ESTABLISHMENT OF REGIONAL PARTICIPATION
in the sectoral plan procedure to search for sites for deep geological repositories

Implementation and experiences

PLANVAL

PUBLISHING INFORMATION

Contents

Abbreviations

HLW	high-level waste
LLW	low and intermediate level waste
Nagra	National Co-operative for the Disposal of Radioactive Waste
NPP	nuclear power plant
RC	regional conference
RP	regional participation
SFOE	Swiss Federal Office of Energy
SM	start moderator
ST	start team

Summary

The search and selection procedure for sites for deep geological repositories in Switzerland has been set up to guarantee that the interests and needs of the siting regions are taken into consideration. To this end, participatory bodies were founded in all six potential siting regions. These bodies consist of representatives from the municipalities affected as well as from organisations and the population. The regional participation procedure gives them the opportunity to represent their region and to express their concerns within the process.

The regional participatory bodies were built up between 2009 and 2011 by the SFOE with the help of the siting cantons and regional representatives of public authorities. This report documents the process. A detailed analysis of documents was carried out and qualitative interviews were conducted with all the participants concerned with setting up the participation procedure. The objective was to document the set-up process and to prepare and save at least some of the knowledge and experience gained by the players involved. The final chapter summarises the main findings in the form of "Lessons Learned" and makes some recommendations.

1. Introduction

1.1. Initial situation

Currently, radioactive waste from nuclear power plants (NPP), health care/medicine, industry and research is stored in interim storage facilities and at NPPs. To guarantee safe storage of waste in the long term it needs to be placed in deep geological repositories where it can decay safely over thousands of years until it becomes "innocuous"[1]. The Swiss Federal Nuclear Energy Act and the Nuclear Energy Ordinance, which came into law on February 1, 2005, provide the legal basis for the disposal of waste in Switzerland. An important principle embodied in the law is that Switzerland has to dispose of waste arising in Switzerland within Switzerland. The polluter-pays principle applies here too, which means that the federal government as the producer of waste in the health care/medicine, industry and research area, and the NPP operators have joint responsibility for the disposal of the waste. Both parties were involved in the founding of the National Co-operative for the Disposal of Radioactive Waste (Nagra) in 1972. The Nuclear Energy Ordinance also stipulates that the federal government has to lay down the objectives and requirements for storage in a sectoral plan, in which the procedure for selecting the sites is defined.

1.2. Sectoral Plan for Deep Geological Repositories

The *Conceptual Part of the Sectoral Plan for Deep Geological Repositories* was approved by the Federal Council on April 2, 2008[2] to guarantee the selection procedure would be transparent, comprehensible and binding. The SFOE has the overall responsibility for the project. The main principles of the sectoral plan plan are shown below:

- Safety is the main priority. Permanent protection of humans and the environment must be guaranteed. The aspects of spatial use, ecology, economy and society are all second to those of safety.
- Intensive cooperation with municipalities in the siting regions and the population concerned is envisaged. As a result, a regional participation process will be established.
- The procedure has to be transparent.

The three stages of the search for sites are defined in the Conceptual Part: In *Stage 1*, Nagra will propose a number of siting areas on the basis of safety criteria. In the Swiss disposal concept provisions are made for a deep geological repository for low and intermediate level waste (LLW) and one for high-level waste (HLW). The requirements for the deep geological repository and the host rock differ depending on the waste category. If a site meets the requirements for both categories, the selection procedure could lead to identifying a common site for all categories of waste. In *Stage 2*, the approved siting areas will be narrowed down to at least two sites per waste category. In addition to safety, in this phase attention will also be paid to the spatial planning and socio-economic aspects of the plan. Finally, the remaining sites will be studied more deeply in *Stage 3*. All three stages will be wound up with a formal three-month hearing. Thereafter, the Federal Council will decide on a site for LLW and a site for HLW or on one site for all waste categories. After the Federal Council has made its decision, parliament will have to approve it and a referendum might also be requested.

1.3. Regional participation

Experience with major, complex, environment-related projects has shown that procedures which take place without the directly involvement of those most affected by a proposal are ineffective when decisions have to be taken for which long term support is required[3] The issue of disposal of radioactive

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[1] SFOE 2011a: Fact sheet. Overview: What is the issue? Bern: Swiss Federal Office of Energy SFOE.

[2] SFOE (2008): Sectoral Plan for Deep Geological Repositories. Conceptual Part. Bern: Swiss Federal Office of Energy SFOE.

[3] Cf. Stefan Jordi (2006): Use of participative procedures in the discussion about disposal of radioactive waste. Bern: Swiss Federal Office of Energy SFOE.

waste has been the subject of controversy for almost 40 years[4]. Until now, attempts to solve the problem of disposal have failed in the early stages or have been rejected in cantonal referendums. In roughly the last twenty years in many areas of politics, there has been a growing conviction that conscious involvement of the players affected by a proposal[5] is necessary rather than adopting a decide, announce and defend[6] strategy. In the current sectoral plan procedure the emphasis is placed on open, transparent communication and the involvement of the cantons, regions, municipalities and of the population. A central element of this involvement is the so called "regional participation".

Starting in Stage 2, the regional participation procedure gives the municipalities and the population the opportunity to discuss suggestions made concerning the layout and design of the surface infrastructure. They will also be able to elaborate strategies, measures and projects to help them comprehend and estimate the socio-economical impact of the proposed deep geological repository on the sustainable development of the region[7]. As another aspect of participation, participants will look into which projects and measures could be implemented to provide sustainable development if a deep geological repository is built[8]. A feature of the "regional development approach" is to shift the focus from the "threat" of a deep geological repository on to the long-term development opportunities for the region.

Once the potential siting regions are made known in Stage 1, the regional participation structures will be established according to the *Conceptual Part of the Sectoral Plan for Deep Geological Repositories.* This will permit the population and the municipalities in the siting regions to express their needs and interests and contribute their regional knowledge in *Stages 2 and 3* of the procedure. The SFOE is responsible for setting up the participation procedure and in so doing involves the siting cantons.

