clarity required regarding demonstration phase of the project
 - iii. Economical feasibility
 - iv. Description of criteria
 - v. Risks, benefits, uncertainties
 - b. Clear definition of process
 - i. Principles
 - ii. Criteria for decision making and indicators to track against
 - iii. Who makes/is involved in the final decision
 - c. Broader discussion on sustainable energy and role of nuclear power
- 2. Call for expressions of interest**
 - a. Broad – Canada or four provinces
 - b. Focused – based on screening/feasibility assessment
 - i. Geological suitability
 - ii. Logistics suitability
 - iii. Economic suitability (e.g. infrastructure, opportunity)
- 3. Provision of information, tools, and resources**
 - a. Access to funds (e.g. allocated by arm's length organization)
 - b. Access to objective information and advice (e.g. through third parties)
- 4. Communities to self identify through expression of interest**
 - a. Criteria for "expressing interest"?
 - i. Consent from community/ies or /municipality/ies (how to determine?)
 - b. Self-identification without commitment (ability to opt out)
- 5. Statement of willingness by communities**
 - a. Basis for discussion/negotiation
 - b. Consent from community/(ies)/municipality(ies) (how to determine?)
 - c. Clarity on when community can still say no
- 6. Full technical assessment for willing community/ies**
- 7. Regulatory process**
 - a. Public trust and confidence in regulatory process is key
 - b. Options for regulatory process to be determined (1 or more communities in Environmental Assessment)

The major themes emerging from the discussions on activities in the siting process are presented below.

4.1 Develop a Clear Project Description

In two of the dialogues, participants emphasized the need for a more detailed and clear description of the project that communities could consider and react to. Various aspects of this description were discussed, often in the form of questions:

- *Clear articulation of potential risks and impacts* – A clear description of all stages of the project and the associated risks and impacts, including a clear articulation of the risks associated with the waste fuel itself. Different project scenarios may be needed to address uncertainties about the volume of waste under different energy and nuclear power policy futures. On this point many participants stated that objective and balanced information was required. One participant asked for more clarity on the demonstration and shallow storage phases of the project.
- *Economic benefits* – What are the potential economic benefits of the project for the host community, direct and indirect, throughout the life-cycle of the project? How many and what type of jobs will the project bring to the community and what type of education levels and other capacities are required to realize these job benefits? How will economic benefits be realized in an urban vs. a rural or remote community? Are there opportunities to establish an industry cluster in the community or to provide broader benefits such as agreements on land use and set asides for conservation? Will the NWMO offer benefits beyond monetary compensation and those directly related to the facility, and include benefits that contribute to the sustainability of the community and its goals?
- *Transportation logistics and scenarios* – How will used fuel be transported to the site, including the types of containers and trucks, how many shipments, and how frequent will the shipments be? What will be the potential risks and benefits for transportation communities?
- *Final use of site of the used fuel* – What are the long-term plans for the site, especially in terms of the retrieval of used fuel and potential reprocessing? Is there a requirement for proximity to an industrial base for reprocessing capacity? How will future build (of nuclear plants) affect the size and long-term operation of the facility?

There was a range of views on how NWMO should present the project description. While some participants emphasized the need for a very balanced and unbiased presentation, possibly involving dissemination through a third party, others felt that the project must be presented in a compelling way and as a 'value proposition' in order to attract the attention of potential host communities.

4.2 Conduct a Preliminary Feasibility Assessment or Pre-screening

Dialogue participants in most of the sessions stated that a preliminary feasibility assessment or pre-screening process should be completed that would exclude certain areas as potential host communities based on geologic and logistics (transportation) considerations. This suggestion was based on a view that existing information and tools (geologic maps, GIS) could support this screening, and that it would make the process more efficient and fair by not “wasting the time” of certain communities.

Many participants thought that transportation distances should be minimized and indicated that communities at the farthest reaches of the four provinces, or where access is limited by poor transport infrastructure, should be excluded. Some participants stated that economic considerations could also justify the exclusion of certain areas. For example, some participants were concerned that the project was economically too large for many smaller communities and regions to support. In accordance with environmental justice principles, it was suggested by some that very disadvantaged communities be excluded from the process as well.

