



# The Slovak experience with local-national fora – overview of the framework and process description

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- The human consequences of nuclear accidents and remediation go beyond dose, economic cost and dose reduction
- Emergency preparedness and countermeasure evaluation needs to address these issues
- Stakeholder engagement and dialogue is one approach
- There are different processes and methods of stakeholder engagement
  - Emergency preparedness
  - Countermeasure evaluation
  - Real situations



*Deborah Oughton: NERIS-TP Training course, Trnava, 2013*



- The main goal:
  - to improve and strengthen the emergency and post-accident preparedness and recovery management at all levels: national, regional and local
- The main interest and motivation:
  - to share experience about different initiatives on emergency and rehabilitation preparedness and management throughout Europe
- To develop and apply methods and models of stakeholder engagement and participation to allow and support dialogue
- Models of stakeholder engagement and participation
  - **Preparedness phase:** models and tools testing, customisation and use; case studies using scenarios developed; building network and trust between partners within the Slovak Republic and within the Europe in the EC projects; facilitated workshops, exercises, seminars, training courses
  - **Countermeasure evaluation:** establishing of the Slovak panel and EURANOS Handbooks Users Group and participation in the network involved in development of the EURANOS Handbooks for assisting in the management of contaminated inhabited areas, food production systems and drinking water.



Post-accident preparedness process in Slovakia was initiated by active participation of stakeholders in the EVATECH project partially funded by EC, VUJE and NRA SR (2003) and continued within the activities of the EURANOS and NERIS-TP projects supported by national projects.

Focus on specific issues considered in the process:

- Management of contaminated inhabited areas,
- Management of contaminated food production systems
- Management of drinking water supply,
- Withdrawal of emergency countermeasures,
- Rehabilitation of living conditions in the contaminated areas
- Organisation of public authorities
- Stakeholder involvement
- Communication
- Post-accident policy
- Evaluation tools and methods for supporting the management team

About 60 people took part to the work of the facilitated workshops, seminars and exercises developing the tools and cooperation practices and habits and forming a post-accident community.



- The Nuclear Regulatory Authority of SR
- The Public Health Authority of SR
- Crisis Management and State Safety Office, SR Government Office
- The Ministries and national administrations concerned by post-accident issues (civil protection and security, agriculture, health,...)
- Public and private expert institutes and Universities in the field of nuclear safety and radiation protection (VUJE Inc., SZU in Bratislava)
- Regional Civil Protection and Crisis Management Offices
- Mayors of villages and representatives of Municipality Crisis Staff – members of GMF – Group of European Municipalities with Nuclear Facilities and national Association of Municipalities and local/regional Civic Information Commissions (Dolny Lopašov, Madunice, Kalna nad Hronom and other)
- Regional Public Health Authorities
- Regional Veterinary and Food Administration
- Slovak Head Office of Radiation Monitoring Network (SURMS)
- Slovak Hydrometeorological Institute (SHMU)
- Slovak Army, RCHBO
- Slovak NPPs, Emergency planning and preparedness units and Headquarters
- Fire and Rescue brigade.



Procedures to involve local/regional/national actors used:

- education seminars,
- facilitated workshops and table-top exercises,
- topical workshops,
- training courses of emergency staff,
- inclusion in national and international exercises (ERO+municipalities, INEX 4 Exercise on consequence management and the transition to recovery),
- development of scenarios (INEX 4, facilitated workshops)

**Modelling and calculation tools, guidance and handbooks used by stakeholder panels with national, regional and local actors on post-accident issues:**

- RODOS/JRodos complex Decision Support System customized to the Slovak Republic conditions (LSMC modules, FDMT, ERMIN, AgriCP modules and other,
- national decision support system RTARC (VUJE, Inc.)
- the Handbooks for assisting in the management of contaminated inhabited area, food production systems and drinking water
- Web-HIPRE (Hierarchical PReference analysis in the World Wide Web) software for structuring decision analytic problems using multi-criteria evaluation and prioritisation with integrated module allowing the import of ESY-files (“RODOS output files”), which contain a selection of appropriate alternatives and attributes



## Starting point to NERIS-TP activities

- Slovak stakeholder panels has shown that they are able to work together, to communicate problems, to absorb new comers to the working groups
- Working in the form of facilitated workshops with scenario developed using customized operational tools (RODOS/JRodos, RTARC, Web-HIPRE) makes work more efficient, focus on possible real problem and finding real solutions
- Communication between different stakeholders was found as very important to get a balanced view on various aspects of the issues at stake at the national, regional or local level. It enables a common language and a shared understanding of the challenges to be developed
- There is a common understanding in necessity of continuation of joint meetings of stakeholders and willingness to have organized annually workshops for sharing experiences, identifying gaps and improving preparedness



## Radiological Incident“

**Local-national forum** for improvement of both local and national capabilities in planning for nuclear and radiological emergency and recovery preparedness and response continued its work in Slovakia.