1.4. Participation at the end of October 2013

In October 2008, Nagra submitted six proposals for geological siting areas for repositories: Bözberg (today: Jura Ost), Jura-Südfuss, Nördlich Lägern, Südranden, Wellenberg and Zürcher Weinland (today: Zürich Nordost). Preparations were made for the regional participation procedure between 2009 and 2011 (*Stage 1*). Since the end of 2011 (*Stage 2*), "regional conferences"[9], bodies composed of a broad mix of local people, have been active in the regions. This has enabled more than 500 of those directly affected by the proposal to engage in the current procedure. According to the SFOE, with respect to size and form this procedure is unique nationally and even internationally.

1.5. Purpose of the report

1.5.1. Aim

A research project has been set up which will monitor regional participation in order to improve the current participatory processes, identify the strengths and weaknesses of the processes, and provide appropriate support to the regional conferences. This will also make it possible to save the findings gathered from the participating players on the subject of participation. Initially, the set-up process and the participation procedure will be documented by means of a qualitative evaluation. This is the purpose of this report. In the report, consideration will be given to *Stage 1* of the procedure, which ran from mid-2009 (initial meetings of the start teams) until the end of 2011 (foundation of the last regional conferences). The evaluation focusses on implementation of the fundamentals of the concepts and the requirements in daily practice and on the specific cooperation among the participating players.

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[4] Nagra was founded on 4 December 1972.
http://www.nagra.ch/display.cfm/id/100269 Last accessed: 29.10.13

[5] Cf. Jordi (2006), p. 17 f.

[6] Also referred to as the "dead" model.

[7] SFOE (2011d): Sectoral Plan for Deep Geological Repositories. Concept for regional participation. Basic principles and implementation in stages 1 and 2. Bern: Swiss Federal Office of Energy SFOE

[8] SFOE (2011c): Fact sheet 6: Regional participation: Tasks and framework. Bern: Swiss Federal Office of Energy SFOE

[9] Regional participation in Wellenberg is called "Plattform Wellenberg".

Two main aims are served by the evaluation:

- Provide quality assurance for the current participation processes
- Save the knowledge gained in establishing the participation processes

1.5.2. Method

The results of this report are based on detailed analysis of relevant documents on the one hand and on the other on guided interviews with those players who were directly involved in setting up the participation procedure. Neither of these elements were considered in isolation, but rather each complemented the other, with the analysis of documents constituting the major basis for compiling guidelines for the interviews.

Analysis of documents

The analysis of documents served to gain an overview of the entire topic in its complexity. The steps to be taken and the procedure planned for setting up regional participation were laid down in the conceptss and guidelines of the SFOE. Deeper consideration of the minutes of the meetings gave a relatively detailed picture of how each region proceeded in specifically implementing participation and what challenges were encountered in each region. An analysis grid highlighting the most important steps in the set-up process was drawn up to evaluate documents systematically. The relevant information from the documents was inserted in the grid and arranged according to topic.

Evaluations were made of the following documents:

- Conceptss and guidelines of the SFOE for regional participation
- SFOE presentations about regional participation
- Minutes of the nine meetings involving the SFOE and the start moderators[10]
- Minutes and paperwork from more than 70 start team meetings from all six regions
- Further start team documents (communication concepts, etc.) from all six regions
- Other tools used by the SFOE and the start teams

Interviews

Qualitative interviews served to complement and validate the findings from the analysis of documents. Another special objective of the interviews was to gather the lessons learned and the knowledge of those directly involved in the set-up process for regional participation. Interviews were held with the start moderators and the chairpersons of each start team in all six siting regions. If no chairperson had been appointed an interview was conducted with a member of the management team or committee – in consultation with the SFOE. This was the case in Jura Ost, Nördlich Lägern and in Zürich Nordost. A supplementary interview was also held with a representative of the SFOE[11]. The method selected was the "focussed interview" as described by Lamnek (1995)[12]. Open questions on relevant topics were posed on the basis of the interview guidelines. The guidelines focussed on the same topics as the analysis of the documents. Specific priorities with respect to content were defined for each group of players (start teams, start moderators, SFOE). The first two interviews, each held with a start team chairperson and a start moderator, served to test the effectiveness of the guidelines. Minor changes were made to the guidelines to implement better conversation techniques. However, the content as such remained basically the same[13]. All the interviews were held between July 22 and September 25, 2013, using the face-to-face method. Interviews with the start moderators and representatives of the start teams were all recorded and subsequently transcribed – however, not word for word but analogously. The answers received to interview questions were evaluated qualitatively according to the method

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[10] For definitions of the main players participating see chapter 4.

[11] An overview of all the interviews and interview partners can be found in the appendix.

[12] Siegfried Lamnek (1995): Qualitative Sozialforschung. Band 2, Methoden und Techniken. Weinheim: Beltz Psychologie Verlags Union.

[13] The specific interview guidelines are in the appendix.

described by Mayring (2000)[14]. At the same time, relevant answers to specific topics were summarised and categorised to answer specific questions.

Contemplation of the method

Analysis of the documents proved to be a demanding task, because of the volume of different documents and information on the one hand, and because of the complexity of the topic on the other. A further challenge in analysing the documents resulted from the fact that the process was not clearly defined from the very beginning, but rather the concept for the establishment of regional participation was elaborated parallel to the set-up process and the specific procedure was adapted continuously by the start teams and the SFOE. The interviewees provided valuable supplementary information and communicated openly in the main. Because the process had begun four years earlier, it was difficult for some of the interviewees to remember the details. Some of the interviewees are still involved in the current regional participation process, so it was not always easy to separate the set-up phase, which was the object of the interview, from the current participation process. Despite this situation, the procedure followed was assessed as useful in principle for the purpose of systematically gathering the various types of information, integrating the experience of the participants and documenting the set-up process in an understandable manner.

All the details in the report refer to the information gained from the analysis of the documents and the interviews. To make the text easier to read, we do not cite each and every statement made. However, when we cite participants directly, or use specific statements and statistics, references are provided in the footnotes. The body of the report is descriptive; in the main we have desisted from interpreting the findings, but indicate this where we do so. The results are interpreted and recommendations made only in the final chapter (recommendations and lessons learned).

