

THE PARTNERSHIP APPROACH

TO SITING AND DEVELOPING RADIOACTIVE WASTE MANAGEMENT FACILITIES

合作夥伴關係(協調)方法

用於放射性廢物管理設施之選址與開發

History shows that the search for sites for radioactive waste management facilities has been marred by conflicts and delays. Affected communities have often objected that their concerns and interests were not addressed. In response, institutions have progressively turned away from the traditional “decide, announce and defend” model, and are learning to “engage, interact and co-operate”. This shift has fostered the emergence of partnerships between the proponent of the facility and the potential host community, as shown in a recent NEA study*. Working in partnership with potential host communities enables pertinent issues and concerns to be raised and addressed, and creates an opportunity for developing a relationship of mutual understanding and mutual learning, as well as for developing solutions that will add value to the host community and region. Key elements of the partnership approach are being incorporated into waste management strategies, leading increasingly to positive outcomes.

歷史資料顯示，放射性廢棄物管理設施選址的工作一直受到衝突和拖延所困擾。受影響的社區經常因為他們所關切的問題和利益並未得到妥善處理而表示反對。對此，相關機構已逐步捨棄傳統的“決定，宣布和捍衛”模式，轉而學習採行“主動參與，互動交流和合作”的模式。誠如NEA最近的研究*顯示，這一種轉變促進了設施籌建的一方與備選設施所在社區之間合作夥伴關係的浮現。透過與備選設施所在社區以合作夥伴關係工作，可以促使和當地社區相關的議題與關切的問題能

夠被提出討論而加以處理，並創造了一個發展相互理解和相互學習關係的機會，以及開發對當地社區及區域加值的解決方案。合作夥伴關係方法的關鍵要素已在廢棄物管理策略中有所應用，並日益產出正面成果。

The key feature of the partnership approach is the empowerment of local communities regarding decisions that may affect their future.

合作夥伴關係方法的關鍵重點是，對那些可能影響他們未來的決策賦予當地社區決定權

The partnership approach is a collaborative working relationship between the community and the main developer of the facility. Relevant levels of government, from local to national, may be involved either directly or indirectly, which adds confidence that future decisions or recommendations by the partnership will receive due consideration at higher levels. Other institutions may also play a role in the partnership.

The formats chosen for partnership operation (permanent or temporary working groups, panels, etc.) and the outputs it targets (design plans, recommendations to elected or administrative authority, etc.) are set through legally binding agreements or through less formal arrangements. Overall, the partnership approach contributes to transparency and can support accountability in decision-making. Most importantly, it reflects a determination to empower communities in decisions that may affect their future.

合作夥伴關係方法是一種結合當地社區與主要設施開發者之間集體的工作關係。從地方到中央，有關的政府各級機關，都將可能會直接或間接地參與，這增加了對未來由夥伴關係中獲得的決定或建議事項將會得到政府高層適當考量的信心。其他機構也可以在參與這合作夥伴關係裡發揮作用。

合作夥伴關係經營方式的擇定(永久性或臨時性的工作組織、專家座談會等)和它的產出標的(設計方案、對擇定權力代表機構或行政機關之建議等)，是通過具有法律約束力的合約或經由比較非正式的協議予以設定。總體而言，合作夥伴關係的做法將有助於提高決策之透明度，並能支持決策之間責制度。更重要的是，它反映了一個決心，就是對可能影響他們未來的決策，賦予當地社區作決定的權力。

How is the local community empowered?

如何賦予當地社區權力？

The composition of partnerships and the tasks they have to carry out may vary widely. Typically, partnership arrangements empower the local communities:

- To access, evaluate and disseminate information;
- To consult experts of their choice and to build up their own expertise in order to assess the project;
- To make suggestions as to facility design features, infrastructure, etc. and influence the implementer's work;
- To design benefit packages to ensure social and economic improvement to the community in the short and long term;
- To deliberate and provide recommendations to higher-level authorities;
- To stay abreast of research performed by the implementer, its consultants, the regulators, etc.;
- To monitor the performance of the various players and check their authenticity.