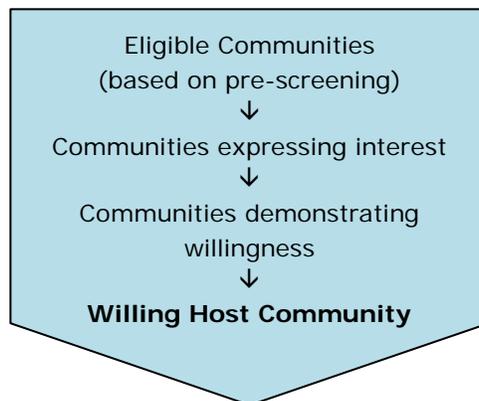
4.3 Public Awareness, Education, and Engagement

Participants in all the dialogues identified public awareness and education as a major early and on-going activity of the siting process. A number of participants suggested a “funnel” approach to awareness raising and engagement, whereby a progressively smaller number of provinces/regions, communities and interests is engaged, culminating in the identification of one or more willing host community(ies). However, there were two divergent views on the starting point for this engagement:

- Some participants suggested a Canada-wide engagement (including potential future nuclear-cycle provinces or those benefiting from nuclear power)



- Others suggested 'targeting' communities identified by a pre-screening process.



Various aspects of engagement were discussed including the type and characteristics of information needed and the sequence and approaches to engagement.

Development of Information Package

In addition to a project description, a clear description of the process, siting criteria, and the roles and expectation for the various actors in the siting process needs to be developed to support initial outreach and consultation. Participants emphasized the need for this information to be unbiased, balanced, and presented in clear plain language that is accessible to the average family. This information may also need to be presented

differently for different audiences. Trust in the message “deliverer” will be crucial, and some participants felt that a third party organization, instead or in addition to the NWMO, should be involved in the development, vetting, and/or dissemination of information.

Sequence of engagement

Some participants recommended that information should initially be disseminated broadly, even Canada-wide, whereas others recommended a targeted approach focusing on those areas identified as eligible by a pre-screening processes. Several participants identified the role of the media in initial dissemination of information, but warned that the media’s capacity to understand and present information on the process may need to be strengthened.

Some participants stated that the initial information/education campaign should also include a broader discussion about sustainable energy production and the future of nuclear power.

It was suggested that information on the project and the process be disseminated through existing networks and organizations, such as municipal associations and Aboriginal organizations. Some participants raised concerns about representation and emphasized that these groups should be used as conduits for information and not necessarily be considered representative organizations. To address these concerns, engagement must eventually get down to the grassroots level and involve door to door conversations with those potentially affected. This point was also raised in terms of building and sustaining “bottom-up” awareness and support that transcends political terms in office and other changes in leadership.

4.4 Expressions of Interest

Many participants suggested that the NWMO could issue a call for expressions of interest following an initial awareness campaign about the project and the siting process. A call for expressions of interest could take the form of a letter to municipal councils, including a clear description of what an expression of interest entails. Other participants suggested a more organic process, whereby communities would naturally come forward to express their interest to the NWMO. In both cases, there was broad agreement that communities need to be able to volunteer their expression of interest without any immediate commitment required.

Some participants suggested that criteria, guidance, and/or resources be provided to communities at this stage to ensure that expressions of interest are supported by the community and are based on a sufficient level of internal consultation. For these participants, this was seen as the starting point for NWMO’s capacity building support to communities. The expression of interest should be a demonstration by municipalities of their readiness to pursue further discussions on being considered as a potential host

community. However, some participants indicated that a municipal council vote would be sufficient for this stage of the process, and many others did not identify specific criteria for an expression of interest. In one dialogue session, it was suggested that no closing date be set on receiving expressions of interest until a willing host community has been found.