1.5.3. Target audience and structure of the report

Target audience

This report was written first and foremost for experts. Such include the SFOE and the other players directly affected by the process in the municipalities and cantons. Other federal agencies interested in implementing participatory methods might also be included among the target audience, in particular if they would like to establish another major project with similar structures. In addition, the report will provide the authors of the second part of the research project a substantial basis for the implementation of *Stage 2* of regional participation.

Structure of the report

After the introduction, chapter 2 presents a brief outline of how the fundamentals of the concept for the set-up process studied were established. Chapter 3 deals with the six provisional siting regions and their idiosyncrasies. Chapters 4 to 6 describe the specific implementation of the conceptual requirements (cooperation among the players, structure of regional participation and constituting of the regional participatory bodies). The focus of chapter 7 is on the cross-cutting issue of communication, which played a role in various stages of the process. The time plan for and the cost of the set-up process are dealt with in chapter 8. Chapters 3 to 8 end with a brief conclusion summarising the main points. Chapter 9 discusses the main factors for the success of the set-up process from the standpoints of those interviewed. The tenth and final chapter contains the lessons learned and recommendations.

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[14] Philipp Mayring (2000): Qualitative Inhaltsanalyse. In: Forum: Qualitative Sozialforschung. Vol. 1, No. 2, June 2000.

2. From the conceptual part of the sectoral plan to the Concept for regional participation

The subject of this chapter is the concretisation of the requirements for participation mentioned in the conceptual part of the sectoral plan through the *Concept for regional participation*. First, we describe the establishment of the concept, then we define the term "regional participation" and briefly explain the most significant steps planned in the establishment of regional participation. The detailed content of the concept and the concrete implementation process in the regions are explained in detail in chapters 4 to 8.

2.1. Establishment of the Concept for regional participation

Concept for regional participation: *Basic principles and implementation in Stages 1 and 2*[15], describing the specific implementation of regional participation in Stages 1 and 2, came into being with the help of various players and is the result of a lengthy process. This chapter describes in detail the process of establishing the procedure, which is shown schematically in *Figure: 1*.

Figure: 1: Overview of the establishment of the Concept for regional participation
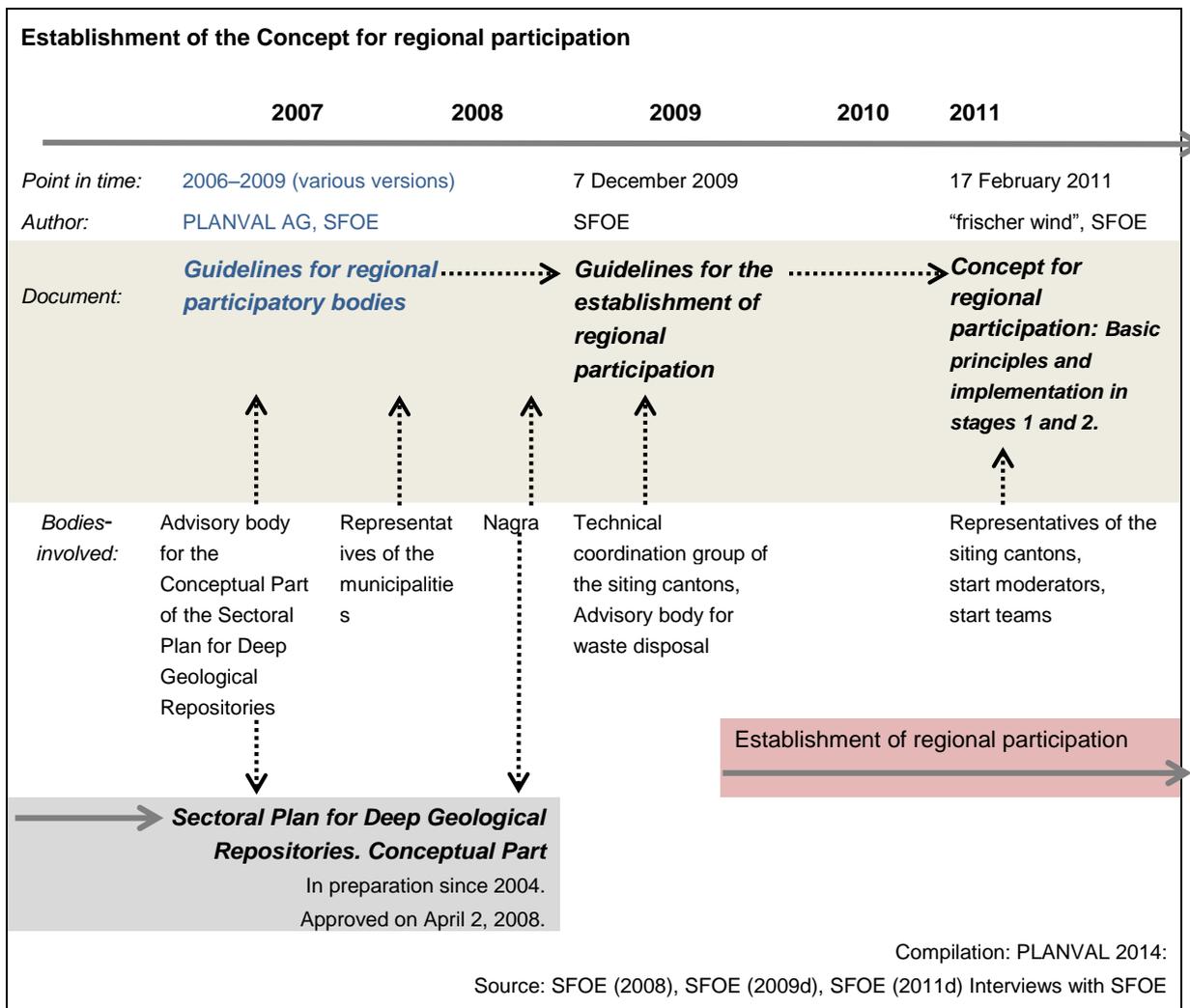
2.1.1. Guidelines for the establishment of regional participation