**Seminar/Facilitated workshops driven by scenario „Recovery Management following a Radiological Incident“** was conducted on May 16-18, 2011, 34 participants

**Main goal:** Focusing on **sharing the experiences with development, customization and implementation of Generic Handbooks** for Assisting in the Management of Contaminated Inhabited Areas, Food Production Systems, Drinking Water Supplies and in the Withdrawal of Emergency Countermeasures in Europe Following a Radiological Emergency to the local, regional and national conditions of Slovakia. Practical use of the Handbooks based on scenario for Slovak NPPs prepared with RODOS Linux system adapted to the Slovak Republic conditions

### **Participants:**

- local stakeholders and local urban community of Trnava and Nitra
- local, regional (Trnava and Nitra region) and national authorities in the area of Civil Protection and Crisis Management (including Training and Technical Centre), Health Protection, Veterinary and Food administration, Water supply, Nuclear Regulation, Radiation Monitoring, Hydrometeorology (radiation monitoring issues), Slovak Army, Police Force, Slovak NPPs.





# NERIS-TP Forum “Protection of individuals in emergency exposure situations and living in long-term contaminated areas after an accident”

Local-national forum for nuclear emergency and recovery strategies continued its work in 2012 with challenge **to move to more robust national-local and regional-local cooperation where the district and municipality administration will play a key role.**

**Seminar with facilitated discussion - Forum “Protection of individuals in emergency exposure situations and living in long-term contaminated areas after an accident”** prepared, organized and conducted by VUJE in close cooperation with Trnava urban community focusing on post-accident management on November 12-13, 2012, 19 participants.

“HAVRAN 2012” national exercise with the main goal to practice and verify mutual connection and response of emergency headquarters at all levels, performance of selected ministries, other state administration bodies, local governments, institutions, rescue units and NPP EBO was conducted just months before the Seminar.

The exercise experiences and conclusions have driven the Forum discussions in the area of the **post-accident management, use of Handbooks and their status within the Slovak legislation, rehabilitation of living conditions in Belarus and Japan after the nuclear accidents, ETHOS project and post-accident preparedness and management.**



### **Presentation of Handbooks to:**

- the **Mayors** during the periodical training – Trnava District , Malacky District, presented by the NRA SR, supervision of the Ministry of Interior,
- the **lecturers at the Police Academy**,
- the **lecturers of the Educational and Technical Institution of the Ministry of Interior** in Nitra and Spisska Nova Ves.

**Project** have been submitted to the Ministry of the Interior **to train trainees-lecturers on use of the tools (JRodos, Web-HIPRE) and Handbooks for further education of the local authorities/municipalities representatives and stakeholders in emergency preparedness and response and on preparation and conducting the table-top exercises/facilitated workshops using that tools to assist the municipalities in preparing for the local cooperation.**

**Presentation of the new developments (JRODOS: ERMIN, AgriCP) and suggestion of further activities related to the NERIS-TP Project WP3 and NERIS Platform WG2 at the Ministry of Interior of the Slovak Republic took place on November 20, 2012.**



**Technical visit** of stakeholders group (11 experts) from Slovakia to Belarus took place from June 1 to June 7, 2013.

The Technical visit to Belarus interacted strongly with the European NERIS Platform for the **mutual benefit of all actors**.

The **main goal** was **to share the experience on the process, methodology and tools used for the improvement of the practical radiological culture of population living at the long term contaminated area**.

The two topics were blended together:

- 1) improvement of national-local cooperation in Slovakia and Belarus, and
- 2) radiation control and dissemination of radiological culture as the roles of the centres for practical radiological culture implemented and coordinated by RIR.

VUJE and Institute of Radiology (RIR) continued work of the local-national forums where national, regional and local actors draw the most essential lessons learned in relation to post-accident management and rehabilitation with the main goal of improvement both national and local plans for preparedness and recovery.



**Customisation and adaptation of JRODOS** to assist the stakeholders at local/regional/national level in preparing for the local-regional-national cooperation.

**Workshop/Exercises: “Preparedness for nuclear and radiological emergency response and recovery: usage of the new products for supporting the management team”**, 6-7 November 2013, 20 participants

### **Objectives:**

- to demonstrate and use the new products of the decision support system JRodos at all levels of the crisis management in Slovakia and to give the feedback to developers on the user’s experience (based on the NERIS-TP Training course “Preparedness for nuclear and radiological emergency response and recovery: usage of the new products for supporting the management team”, 21-25 October 2013, VUJE, Trnava, Slovak Republic);
- to evaluate the process of stakeholders involvement and particular stakeholder workshops/seminars/trainings since 2003 in Slovakia and discuss the enhancement and sustainability of the process.

**Dissemination workshop: “Strengthening the preparedness at national and territorial level using new tools and methods - stakeholders experiences“**, 22-24 January 2014, Oslo, Norway.