Dialogue participants generally provided fewer details on the latter steps of the process. A few participants indicated that communities expressing interest would then become engaged in more detailed assessments to determine economic and technical suitability. Details on the sequencing of these final assessment steps and a community's definitive expression of willingness were not provided, though some groups did indicate that a final technical assessment would follow the expression of willingness by a community. Some participants identified regulatory approval as the final step and raised the possibility of more than one site going through the regulatory process.

4.5 Making the Siting Process Beneficial for all Participating Communities

Many participants stated that communities participating in the siting process, regardless of the outcome, will be transformed by the process. Divisions can be created by siting processes, between communities and between individuals and groups within a community. Siting processes can be destructive for politicians and other leaders involved championing a project or leading a referendum process. However, some participants also identified potential benefits that could arise from a siting process that is integrated with a broader community planning exercise. It was suggested that a community considering expressing interest in the process engage in a planning process to develop a long-term vision for sustainability, to assess community resources and assets (social, economic, environmental), and to develop a long-term plan to achieve its vision. The planning exercise would provide a positive experience and benefits to the community regardless of how far it goes in the siting process. Participants referred to a range of approaches including visioning exercises, community asset mapping, and integrated community planning. These processes could be supported by the NWMO through the provision of guidance, tools, or funding.

4.6 Length of the Process

Only a few participants commented on the time required for the siting process. A few suggested that NWMO should slow down the siting process to allow time to build confidence and trust with Aboriginal communities. Other participants stated that an overly lengthy siting process (> 10 years) would lose momentum by being significantly longer than political terms and careers, and recommended that NWMO look for opportunities to conduct siting activities in parallel instead of sequentially.

5 Who should be involved? What should their level of influence be in decision-making?

Dialogue participants identified a wide range of *communities of interest* who they thought should be involved and commented on the factors affecting their level of influence in the siting process.

The range of communities of interest included:

- Town / city / municipal councils and the range of interests/residents in communities
- Other communities within the zone of influence of the project including communities around the selected community, and communities along the transportation corridor(s)
- First Nation and Métis communities and users of traditional lands, including Elders, spiritual leaders, holders of traditional knowledge
- Community-based organizations
- Civil society groups including environment, health, and faith- and peace-based non-governmental organizations
- Regional governments
- Planning commissions
- Provincial governments
- Professional groups such as engineering associations
- New actors arising from future use of nuclear power in other jurisdictions (e.g. Alberta)
- Research and academic communities and organizations
- Youth
- Industry
- Federal regulators (e.g. Canadian Nuclear Safety Commission)
- The Canadian public.

5.1 Definition of Host Community

Many participants challenged the notion of a host community being represented by a single municipality. They suggested that the concept of a host *region* may be more appropriate. Suggestions for setting the geographic boundaries of the host region included:

- Ecosystem considerations such as watershed boundaries or wildlife habitat
- Airshed boundary
- Estimated zone of impact for a realistic or a worst case accident scenario at the repository
- Encompassing the municipal site of repository and adjacent First Nations and Métis communities

Other participants stated that municipal government/councils are not sufficient to engage in decision making – a range of interests in the community needs to be involved.

Several participants suggested that the host community or region have veto power throughout the siting process. Some participants also suggested a two-tiered definition of host community. The community immediately adjacent or surrounding the facility would have the highest level of influence and the first vote in any decision making process, and the surrounding area would have a second vote. Others suggested that regardless of formal decision-making authority and veto power, the successful willing host community should be one that has the agreement and support of nearby First Nations and other communities.

5.2 Transportation Communities

There was broad agreement that communities along the transportation route (transportation communities) may present one of the more challenging aspects of the siting process. Some participants suggested these communities should be addressed through a separate and parallel process. Others stated they should be fully integrated into the main siting process. A few participants stated explicitly that transportation communities should not have veto power in the siting process. However, despite differing views on what level of influence transportation communities should have, many participants, agreed that transportation and the support of communities along the route are crucial factors to the successful implementation of the project. For this reason, it was recommended that details related to transportation (how many trucks, nature of containers, transport risks and mitigation plans, including for different scenarios) be clearly communicated in the project description and throughout the siting process.