The SFOE made an intensive study of the subject of participation during the drafting stage of the *Conceptual Part of the Sectoral Plan for Deep Geological Repositories.* Various models of participation

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[15] Cf. SFOE (2011d):

were analysed within the study, *The use of participatory procedures in disposal of radioactive waste[16]*. Further, in 2006, PLANVAL AG was assigned the task of drawing up the guidelines for the regional participatory bodies. In so doing, the SFOE had taken a conscious decision to use knowledge from the field of regional development for the process. Existing drafts of the *Conceptual Part of the Sectoral Plan for Deep Geological Repositories* were implemented into the initial guidelines; at the same time, however, the guidelines provided the basis for further elaboration of the *Conceptual Part*. A workshop was held with representatives of the municipalities where the guidelines were adapted further; they were then discussed with Nagra and modified to align with the *Conceptual Part of the Sectoral Plan for Deep Geological Repositories*, which by then had been approved.

The guidelines established by PLANVAL AG formed the basis for the *Guidelines for the establishment of regional participation* of the SFOE[17]. In compiling the guidelines, the SFOE enlisted the help of the Technical coordination group of the siting cantons and the Advisory body for waste disposal[18]. According to the SFOE, the cantons were critical of the process in particular with respect to their own role. As a result of the federal government's direct cooperation with the municipalities in regional participation, the cantons felt they were being "leveraged out", because the federal administration does not routinely work with the municipalities. To guarantee the involvement of the cantons in the procedure, it was decided to also have representatives of the siting cantons on each of the bodies responsible for the set-up process. The guidelines served as a tool for the federal government and specified the procedure for the establishment of regional participation.

2.1.2. Concept for regional participation: basic principles and implementation in *Stages 1 and 2.*

The *Guidelines for the establishment of regional participation* had originally specified that each potential siting region would elaborate its own concept, which would define "how regional participation should be conducted in the region"[19]. This would give the regions enough room for manoeuvre when taking regional circumstances into consideration. However, it soon became apparent at the time that the regions would rather have had clearer requirements from the SFOE[20], so after consulting the start moderators the SFOE decided to elaborate a common concept for all regions. This concept was compiled in cooperation with two start moderators from the company "frischer wind". The final version of the concept included the findings from a workshop held with representatives of the SFOE, the cantons of Zurich and Aargau, and all the start moderators on the one hand, and the feedback from the start teams on the other. The existing guidelines and the newly compiled concept were combined to establish the document *Concept for regional participation: basic principles and implementation in stages 1 and 2*[21].

2.2. Definition and principles of regional participation

Participation is defined as follows in the *Conceptual Part of the Sectoral Plan for Deep Geological Repositories*[22]:

"By means of participatory procedures citizens and organisations affected by projects receive the opportunity to contribute and to assert their rights in situations where others determine or exercise influence over their circumstances or interests. Participatory procedures include activities undertaken by the citizens and organisations affected by projects to influence decisions on the various levels of the political system."

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[16] Cf. Jordi (2006).

[17] Cf. SFOE (2009d): Sectoral Plan for Deep Geological Repositories. Guidelines for the establishment of regional participation Bern: Swiss Federal Office of Energy SFOE.

[18] Cf. SFOE (2011d), p. 4

[19] Cf. SFOE (2009d), p. 13

[20] Interview with Stefan Jordi, representative of the SFOE

[21] To keep things simple in the text we refer to the *Concept for regional participation*.

[22] SFOE (2008), p. 91

This definition leaves much room for manoeuvre and does not directly refer to the specific topic of the search for sites for deep geological repositories. For this reason, a more concrete approach was taken in the *Concept for regional participation*, as show below[23]:

"Within the terms of the Sectoral Plan for Deep Geological Repositories, regional participation refers to the means made available to a siting region to cooperate in the process – by getting involved and having a say in matters. By means of the regional participation process the population, institutions and interest groups based inside or outside the siting regions can present their demands, concerns, questions, needs and interests to the federal government and to the municipalities in the siting regions."

According to the *Concept for regional participation,* all involved should refer to this definition in the course of participation*.*

In addition to defining the term participation, the *Concept for regional participation* also provides the following principles for regional participation[24].

Regional participation:

- Is legitimised by the Sectoral plan for deep geological repositories
- Makes comprehensive involvement of the interests in the siting regions possible
- Has clearly defined tasks and possibilities
- Constitutes a body which can form opinion in the siting regions
- Makes a service agreement with the SFOE from which it receives the necessary funds

2.3. Main steps in establishing regional participation

The main steps planned in the procedure for establishing regional participation can be derived from the *Guidelines for establishing regional participation*. These steps do not proceed in chronological order, but rather overlap in time and/or are continued throughout the entire process (public relations). Chapters 3 to 8 show how the steps were implemented in the six provisional siting regions.

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[23] SFOE (2011d), p. 19
[24] SFOE (2011d), p. 19

Table 1: Main steps in the establishment of regional participation according to the guidelines

Step	Procedure	**Further information** (in this report)
Informing the siting municipalities	Between May and August 2009, the siting municipalities will be informed by the SFOE and the siting cantons about the establishment of regional participation and the tasks involved.	*Cf. chapter 4*
Formation of start teams and selection of start moderators	Formation of "start teams" as a preparatory group (consisting of members of regional authorities, representatives of the SFOE and the siting cantons and representative from Germany if required). Formation of the teams and the selection of "start moderators" to facilitate the process is the first major milestone in the preparation of regional participation.	*Cf. chapter 4*
Definition of the provisional siting regions	During the establishment phase, the federal government and the cantons will define the provisional siting regions geographically. The start team would then be informed of the findings in good time.	*Cf. chapters 3 and 4.*
Clarification of the financial framework and the time frame	Once the start team has been formed, the financial framework and the time frame can be clarified and implementation of the processes can then be defined. Each start team concludes a service agreement with the SFOE.	*Cf. chapter 8*
Determining and creation of the structure and organisation	A concept has to be compiled showing how participation in the regions will be carried out. In doing so it will be necessary to clarify to what extent existing structures can be tied in or whether a new organisational form will need to be established. The start team creates the necessary structure.	*Cf. chapter 5*
Survey of the social structure of the region	A survey has to be made of the social structure of the region to be able to recruit the relevant regional players, identify the most sensitive issues and pinpoint other factors important to the region. This will serve as the basis for determining the composition of those involved in regional participation.	*Cf. chapter 6*
Public relations activities (in parallel) and finding participants	The start team is responsible for public relations activities in the provisional siting regions. To find people willing to participate in the regional participation procedure, regional political parties, organisations and citizens interested in the topic also need to be informed and encouraged to take part.	*Cf. chapters 6 and 7.*

Compilation: PLANVAL 2014:
Source: SFOE (2009b):

3. Provisional siting regions

Before describing the establishment of regional participation, the next chapter shows how the perimeters of the provisional siting regions were determined. Each of the regions is presented briefly along with the peculiarities of the region.