合作夥伴關係的組成和他們要進行的任務，可以包括多種多樣性。通常情況下，合作夥伴關係是透過以下的設計與安排來賦予當地社區權力：

- 可獲取資料、進行評估和傳播信息；
- 可就其選擇來諮詢專家的意見，並建立他們自己的專業知識來評估該計畫；
- 可就設施的設計面、基礎設施等提出建議，來影響設施建造者的工作；
- 可設計福利政策以確保當地社區短期和長期的社會及經濟發展之改善；
- 可進行商議並提供建議給更高層次的機關考量；
- 可隨時掌握設施建照者、其顧問機構、管制機關等執行研究的最新狀況；
- 可監視各參與方的表現，並檢查其真實性。

How does the partnership approach differ from public information and consultation?

合作夥伴關係方法與公共信息和意見諮詢有何不同之處？

- Informing citizens and inviting their opinions are legitimate steps in traditional approaches to decision-making. These steps, however, do not guarantee that citizen

concerns and ideas will be taken into account in a manner that citizens may find appropriate. In a partnership, power is redistributed through negotiation between citizens and implementers and/or other competent bodies. They agree to share planning and decision-making activities.

- In traditional consultation the main issue is whether the affected parties will accept the proponent's solutions. In contrast, the partnership approach foresees a role for citizens in developing solutions, planning and decision-making. Instead of passive acceptance, the partnership supports active involvement by the community, through deliberating in working groups, interacting in the planning of infrastructure and facility construction, negotiating on socio-economic development measures, etc.
- 通告公民信息及諮詢他們的意見，是傳統決策方法的法定步驟。然而，縱使有這些步驟並不保證公民所關切的問題和想法將會如他們所認為合宜的方式被納入考量。在合作夥伴關係裡，權力將透過公民與設施建造者及/或其他具備能力實體的談判重新分配。他們同意共享相關的規劃和決策活動。
- 在傳統的意見諮詢裡，主要的議題為受影響的各方是否接受倡議者提出的解決方案。相反的，在合作夥伴關係方法裡將可預見到公民在開發解決方案、規劃與決策中的角色。透過在工作組織的商議、對基礎建設規劃與設施建造之持續的意見交流、對社會經濟發展措施的談判等，合作夥伴關係將是支持社區的主動參與者，而不再只是被動的接受。

Several types of support measures help to sustain the partnership arrangements.

有助於維持合作夥伴關係設計與安排的幾種支持措施

- Funding for community engagement allows citizens to hire their own secretarial or technical support or experts (scientists, lawyers, etc.) as well as to cover operating expenses. This funding enables the affected communities to participate meaningfully in the collaboration process.
- Supplementary social and economic benefits address other impacts and opportunities. Typically, financial resources support short-term development and/or long-term quality of life in the community. These benefits underscore the recognition that the community is volunteering an essential service to the nation.

- 資助社區之參與，俾使公民可雇用他們自己的秘書或技術支援或專家(科學家、律師等)，以及支付業務費用。這樣的資助能使受影響的社區有意義地參與各項共同合作的進程。
- 社會和經濟上的額外利益帶來了其他方面的影響和機會。通常情況下，財政資源支持社區短期的發展和/或社區長期的生活品質。這些福利也強調了社區志願為國家提供重要服務的認識。

Two measures may give additional margin of choice to the community.