5.3 Engaging Aboriginal peoples - Métis, First Nations and Inuit

A good number of participants expressed the need for engagement, consultation, and accommodation of Aboriginal peoples in the siting process. This view was expressed at two levels: i) the process must ensure that rights are respected, consistent with the requirements set out in the Constitution and in recent Supreme Court of Canada decisions, and, ii) that the process must ensure 'net benefit' to affected Aboriginal peoples.

Some Aboriginal participants expressed concern that the formal leadership in their national or provincial organizations are not always representative and that engagement of individual Aboriginal people needs to occur at the grassroots level.

The need for a separate and parallel process for Aboriginal peoples was strongly expressed at one of the dialogue sessions.

5.4 Incorporating Traditional Knowledge and Traditional Approaches to Decision-making

Several participants suggested the inclusion of traditional knowledge in the siting process, through mechanisms such as traditional land use studies. Some participants suggested that traditional forms of decision-making and consideration of future generations could also be used in the siting process. A specific example was the 'planning for seven generations' approach, which was viewed by some participants as a practical way of considering the planning process, given the long time horizon for used nuclear fuel management.

Building on the tradition in some Aboriginal cultures of women selecting their tribe's warriors because of their innate sense for safety of their community, it was suggested in one session that women should represent at least half of the participants involved in the consultation process.

5.5 Mechanisms for Demonstrating Willingness

The dialogue participants did not express consistent views on how a candidate host community would express willingness. Referenda and consensus models were discussed. Participants raised many questions and concerns about using referenda:

- Referenda can polarize communities into yes and no camps and lead to long-term divisions.
- Referenda can be "political suicide" for local leaders.
- Who should write the referendum question? Would it be NWMO and would the same question be used for each community?

Participants also identified the following metrics and activities that could be used to demonstrate willingness:

- Uptake of tools, information, and other resources by the community
- Quantity and quality of consultation and engagement activity taken on by the community to reach its decision

It was recognized that consensus can take many forms and that practical definitions of consensus are required. Many participants were of the view that communities and/or community leaders should define their own approach for expressing willingness, whether by consensus or another mechanism.

6 Ensuring a fair site selection process

6.1 Provision of economic/financial benefits in an ethical manner

Participants recognized that the provision or promise of financial and economic benefits to groups and communities during a siting process presents the risk of bribery or coercion, or perceptions thereof. Therefore every effort must be taken to ensure that the information provided is balanced (risks and benefits) and credible (e.g. vetted or presented by a third party), and that NWMO needs to be fully transparent in its discussions with communities.

The siting process could involve providing financial support to communities and groups for capacity building, as well as communicating the provision of future economic benefits to the host community during implementation. Some participants were concerned that a group's or a candidate community's decision making could be unduly influenced by being 'bribed', or perceived to be 'bribed', with the inappropriate provision of economic benefits.

Some participants were particularly concerned that economically disadvantaged communities may be vulnerable to coercion or are simply less likely to weigh the risks of the project against the potential financial benefits in the same way as a more prosperous community. A few participants referred to the application of environmental justice principles in the United States, where disadvantaged communities are not targeted as sites for waste facilities.

6.2 Siting in Remote vs. Urban Areas

Several participants indicated that it was important that the safety of the repository not be dependent on remoteness, so that both urban and remote or rural areas would be given equal consideration. A few participants also stated that siting the repository in or near an urban area is more likely to place the responsibility of long-term management with regions that have benefitted most from nuclear power, which they viewed as a point of fairness. This was also seen as an opportunity to minimize transportation.

7 Considerations, Factors and/or Criteria Guiding Decision-making

Participants identified a wide range of considerations, factors, and criteria for guiding decision making. Many of these are described in the major themes and messages under other agenda items.

In general, participants viewed safety and related technical requirements as paramount and the basis for the initial “go / no go” decision for an interested community. However, many participants held the view that the final siting decision would involve two or more sites that had met the technical requirements, and would ultimately be determined on the basis of social acceptability and other social considerations.