3.1. Definition of the provisional siting regions

The provisional siting regions were determined step by step in accord with the *Sectoral plan for deep geological repositories*. Figure 2 shows the composition of the regions in schematic form.

Figure 2: Schematic depiction of a siting region
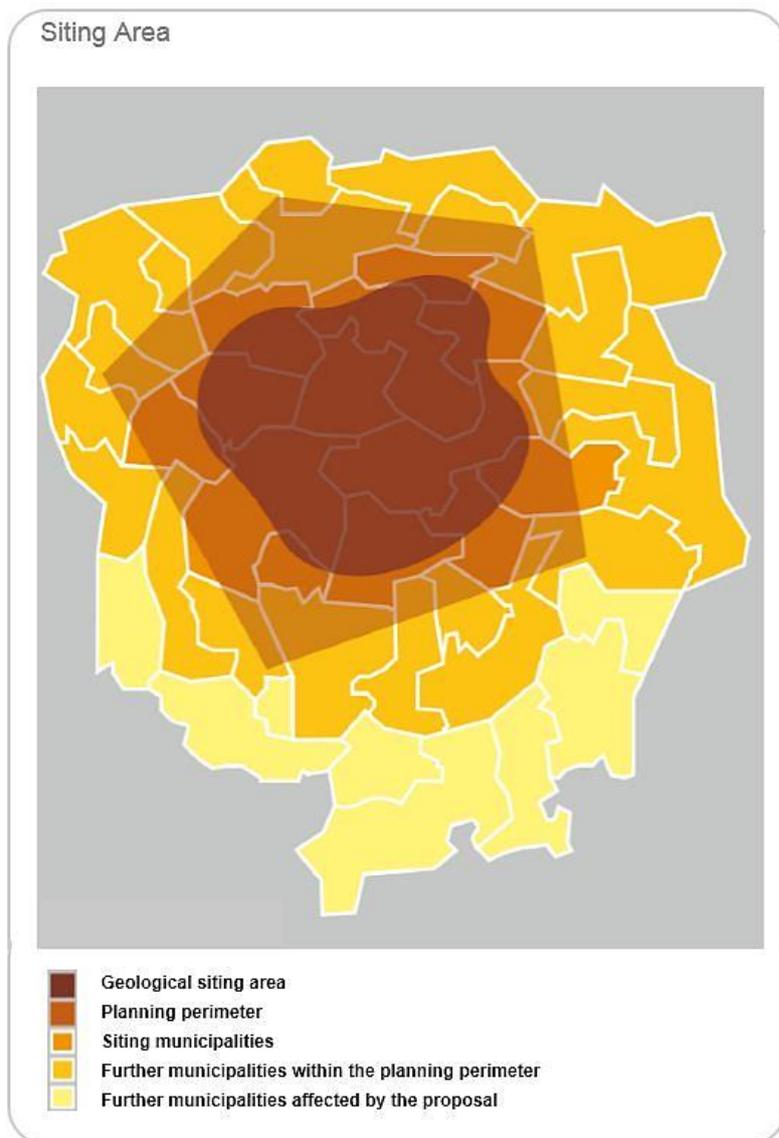
Source: SFOE (2009a), p. 24

Geological siting areas

In October 2008, Nagra proposed six potential siting areas based on safety criteria after determining that the geological substratum could be suitable for a deep geological repository: Jura-Südfuss, Südranden and Wellenberg for LLW, Jura-Ost, Nördlich Lägern and Zürich Nordost, which could be considered for depositing both LLW and HLW.

Planning perimeter

In *Stage 1,* a planning perimeter was determined for each of the six geological siting areas based on the *Conceptual Part of the Sectoral Plan for Deep Geological Repositories*. This designates the "geographical area to which the geological siting area could be extended to taking into consideration the

potential layout of the surface facilities required"[25]. In contrast to the geological siting area, the planning perimeter cannot be directly derived from the geological substratum; spatial planning and environmental criteria supervene.

Siting region

The provisional siting regions are finally defined based on the planning perimeters. According to the *Conceptual Part of the Sectoral Plan for Deep Geological Repositories,* a siting region is composed of the following municipalities:

- *Siting municipalities*: Municipalities below which part of or the entire geological siting area is situated.
- *Municipalities within the planning perimeter:* Municipalities, which are partially or entirely within the planning perimeter.
- *Further municipalities affected*: Where justified other municipalities can be included in the siting region (not shown in Figure 2).

The criteria for determining which further municipalities are affected by the proposal are stated precisely in the document *Criteria to define the "further municipalities affected by the proposal"*[26]. These are municipalities bordering directly on the municipalities in the planning perimeter and . . .

- … which are affected by the local building site, deliveries to the site and further infrastructure such as transshipment sites or
- … which from the standpoint of the existing spatial borders, such as mountain ranges or rivers and lakes, are counted to the nearer region or
- … which have strong economic bonds with siting municipalities, such as through labelled products or major tourist attractions.

Based on these criteria, the SFOE drafted a suggestion for each region as to how provisional siting regions could be determined. These proposals were discussed and amended with the help of representatives of the siting cantons affected by the proposal, the bordering German administrative districts and the provisional start teams, then revised by the SFOE and finally determined when the Federal Council approved Stage 1.

