



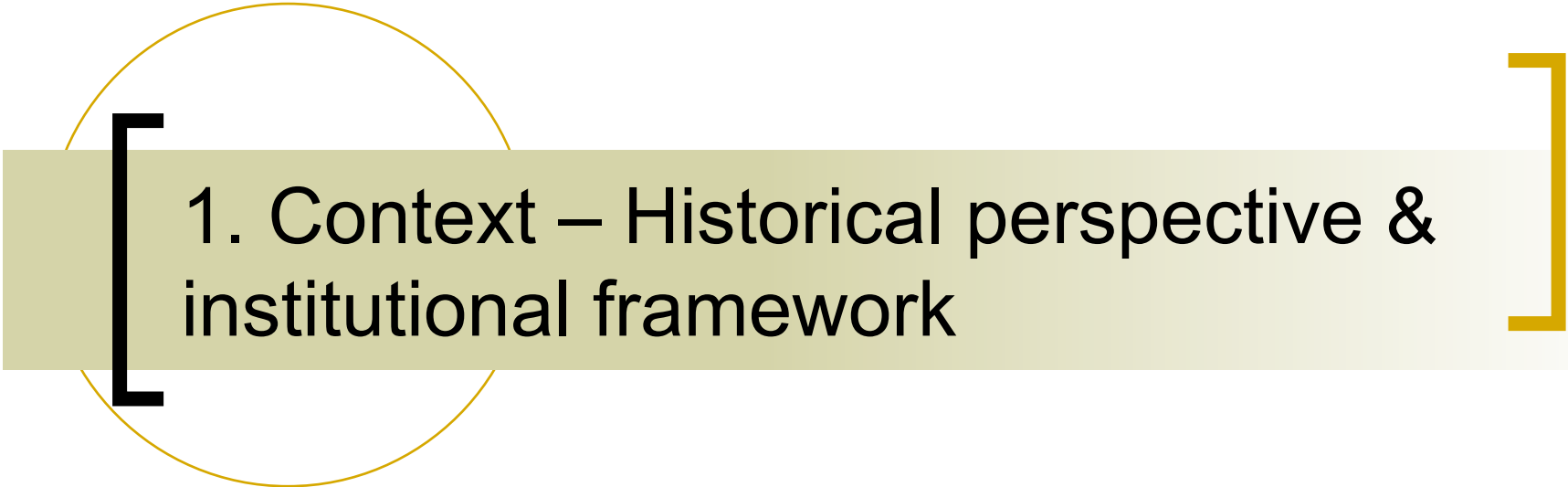
NERIS-TP

Towards a self-sustaining European Technology Platform (NERIS-TP) on Preparedness for Nuclear and Radiological Emergency Response and Recovery
Euratom for Nuclear Research and Training Activities: Fission 2010: 269718

French experience with local-national fora

NERIS-TP Dissemination workshop
Oslo, Norway, 22nd January 2014

Stéphane Baudé, Mutadis



1. Context – Historical perspective & institutional framework

Context : history of post-accident preparedness in France

- 3 phases :
 - 1991-2005 : engagement of French organisations in post-accident thinking through different European & international projects in EU countries & Belarus (ETHOS, FARMING SAGE, EURANOS, ...)
 - 2005-2012 : development of national public policies coordinated by the ASN
 - 2012-... : progressive integration of post-accident issues in the institutional tools for emergency management at the national & local level
- A continuum of progressive development of post-accident awareness rising, development of tools, stakeholder engagement, ...