8 Information & Tools to Facilitate Stakeholder Participation

Dialogue participants focused their discussions on the types of information and tools required by communities to consider their interest and willingness in becoming a host community. Important themes included the need for siting scenarios and access to information, resources, and advice through third party organizations.

8.1 Scenarios as an Enabler of Discussion and Engagement

Throughout the dialogue, participants expressed the need for accessible (easy to understand) information on risk, and for scenarios that could bring to life certain aspects of the project and the range of conditions that might be faced by a community. Information presented in this way would provide a more concrete picture of the project and aid decision making. The range of scenarios suggested by participants included the following:

- Transportation scenarios including type of vehicles and number of vehicles per day
- New-build scenarios showing how different energy policy decisions, especially those involving an expansion of nuclear power generation, could affect the size of the repository, transportation, timelines, and other aspects of the project
- Economic benefits scenarios for different regions and economic conditions
- Worst case and realistic accident scenarios (for transport and for the repository) to visualize the maximum geographic range of potential impacts
- Project scenarios including reprocessing the fuel in the longer term

While participants appreciated that the project is designed to be adaptable and that conditions will vary for different sites and for other reasons, there was a strong feeling that the development of scenarios and examples was the only way to move decision-making forward, especially on challenging questions such as the impact of new nuclear build.

In terms of risk information, participants requested more information on the risks associated with the used fuel material, transportation, as well as risks associated with the current storage of used fuel.

8.2 Third party entities to add objectivity to the process

Participants suggested the establishment of various types of third party organizations that would provide support to communities or perform an assurance role. The range of roles discussed includes:

1. Ensuring objective/balanced information for communities
2. Providing research/consulting capacity to communities
3. Resolving differences in opinion on major technical questions

4. Providing an arbitration council/panel to deal with conflict resolution and decision-making
5. Verifying adherence to principles and criteria of the siting process.

Other suggestions related to enhancing objectivity of the process included:

- The development of a performance measurement framework for NWMO's siting process, as well as metrics to measure the performance of NWMO and of communities in their internal engagement process leading up to expressions of interest or willingness
- The establishment, within NWMO, of a Social Review Board to complement its existing Technical Review Board
- Drawing on international experiences and experts to benefit from lessons-learned and to add another level of objectivity to the process.

9 NWMO's Future Challenges & Opportunities – Best Advice

Each of the dialogue sessions closed with a synthesis round of “best advice” to NWMO on how to proceed with the siting process for used nuclear fuel. Both specific and broader advice was offered. A small number of themes can be drawn from this closing set of regional perspectives:

- **Nuclear and energy policy** needs to be factored in for the credibility and effectiveness of the siting process, and to bring greater definition to potentially interested communities on the volume and nature of waste involved.
- **The collaborative approach** and quality of engagement demonstrated by NWMO in these dialogues and through other activities can be built upon – NWMO should set a goal of being a leader in this area.
- **Move forward** in a measured but steady manner with a well-defined and supported process that maintains flexibility, recognizing that some of the challenges may need to be worked out through the process rather than in advance.
- **Be well prepared** – getting off on the right foot is essential.
- **Clear, accessible and balanced information** about the project, and its benefits, risks, and uncertainties is as an essential starting point to building trust.
- **Begin the siting process at a broad level** to inform the public at large and defined interests through their collective organizations.
- **Build on tradition** – learn from, and apply traditional knowledge and integrate traditional and science-based approaches.