3.2. Description of the provisional siting regions

3.2.1. Overview

Figure 3 shows the six provisional siting regions for a deep geological repository defined on the basis of the criteria mentioned earlier: Jura Ost, Jura-Südfuss, Nördlich Lägern, Südranden, Wellenberg and Zürich Nordost. The geological siting areas are coloured green, the provisional planning perimeters are shown in red. The further municipalities affected by the proposal – which also belong to the provisional siting regions – are not shown.

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[25] Cf. SFOE (2008), p. 23

[26] SFOE (2009c): Sectoral Plan for Deep Geological Repositories. Criteria to define the further municipalities affected by the proposal. Bern: Swiss Federal Office of Energy SFOE.

Figure 3: Provisional siting areas for deep geological repositories
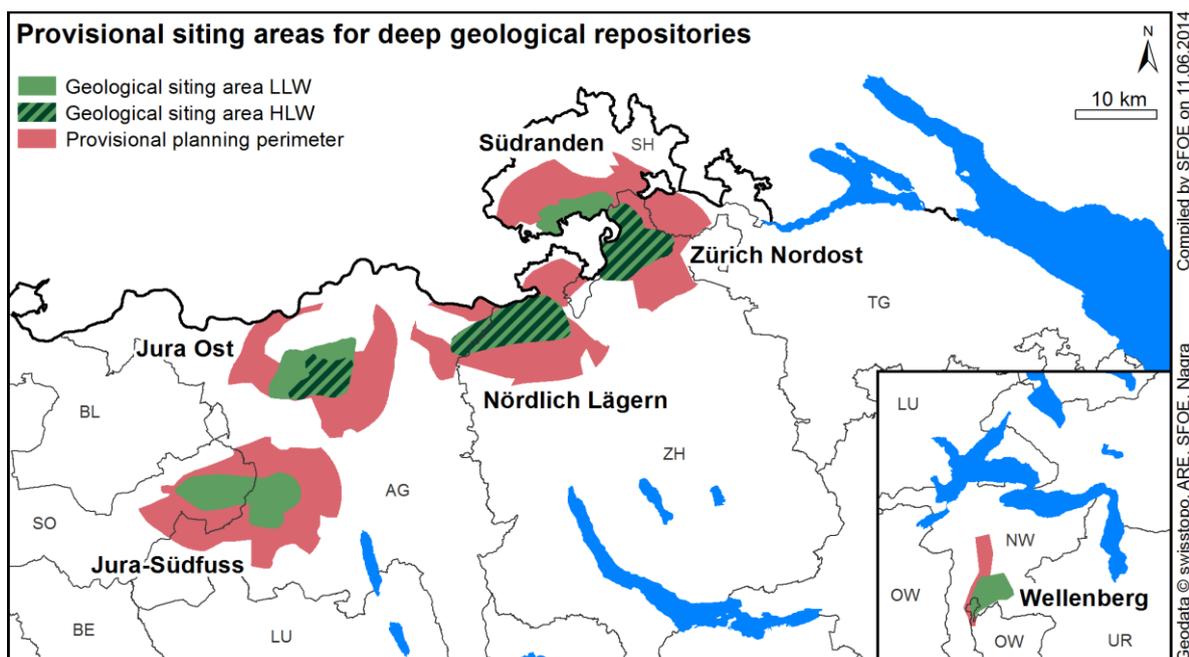
Table 2 provides an overview of the composition of each provisional siting region. The various regions differ greatly with respect to size as well as the number of cantons affected by the proposal. We will now briefly describe the provisional siting regions as mentioned in the document *Provisional siting regions, Stage 1*[27]. The statistics cited for the population and area are taken from each of the surveys of social structures from 2010[28]

Table 2: Provisional siting regions according to area and degree affected

	Area	Total population	Number of siting municipalities	Total municipalities affected	Cantons affected	Administrative districts affected (D)	Percentage of the population in Germany
Jura Ost	40,618 ha	132,540	20	49	AG	Waldshut	30 %
Jura-Südfuss	33,301 ha	202,257	24	47	AG, SO	-	-
Nördlich Lägern	43,697 ha	133,599	15	49	AG, SH, ZH	Waldshut	19 %
Südranden	49,225 ha	110,320	5	42	SH, TG, ZH	Constance, Waldshut*	16 %
Wellenberg	25,867 ha	28,567	2	8	NW, OW	-	-
Zürich Nordost	38,027 ha	102,607	12	39	SH, TG, ZH	Constance, Waldshut*	11 %

* A representative of the Schwarzwald-Baar administrative district will also be included in Südranden and Zürich Nordost in Stage 2.

Compilation: PLANVAL 2014:
Source: Rütter+Partner (2010), SFOE (2010)

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[27] SFOE (2010): Provisional siting regions, Stage 1. Bern: Swiss Federal Office of Energy SFOE.

[28] Rütter+Partner (2010): Survey of the social structures in the Sectoral plan procedure for deep geological repositories. Part I: Socio-economic profile of the provisional siting regions. Rüschlikon: Rütter+Partner. (A separate document is available for each of the six regions.)

3.2.2.   Jura Ost

The provisional siting region of Jura Ost lies west of Baden and to the north of Aarau. In addition to the 20 siting municipalities, a further 29 municipalities are included in the provisional siting region. In total, this region consists of 49 municipalities, 45 of which are in the Canton of Aargau and four in Germany. Unique in this instance among the six regions is the fact that only one Swiss canton is affected by the proposal. The total area of the region is 40,618 ha. The region has a population of 132,540, 70 % of whom live on Swiss territory and 30 % in Germany[29].

Nagra did some deep drilling in the region in the 1980's[30]. In addition the region had already had been confronted with the topic of nuclear power before the sectoral plan procedure began because the NPPs Beznau 1 and 2 are located in the area as is the interim storage solution for radioactive wastes at Würenlingen.