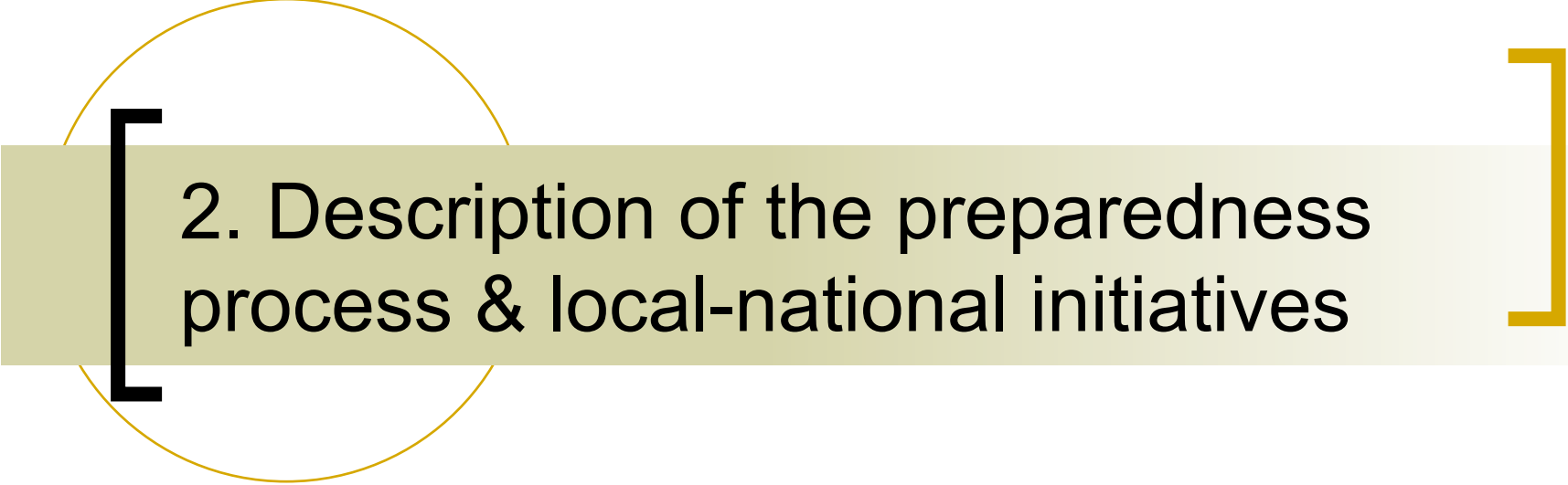
Context : current institutional & legal framework (1/2)

2004 Law for modernisation of civil security (Home affairs)

- Combination of
 - General arrangements for any type of events through the Organisation of Civil Society Response (ORSEC)
 - Specific arrangements for sites presenting particular risks (including nuclear facilities) – Particular Intervention Plans (PPI)
- Multi-level preparedness & response :
 - Preparation of the response at community level : Community Response Plan (PCS) in relation with the PPI
 - For events exceeding the community's response capacity, response managed by the Prefect of the Department with support from the national level
- ORSEC organisation is valid only for emergency and “exit from emergency”. Uncertainties vis-à-vis post-crisis period

Context : current institutional & legal framework (2/2)

- Inter-ministry directive of 7th April 2005 gave mandate to the ASN to update the French post-accident policy, resulting in the CODIRPA process
- 2006 Law on Safety and Transparency of Nuclear activities notably sets legal basis for the operation of the Local Information Commissions (CLI) and their national association (ANCCLI)
- Decree n° 2003-865 of 8th September 2003: General Secretariat for National Security and Defence (SGDSN) is responsible for overseeing the planning of crisis exercises in liaison with the Nuclear Safety Authority (ASN) & the General Direction for Civil Security and Crisis Management (DGSCGC – Ministry of Home affairs).



2. Description of the preparedness process & local-national initiatives

The CODIRPA process

- CODIRPA (Post-accident Executive Committee) : a pluralistic body set up by the ASN in 2005 for developing the national post-accident policy with concerned Ministries, national public agencies, TSOs, local communities, local divisions of State administrations, CLIs, NGOs, professional organisations,...)
- 1st phase : thematic working groups & development of a first version of the policy (2005-2008)
- 2nd phase (2008-2012) : testing of the policy at the local level and refinement of the national policy. Cooperation with local level :
 - Study on post-accident management in the milk sector (Rhône-Alpes)
 - Meetings with stakeholders at territory level
 - Testing of the implementation “guide for exiting the emergency phase” in the existing planning tools (ORSEC, PPI, PCS) with 5 local groups
 - Issuing of “Policy elements for post-accident management” in 2012 ⁷

Towards a 3rd phase of the CODIRPA process?