Appendix A – List of Participants

Saskatoon – September 29th

Name	Organization
The Hon. Allan Blakeney	University of Saskatchewan
Mr. Brian Brunskill	Helix Geological Consultants Ltd.
Ms. Janice Curry	Power Workers Union of Canada
Mr. Robert Doucette	Métis Nation Saskatchewan
Mr. Allan Evans	Prairie Centre Policy Institute
Mr. Joseph Hnatiuk	Saskatchewan Nature and Ecotourism Association
Mr. Walter Keyes	Canadian Nuclear Society - Saskatchewan Branch
Mr. Chris Lafontaine	Niigani
Mr. Larry Lechner	Association of Professional Engineers and Geoscientists of Saskatchewan
Mr. Jamie McIntyre	Cameco
Mr. Steve McLellan	The Saskatchewan Chamber of Commerce
Mr. Laurent Mougeot	Saskatchewan Urban Municipalities Association
Mr. Joe Muldoon	Saskatchewan Research Council
Dr. James Penna	Inter-Church Uranium Committee Educational Co-operative
Mr. Michael Pierre	Centre for Indigenous Environmental Resources
Mr. Peter Prebble	Saskatchewan Environmental Society
Ms. Mary Richard	Niigani
Ms. Pamela Schwann	Saskatchewan Mining Association
Mr. Jim Sinclair	Niigani
Mr. Kent Smith-Windsor	Saskatoon & District Chamber of Commerce
Mr. Doug Steele	Saskatchewan Association of Rural Municipalities
Ms. Donna Tingley	Natural Resources Conservation Board (NRCB)
Mr. Pieter Van Vliet	Van Vliet Consulting Inc.
Mr. Malcolm Wilson	Office of Energy and Environment

Ottawa – October 1st

Name	Organization
Mr. Russell Banta	Russell Banta Consulting Ltd.
Dr. Andrew Brook	Carleton University
Mr. Michael Buckthought	Sierra Club of Canada
Mr. Jim Chauvin	Canadian Public Health Association
Mr. Murray Elston	Canadian Nuclear Association
Dr. Scott Findlay	University of Ottawa
Mr. Pierre Guimond	Canadian Electricity Association
Mr. Jim Harvie	Canadian Nuclear Society
Mr. Jon Jennekens	
Dr. Bill Leiss	McLaughlin Center for Population Health Risk Assessment
Ms. Cheryl Maloney	Native Women's Association of Canada
Dr. James Meadowcroft	Carleton University
Mr. Gordon Peeling	Mining Association of Canada
M. Yves Poisson	Public Policy Forum
Mr. J. A. L. Robertson	
Mr. Mike Taylor	Canadian Nuclear Society - Ottawa Branch
Ms. Judy Watling	Policy Research Initiative
Ms. Shannon Watt	Federation of Canadian Municipalities
Mr. Gordon Williams	Niigani
Mr. Stuart Wuttke	Assembly of First Nations

Toronto– October 3rd (two parallel sessions were held)

Session 1 – Provence Room

Name	Organization
Mr. Lee Doran	Ecological Writings #1, Inc.
Mr. Mel Fruitman	Consumers Association of Canada
Mr. John Jackson	Great Lakes United
Ms. Anne Koven	Faculty of Forestry, University of Toronto
Ms. Anne Krassilowsky	Northwestern Ontario Municipal Association (NOMA)
Dr. Richard Kuhn	Guelph University
Ms. Brennain Lloyd	Northwatch
Ms. Theresa McClenaghan	Canadian Environmental Law Association
Mr. Michael McGuire	Niigani
Dr. Dan Meneley	University of Ontario Institute of Technology
Dr. Brenda Murphy	Wildfred Laurier University
Mr. David Nitkin	EthicScan Canada
Dr. Fergal Nolan	Radiation Safety Institute of Canada
Ms. Jo-Anne Usher	Canadian Nuclear Workers Council

Session 2 – Alsace Room

Name	Organization
Ms. Caryl Arundel	Canadian Urban Institute
Ms. Janice Auger Szwarc	Canadian Association of Nuclear Host Communities
Mr. Mac Bain	Federation of Northern Municipalities
Chief John Beaucage	Union of Ontario Indians
Mr. Ken Dormuth	
Ms. Shirley Farlinger	International Institute of Concern for Public Health
Mr. Harold Flaming	The Ontario Rural Council
Ms. Joy Kennedy	United Church of Canada
Dr. K.Y. Lo	Geotechnical Research Centre , University of Western Ontario
Mr. Dave Martin	Greenpeace
Dr. Jatin Nathwani	University of Waterloo
Dr. Grant Sheng	York University
Mr. Mark Stevenson	
Dr. Murray Stewart	Stewart Advantage Consultants Inc.