3.2.3.   Jura-Südfuss

The provisional siting region of Jura-Südfuss lies parallel to the main route between Zurich and Bern. In addition to the 24 siting municipalities a further 23 municipalities are included in the provisional siting region. There are 47 municipalities in the region, of which 28 are in the Canton of Aargau and 19 in the Canton of Solothurn. In addition to Wellenberg – Jura-Südfuss is the only region, which does not include a municipality in Germany. The region is 33,301 ha in area and is much more densely populated than Switzerland on average. The region has a population of 202,257 and is the most densely populated of the six provisional siting regions[31].

Before the sectoral plan procedure was instituted, the region was familiar with the topic of nuclear power because NPP Gösgen is located in this area. When the sectoral plan procedure began, the region was in a unique situation because a general licensing procedure for a new NPP was being dealt with at the time[32].

3.2.4.   Nördlich Lägern

The provisional siting region of Nördlich Lägern lies between Bad Zurzach and Kloten. In addition to the 15 siting municipalities, there are a further 26 municipalities in the region. There are 41 municipalities in the region in total, of which 26 are in the Canton of Zurich, 15 in the Canton of Aargau, two in the Canton of Schaffhausen, and six in Germany. Two of the German municipalities also overlap into Zürich Nordost. The region has a population of 133,599, 81 % of whom live on Swiss territory and 19 % in Germany. The area of the entire region is 43,697 ha and the population density is almost twice that of the average for Switzerland.

As in Jura Ost, Nagra did some deep drilling in Nördlich Lägern in the 1980's.

3.2.5.   Südranden

The provisional siting region of Südranden lies in the north of the Canton of Schaffhausen and only encompasses five siting municipalities. When the provisional siting regions were being formed, this area was increased massively through the addition of 37 further municipalities. The region includes a total of 42 municipalities, 22 of which are located in the Canton of Schaffhausen, 12 in the Canton of Zurich, three in the Canton of Thurgau and five in Germany. The region partly overlaps the provisional siting region of Zürich Nordost. The region has a total population of 110,320, 84 % of whom live on the Swiss side of the frontier and 16 % on the German side. The total area of the siting region is 49,225 ha.

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[29] Cf. Rütter+Partner (2010).

[30] Cf. Nagra: http://www.nagra.ch/de/haajuraost.htm, last accessed: 22.10.13.

[31] Cf. Rütter+Partner (2010).

[32] Cf. brief note on the meeting with the provisional Jura-Südfuss start team of 9.9.09.

The Südranden region, which is mainly situated in the Canton of Schaffhausen, was confronted with a special situation from the very beginning. Since the 1980s, when regional seismic investigations took place in the area between Olten and Schaffhausen, cantonal legislation has been in force, which obliges all authorities to oppose any planned storage facility for nuclear waste. In 2011, the legislation was amended to the effect that deep geological repositories in the adjoining areas should also be opposed[33].

3.2.6. Wellenberg

The provisional siting region of Wellenberg consists of just two siting municipalities and five municipalities further affected by the proposal. Seven municipalities belong to the Canton of Nidwalden and one to the Canton of Obwalden. With a total population of 28,567, the region is significantly smaller than the other five regions. The total area of the region is 25,867 ha so it is very sparsely populated in comparison to the rest of Switzerland – and the other regions.

The name Wellenberg has long figured in the history of the discussion on disposal of radioactive waste. The original plan to construct a storage facility for LLW was rejected in 1995 in a cantonal vote, and in 2001 voters in Nidwalden also rejected a project for an exploration tunnel[34].The emotionally conducted voting campaign in the region led to deep divisions in the population and once the project was rejected, the majority of the population felt the discussion was now closed. For this reason, the municipalities did not offer any political support for the sectoral plan procedure from its inception[35].

3.2.7. Zürich Nordost

The provisional siting region of Zürich Nordost extends between Schaffhausen and Winterthur and lies mainly in Weinland, Zurich. In addition to the 12 siting municipalities, there are a further 27 municipalities in the region. Zürich Nordost thus includes 24 municipalities in the Canton of Zurich, eight in the Canton of Schaffhausen, three in the Canton of Thurgau and four in Germany. The region partly overlaps the provisional siting region of Südranden; in addition, two of the German municipalities also lie within the provisional siting region of Nördlich Lägern. Zürich Nordost has a population of 102,607, 89 % of whom live on Swiss territory and 11 % in Germany. The total area of the region is 38,027 ha and the population density is significantly above average when compared to Switzerland overall.

In 2002, Nagra submitted a demonstration of feasibility concept based on Weinland, Zurich (today: Zürich Nordost), thus establishing that it was possible in principle to construct a deep geological repository in Switzerland[36]. At the time, Nagra recommended Benken as the location of the site. In 2006, the Federal Council decided to broaden the search for sites to include other areas. As a result of the Sectoral plan procedure the area around Benken was no longer the sole focus of attention, a fact which led to comparatively higher acceptance for the Sectoral plan procedure.

3.3. Conclusions reached about the provisional siting regions

- In addition to the geological aspects, spatial planning, socio-economic and environmental criteria were decisive for defining the provisional siting regions. This means the provisional siting regions are significantly larger in area than the siting regions, which were proposed solely on the basis of the safety and geological criteria.

- Apart from Wellenberg, all of the provisional siting regions have a higher average population density than the rest of Switzerland.

- The provisional siting regions are relatively heterogeneous areas – which had not been combined into regions up until now.

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[33] Cf. Gesetz gegen Atommüll-Lagerstätten, Kanton Solothurn, vom 4. September 1983.
http://rechtsbuch.sh.ch/fileadmin/Redaktoren/Dokumente/gesetzestexte/Band_8/814.500.pdf last accessed: 22.10.13.

[34] Cf. SFOE (2011a).

[35] Cf. brief note on the meeting with the provisional Wellenberg start team of 4.9.2009.

[36] Cf. Nagra: Demonstration of feasibility http://www.nagra.ch/de/haajuraost.htm, last accessed: 22.10.13.

- Both, Wellenberg and Zürich Nordost, have each figured prominently in the history of the search for sites for a deep geological repository. However, each history is completely different and each has had a completely different impact on the acceptance of the sectoral plan procedure in the regions. In Wellenberg, where two votes of the topic have been held, political acceptance for the procedure is tangibly low while people in Zürich Nordost felt a sense of relief after the spotlight was shifted from the area as the sole potential deep geological repository site as a result of the sectoral plan.