## Information sharing

- stakeholders involved were provided with the necessary information to be able to actively participate in advance or during the introductory meeting or preparatory seminars
- all participants already had an opportunity and freedom to express their viewpoints, concerns and suggestions directly at the workshop or other activity
- all information was provided equally to all participants as it was done by independent facilitating organization
- the channels of communication were general and effective as they were managed by the independent facilitating organization - VUJE
- all participants were clear on the desired outcomes of the participatory process. They were partially informed of its progress, its results and the consequences of them as there was not regular information exchange between the different stakeholders and agencies. There is not legal framework or official status of the stakeholder group established. The stakeholder panel is working actively on the particular research projects basis and is participating to different activities within the international projects mainly supported by national one leaded by the NRA SR. There is no one and unique leading organization or authority that time.



## Democratic ideals

- the information needed for participating in a process was readily and constantly visible, and available to all participants
- there was free and fair access to all involved parties, as well as equal opportunities for everyone to express their opinions and concerns. There was no any group or organization having disproportionation power to bias the decision making
- the process was managed in an accountable manner with defined roles and responsibilities; the roles and responsibilities were discussed and clarified also during the different activities
- the stakeholders were represented in acceptable way; not all stakeholders invited have participated in all activities
- all participants have had reasonable opportunity to express their opinions and potentially to the final decisions



## Community cohesion

- there was trust between all the participants and this have changed in the positive way over the course of the participation process
- the process has brought differing stakeholders together and increased consensus on the issues during the different activities
- the mutual respect and understanding was enhanced by the process
- the outcomes of the process were accepted by stakeholders, but need much more activities with more different stakeholders involved to evaluate the differences among different stakeholders
- the process was acceptable to the wider professional processes at local, regional and national levels; there was limited acceptance of the process to the wider political and government processes at local, regional and national levels



## Practicability

- the general costs and use of resources were felt to be commensurate with the benefits gained from the process; as the only one research institution VUJE Inc. and one agency – Nuclear Regulatory Authority of SR supported the process from their part of budget and the international projects it caused disproportionality with time and influenced the sustainability of the process in future
- the process was felt to be conducted in a timely manner relative to the urgency of the issue(s) and all stakeholder did agree on this
- in the wider process of managing emergency preparedness and recovery there were concerns for the amount of stakeholder participation required. This process brought the key stakeholder fatigue, but having support from the wider political and government processes and more active contribution from different agencies could solve the problems and bring again motivation





## Decision quality

- the process brought clarity on the issues and a broader framing relative to the agency's initial conception; the assumptions were challenged and tested to a certain extent during the decision process
- the structure of the decision process was defined but need more rigorous supporting analysis and clarity

## Key learning points

- we should have engage more stakeholders in the process and bring more clarity to the roles and responsibilities at each level and to identify the need for improvement with regard to cooperation along the chain national-regional-local/municipality
- interactive use of JRodos including ERMIN and AgriCP but also Handbooks, use of MCDA (Web-HIPRE) for problem structuring for particular accident scenario applied to Mochovce or Bohunice NPP site should attract stakeholders to actively participate and discuss the urban and agricultural areas aspects as well as social and others



- The process opened the post-accident and recovery issues and started the discussion in depth
- The process contributed significantly to change the patterns of relation between the involved stakeholders but it has to be undertaken continuous and systematic development and working together in future especially between national and local dimensions
- The complex national post-accident policy needs to be improved and development of the National Emergency Plan should contribute to the better clarification of roles, cooperation, co-framing of the issues and will impact the legal framework
- The process provoked the changes in the off-site emergency plans and adaptation of the Handbooks within the off-site emergency planning took place to some extent
- The recommendations and worked out examples based on Handbooks for assisting in the management of contaminated inhabited areas, food production systems and drinking water were developed by Section of Crisis Management and Civil Protection of Ministry of Interior of SR and provided to the county and district offices, but have no an official status yet
- To make the process sustainable there is need to give the Handbooks the status of an official national documents as a basis for their use by wider community of specialists and organisations related to emergency preparedness



- Professionals and members of the administrative bodies see the way of post-accident planning and preparedness in their sections and departments in connection to the emergency preparedness and post-accident management, but they are unsuccessful in promoting politics of complex emergency preparedness and recovery at the upper level of Ministries, Authorities and Government.
- At the local level self-government and Municipality Crisis Staff is not sufficiently prepared due to the frequent personal changes after all elections and missing efficient mechanisms from the national and regional authorities and Crisis Management Offices.
- Particular activities (workshops, exercises, training courses) were evaluated at particular Ministries and national administration, but were not a subject of the complex evaluation of the emergency preparedness.
- There were not any tasks and recommendations delivered which would provide systematic approach to the post-accident management and preparedness process and national post-accident policy was not defined.
- The development of National Emergency Plan as well as the re-activation of the technical operations management group (ORS) - professional body of National Emergency Commission for Radiation (Nuclear) Accidents (NECRA) is key issue
- The detailed legal or regulatory framework in the area of post-accident management and recovery is missing