Saint John – October 7th

Name	Organization
Dr. Tom Al	University of New Brunswick
Mr. Bill Artiss	
Ms. Donna Augustine	Niigani
Dr. William Cook	University of New Brunswick
Mr. David Coon	Conservation Council of New Brunswick
Mr. Neil Craik	Canadian Nuclear Society
Mr. Gordon Dalzell	Citizens Coalition for Clean Air
Ms. Susan Farquharson	
Dr. Mary Lou Harley	United Church
Mr. Danny Harrigan	Harrigan Insurance Agency Ltd.
Mr. John Herron	Atlantica Centre for Energy
Ms. Teresa James	Union of Municipalities of New Brunswick
Ms. Brenda Kelley	Bathurst Sustainable Development
Chief Betty Ann Lavallée	New Brunswick Aboriginal Peoples Council
Mayor Jacques Martin	Cities of New Brunswick Association
Mr. Raymond Murphy	Union of Municipalities of New Brunswick
Mr. Tom Sisk	Association of Professional Engineers and Geoscientists of New Brunswick
Mr. David Thompson	Fundy Baykeeper

Montreal – October 15th

Name	Organization
M. Claude Beaulac	Ordre des urbanistes du Québec
Mme Sylvie Bouchard	Independent Consultant
M. Michel Duguay	Université Laval
Mme Corinne Gendron	Université du Québec à Montréal
M. Pierre Lachance	Conseil des entreprises de services environnementaux
Mme Ginette Lajoie	Administration régionale crie
Mme Hélène Lauzon	Conseil patronal de l'environnement
Mr. Alan F. Penn	Grand Council of the Crees
M. Michel R. Rhéaume	Société Nucléaire Canadienne - Section Québécoise
Mme Louise Royer	Assemblée des Évêques catholiques du Québec
Dr. Barry Stemshorn	Ottawa University
M. Claude Tessier	Association québécoise pour l'évaluation d'impacts
Elder Billy Two Rivers	

Appendix B – Agenda

NWMO Dialogues on Designing the Process to Select the Site for Managing Canada’s Used Nuclear Fuel for the Long-Term

Objectives

- To seek input from individuals and organizations, which reflect a diverse set of perspectives, on the design of a siting process
- To invite/generate ideas about critical elements and issues in the design of a siting process

Time	Subject
8:00-8:30	Greeting & Registration
8:30-8:40	NWMO Welcome
8:40-9:00	Stratos Opening Remarks & Roundtable Introductions
9:00-10:30	<i>Plenary: What matters in a siting process?</i> <ul style="list-style-type: none"> • What is important in a siting process? • Testing the set of Objectives, Ethical Principles & Characteristics (Q1)
10:30-10:45	Refreshment Break
10:45-12:30	<i>Breakout Groups: Design Elements for NWMO Siting Process - Methods</i> <ul style="list-style-type: none"> • Major activities in a siting process • Who should be involved? What should their level of influence be in decision-making? (Q4) • Ensuring a fair site selection process (Q 2)
12:30-13:00	Lunch (provided)
13:00-13:45	<i>Reporting Back in Plenary: Design Elements for NWMO Siting Process - Methods</i>
13:45-14:45	<i>Breakout Groups: Design Elements for NWMO Siting Process - Content</i> <ul style="list-style-type: none"> • Considerations / Factors / Criteria guiding decision-making • Information and tools to facilitate stakeholder participation (Q5)
14:45-15:15	<i>Reporting Back in Plenary: Design Elements for NWMO Siting Process - Content</i>
15:15-15:30	Refreshment Break
15:30-16:25	<i>Plenary: What are the NWMO’s future challenges & opportunities? What are the key considerations?</i> <ul style="list-style-type: none"> • Key challenges & opportunities in the design and implementation of a siting process (Q6) • Best advice to NWMO on design of a siting process (Q6)
16:25-16:30	<i>Plenary: Wrap-up</i>