能提供當地社區決策餘裕的兩項措施

- **Voluntarism** – refers to the expression of interest of a community, e.g., in participating in a process to determine the suitability of a site for radioactive waste management in their territory. Such an expression of interest, conveyed by the governing body of the community, may be made in response to an invitation by the waste management organisation or by central government or it may be an unsolicited offer.
- **Right of veto** – refers to the right of the community to withdraw from the process within a certain period of time. In some countries a right of veto is ensured by law; in other countries it is granted based on an informal agreement amongst the parties involved. Implementing voluntarism or veto right may be difficult in some countries because of legal or political rules, or because the country has a limited number of adequate sites.
- **自發行動** – 係指表達一個社區參與的興趣，例如，對在其境內的某個場址是否適合建造放射性廢棄物管理設施，參與其決策過程。這種意願的表達通常是由社區的理事會來傳達，可能是對廢棄物管理機構或中央政府的邀請作出回應。
- **行使否決權** – 係指社區在整個進程的某一段時間內有決定退出的權利。在一些國家其否決權的行使是一種受法律保障的權利；在其他的一些國家，否決權的行使是依據利害相關各方之間的一項非正式協議所賦予的。自發行動或行使否決權可能在一些國家難以實施，這可能是由於其法律或政治規則，或者是因為那個國家合適建造放射性廢棄物管理設施的場址數量極為有限。

What is to be gained from a partnership approach?

合作夥伴關係方法將會帶來什麼收穫？



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Involving local actors in designing the facility and the community benefits package is likely to result in solutions that will add value to the host community and region. In all cases social capital is augmented as members of the community develop new skills and increase their knowledge about their interests and ideals. The partnership provides continuity, and a mechanism for addressing in a non-adversarial manner new issues as they may arise. When such issues threaten to divide the community, the partnership can emit a credible judgment and deflate tensions. Implementers and other institutional players can improve themselves as responsive actors in the governance of radioactive waste and as responsible neighbours concerned with the well being of the community. National or regional governments, who typically oversee partnership arrangements, gain because policies are fulfilled in a constructive manner.

讓當地社區的代表參與設施的設計和社區福利政策的制定，將有可能獲致對當地社區及區域加值的解決方案。在所有情況下，增強社區成員發展新的技能，增加他們對有關利益和理想上的知識就是增益社會資本。合作夥伴關係提供了當地社區一個非對抗性的處理機制，來處理可能出現的新議題。當這些議題造成分化社區的威脅時，這種合作夥伴關係可以做出一個可信任的裁判並平息緊張局勢。設施建造者及其他機構參與者可以自我提昇，扮演在放射性廢棄物管理方面正面行動者的角色，並成為有責任關心社區福祉的鄰居。作為監督合作夥伴關係設計與安排的國家或地方政府也將會獲利，因為其政策得到建設性的落實了。

NATIONAL RADIOACTIVE WASTE MANAGEMENT PROGRAMMES ARE IN VARIOUS PHASES OF SITING FACILITIES AND RELY ON DIFFERENT TECHNICAL APPROACHES FOR THE VARIOUS CATEGORIES OF WASTE. IN ALL CASES, IT IS NECESSARY FOR INSTITUTIONAL ACTORS AND THE POTENTIAL OR ACTUAL HOST COMMUNITY TO BUILD A MEANINGFUL, WORKABLE RELATIONSHIP. PARTNERSHIP APPROACHES ARE EFFECTIVE IN ACHIEVING A DESIRABLE COMBINATION OF LICENSABLE SITE AND MANAGEMENT CONCEPT WHILE MEETING THE SOMETIMES COMPETING REQUIREMENTS OF FAIR REPRESENTATION AND COMPETENT PARTICIPATION. PARTNERSHIP ARRANGEMENTS FACILITATE REACHING AGREEMENT ON MEASURES FOR LOCAL CONTROL, FINANCIAL SUPPORT AND FUTURE DEVELOPMENT.

國家的放射性廢棄物管理方案在設施選址上存在有許多階段，並需要依靠不同的技術方法來處理各類的廢棄物。在所有情況下，在參與機構和已擇定或備選的設施場址所在之社區間建立起有意義的、可行的關係是必要的。夥伴關係方法在實現“可發照建廠”及“管理概念”的理想組合目標上是有效的，同時滿足了“公平代表性”和“有能力者參與”的競爭性條件。合作夥伴關係之設計與安排有助於促進在地區性的管控、財政支持和社區的未來發展等措施上達成協議。

****Partnering for Long-term Management of Radioactive Waste - Evolution and Current Practice in Thirteen Countries (NEA, 2009)***

Download this and other reports from previous workshops and community visits at www.nea.fr/fsc



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