- Entering a new phase after the new version of the doctrine in 2012 : progressive integration of post-accident period in the institutional local & national tools for emergency management
 - A support for awareness rising and engagement of local actors in post-accident issues (local divisions of State administrations, local elected representatives, CLIs and other local stakeholders)
 - Transfer of the responsibility for local adaptation of the post-accident policy from the ASN to the Ministry of Home Affairs
- The ASN wishes to continue the CODIRPA works with a possible new mandate from the government. Possible continuation of the CODIRPA could notably include:
 - Investigating scenarios with long-lasting discharge (REX Fukushima),
 - Recommendations for local implementation of the national policy

Development of cooperation between the IRSN and local actors

- Cooperation agreement between the IRSN, the ANCCLI and several CLIs in 2003 in the framework of the IRSN's policy of openness to society
- PRIME project (2007-2009) : cooperation with local actors to develop a method for assessing vulnerability of a territory to radioactive contamination
- OPAL project (from 2009) : cooperation with the ANCCLI and several CLIs to develop a cartographic tool to raise awareness of local stakeholders on the consequences of possible post-accident situations and facilitate discussion
- 3 phases :
 - Exchanges between the IRSN, ANCCLI and CLIs: identifying needs
 - Development
 - Testing and implementation

Experimental local adaptation of the guidelines for exiting emergency phase in the Haut-Rhin department (1/2)

- Initiative of the Haut-Rhin Prefecture in 2013
- Discussion of local implementation of the guidelines with concerned local stakeholders
- 2 plenary sessions + 6 working groups:
 - Lifting of the confinement
 - Zoning
 - Local crisis organisation
 - Information and reception centre
 - Decontamination of buildings and roads
 - Economic activities

Experimental local adaptation of the guidelines for exiting emergency phase in the Haut-Rhin department (2/2)

■ Outcomes

- Clarification of the missions of the different actors at local level
- Identification of target populations, means, resources, ...
- Grid of criteria to facilitate choices as regards decontamination
- Need to differentiate issues zone by zone
- Need to define how to progressively switch from emergency management organisation to post-accident organisation

■ Interest of all stakeholders for this process

■ But difficulties to have clear views on all aspects of a very complex situation

■ Still numerous unanswered questions

Participation of representatives of CLIs and ANCCLI to the Cattenom crisis exercise (2013)

- Trans-boundary exercise from 25 to 28 june focused on post-accident management
- Scenario in which the accident is now under control with low diffusion of radionuclides
- Innovation : participation of observers from the CLIs and ANCCLI
- Questions regarding possible opportunities in the existence of a knowledge and expertise pool in the CLIs in complement to public authorities and experts

Workshop “Long-lasting contamination & territorial development” (Orsan, Nov. 2011)

- Organised by NERIS-TP, the ANCCLI and the CLI of Marcouleville in Orsan on 17-18 November 2011. 40 to 50 participants
 - Following 2 local-national workshops : Golfech (2007) and Nogent-sur-Seine (2008)
- Objectives :
 - Identify the main stakes in the mid- and long-term response to long-lasting contamination of a territory, notably for local actors;
 - Identify methods, forms of cooperation, tools and processes adapted to complexity of post-accident preparation;
 - Determine future actions, next steps of a process of preparation of territorial actors in the French context
- Presentation & discussion of case studies of actual of long-lasting contamination (nuclear and non-nuclear)
- Presentation of experiences and tools for facilitating post-accident preparedness at territory level

The Orsan workshop (2/3)

- Lessons for the French context learnt from case studies
 - State would play a leading role in short-term crisis management but the mid- and long-term response will mainly rely on territorial actors.
 - Local actors would need State support for the local mid- and long-term response, but are uncertain about the availability of means.
 - Preparation of actors at the territory level is more an issue of territory resilience than an issue of planning.
 - in France, a national post-accident policy had been developed but this does not imply that local communities are effectively prepared.
 - Need of access of local actors to trusted information that effectively responds to their needs requires a plurality of sources of information, of expertise and of measurement.
 - Due to high complexity, it is not possible to develop standard post-emergency planning. However, it is possible, in a given territory, to assess vulnerabilities, identify the key issues at stake, develop cooperative practices in order to develop resilience

The Orsan workshop (3/3)

- Lessons for the French context learnt from experiences and tools for facilitating post-accident preparedness
 - Developing territorial post-accident preparedness requires engagement of different territorial actors and of State level actors
 - Need for a “preparation network” gathering these actors to articulate local pilot projects and a national process of development and update of a public policy
 - The participants also stressed that the exchange of experience between territories at national and international level is an important tool for awareness rising and capacity building of territorial actors.
 - It is difficult for local communities to engage in post-accident preparedness if they are not in close vicinity of a nuclear facility.
 - 2 possible factors of motivation were identified in the French context: integration of post-accident in multi-risk approaches and the obligation for local communities in the perimeter of emergency plans of nuclear facilities to develop Community Safety Plans

Workshop “Review of post-accident initiatives at the territorial level” (Bordeaux, Sept. 2013)

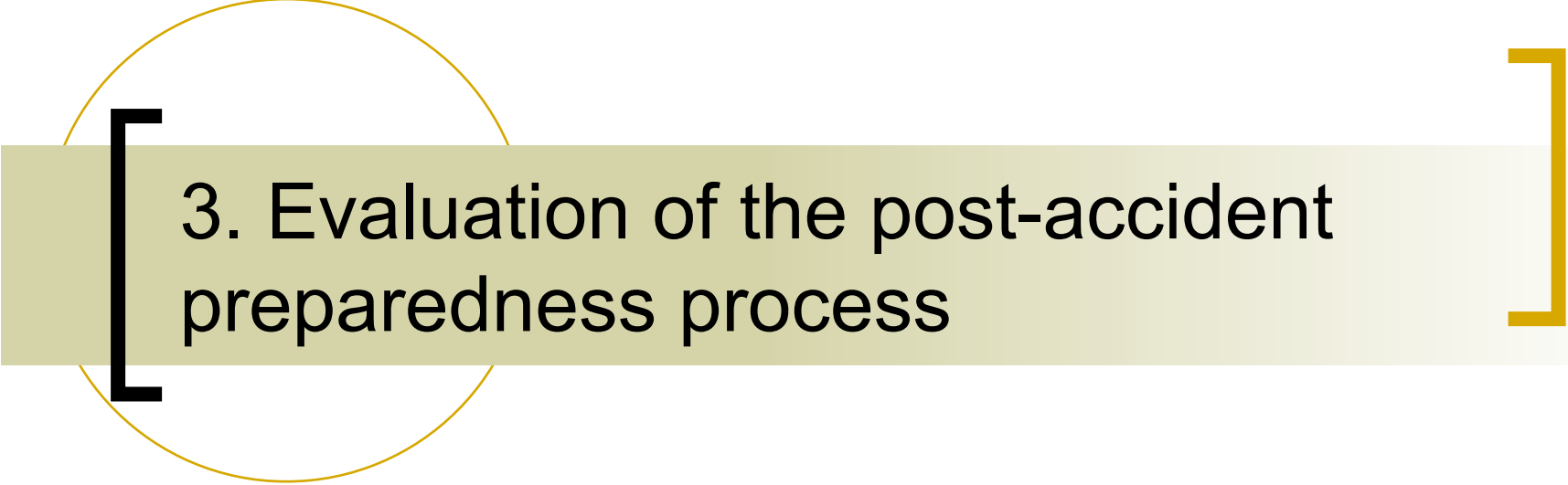
- Organised by NERIS-TP, the ANCCLI and the CLIN du Balyais on 12-13 September 2013 (40 to 50 participants)
- Objective : review and assess preparation to post-accident situations at the local, regional and national level (France, European countries and Japan) and at the international level
- Session 1 : French cases
 - Crisis exercises : Blayais (2012) and Cattenom (2013)
 - ANCCLI “territories and post-accident” permanent group
 - OPAL cartographic tool
 - CODIRPA
 - Adaptation of post-accident policy at the territorial level and pilot process in the Haut-Rhin (guidelines for exiting the crisis phase)
 - Experience of the Community of Towns of Montbéliard
- Session 2: Initiatives in Europe (Norway, Spain) and Japan
- Session 3: initiatives at the European level

Bordeaux Seminar (2/3)

- Lessons learnt from French processes
 - The existence of the national post-accident policy is a necessity but is not enough to ensure preparedness at the territorial level
 - Acknowledgement of the opening of institutional preparation processes (crisis exercises, planning, ...) but local actors wish this to go further in order to integrate all relevant local information.
 - However, recognition of the difficulty to push local engagement
 - 2 complementary directions of work : planning and institutional tools, and resilience of territories
 - Need for an organisation & framework for transition from crisis to recovery and to clarify roles, responsibilities, means, ...
 - Technical tools (like OPAL) for facilitating awareness rising and dialogue are necessary
 - Contrast between the PPI zone (10 km radius) and the extension of potentially affected territories in case of severe accident

Bordeaux Seminar (3/3)

- Lessons learnt from foreign and international processes
 - A key role of experts in a post-accident situation: giving elements of information and references helping all actors do build their choices
 - Post-accident issues are not primarily radiation protection issues. Reconstructing the conditions of life on a contaminated territory is a complex process that requires redefining rebuilding living conditions and a project for the territory. N this, radiation protection is only one among many dimensions
 - In a post-accident situation like Fukushima, non-expert people have proved a capacity to very quickly build knowledge, skills and capacity of actions, notably through networking.
 - A question for experts is how to support this process of deployment of a societal response



3. Evaluation of the post-accident preparedness process

Evaluation of the post-accident preparedness process - Outcomes

- Convergence between 4 different types of processes:
 - Continued development of a reflection of post-accident issues in the framework of European research projects since 1991
 - The development of a post-accident policy in the framework of the CODIRPA process since 2005
 - The development of autonomous reflection and projects of the ANCCLI, the CLIs and some local communities
 - Initiatives taken by the IRSN (PRIME, OPAL) in cooperation with the ANCCLI, CLIs and local communities
- These 4 interconnected processes enabled to develop a multi-stakeholder community of expert & non-expert actors (about 150 people) sharing a common understanding of post-accident issues
- Development of guidelines, clarification of roles
 - But roles & responsibilities are more clearly identified in a period of a few days to a few weeks after the accident than in longer term

Evaluation of the post-accident preparedness process - Outcomes

- Both territorial & national actors included in the preparation process from the beginning of the 2000s
- The CODIRPA process involved territorial actors in a national process then unfolded at the territorial level (testing of elements of the policy)
- Organisation of crisis exercises encompassing post-accident elements contributes to awareness rising of territorial actors.
 - However, this is not a guarantee of steady engagement of these actors over time after the end of the exercise period
- The range of issues considered in these 4 processes goes beyond simple radiation protection & encompass the conditions for human activities on affected territories to maintain in a post-accident situation (notably in the farming sector).

Evaluation of the post-accident preparedness process – Resilience & sustainability

- Local actors engaged in this process are most often originating from territories hosting nuclear facilities
 - Engagement of territories not located in the immediate vicinity is very rare, and the engagement of Montbéliard (located 70 km from the nearest nuclear facility) appears as an exception in the French context.
- Only a fraction of “nuclear” territories is engaged
- Existence of a national policy and of an organisation of local actors (CLIs and ANCCLI) is a factor contributing to the sustainability and continuity of action
- A key issue of concern for the national level as well as for CLIs & ANCCLI : how to move from national post-accident policy development to actual preparedness of a diversity of local actors in all territories potentially concerned by post-accident?

Evaluation of the post-accident preparedness process - Sustainability

- It is uneasy for local stakeholders to mobilise sustainably solely on post-accident issues.
 - inclusion of post-accident issues in a multi-risk perspective is more likely to facilitate sustainable engagement of local actors
 - obligation of local communities neighbouring nuclear facilities to develop a Community Safety Plan is a driver, but questions vis-à-vis the capacity of small local communities to address complex post-accident issues
- In the current context, the sustainability of engagement of local actors in post-accident issues still depends very much on the personal engagement of local actors (e.g. mayors) able to animate and keep vivid a preparation process on their territory.