4. Participating players and cooperation

This chapter describes how the start teams were formed, the selection of the start moderators and their tasks. A description is given of the conceptual requirements and how such were implemented as well as the experience gained and the findings of the various players participating in the process.

4.1. Definition of the main participating players

Figure 4 shows the organisational structure foreseen in the concept and the main players participating in the process of establishing regional participation. In the following paragraphs, we explain briefly the tasks and roles of each based on the *Guidelines for the establishment of regional participation* and the *Concept for regional participation.*

Figure 4: Structure for the establishment of regional participation during Stage 1
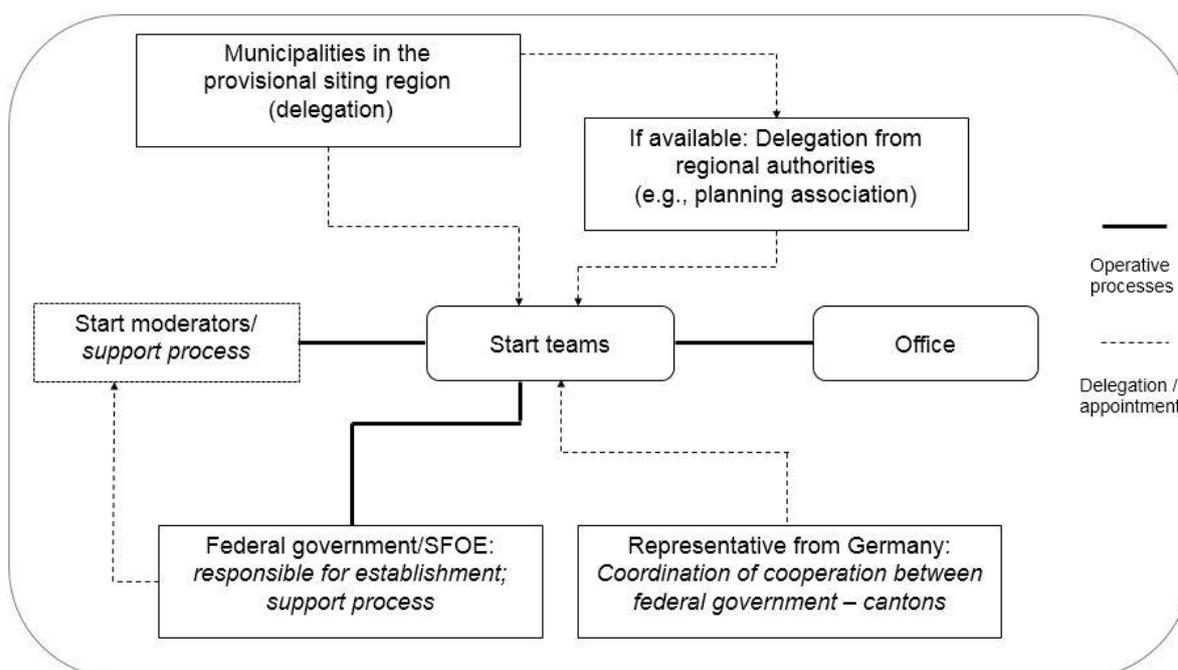
Source: Cf. SFOE (2009d), p. 9

SFOE	The SFOE is the authority leading the procedure and is responsible for setting up the structures and concrete implementation of regional participation in the provisional siting regions. The SFOE is also responsible for the supra-regional information and communication with the public incumbent with this task. The office also draws up service agreements and concludes contracts with the body responsible within the regional participation process.
Cantons	While organising participation the siting cantons have the task of coordinating cooperation between the federal government and municipalities.
Municipalities	The municipalities in the siting regions form the "supporting bodies" of the participatory procedure. They work together with the SFOE in organising and implementing regional participation and represent the interests of the region[37]. Because they bear the political responsibility, they also have to be represented in the regional participation procedure.

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[37] A detailed list of all tasks allotted to the municipalities in the sectoral plan can be found in the *Guidelines for the establishment of regional participation*, SFOE (2009d), p. 4 f.

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Start team	The start team is the preparatory group that prepares and establishes regional participation in each siting region. Each team consists of a delegation of members of municipal authorities from the provisional siting regions and representatives from Germany (if applicable). A start moderator supports the start team in establishing the participation procedure. Each start team also sets up an office as a point of contact.
Office	The office cares for administrative tasks, such as arranging start team meetings, administering funds and taking care of the required paperwork.
Start moderators	The start moderator supports the start team in initiating and establishing regional participation. The start moderator can moderate start team meetings and act as an intermediary when conflicts arise.

4.2. Formation of the start teams

4.2.1. Fundamentals of the concept

The *Guidelines for the establishment of regional participation* stipulate that each provisional siting region can form a start team to prepare the regional participation process. In every case, this team will consist of a delegation of members of municipal authorities from the provisional siting regions, a representative from Germany if applicable, one representative from the SFOE and one from the siting cantons. Between May and August 2009, the siting municipalities will be informed about the establishment of regional participation and about the tasks of those involved The SFOE will inform those concerned in cooperation with the siting cantons.

4.2.2. Implementation

Once Nagra had published the names of the six potential siting areas for a deep geological repository in November 2008, the authorities and the population of the siting municipalities were informed by the cantons, the SFOE and Nagra about the overall sectoral plan procedure. Between May and August 2009, the SFOE and the cantons arranged for events to be held in all six regions during which the authorities of the siting municipalities were informed about the procedure for the establishment of regional participation. The sectoral plan procedure was then presented – and special emphasis was placed on the cooperation between the federal government, the cantons and the municipalities, and on the tasks of the municipalities.

The process of constituting the start teams proceeded differently in each region. Some start teams were formed by merging existing regional authorities while in others completely new structures had to be created. Besides, at the time when the provisional start teams began their work, only the names of the siting municipalities had been published – as described in chapter 3 – but the further municipalities affected by the proposal in the siting region were not yet known. This meant the start teams had to be enlarged during the set-up process, a process that was handled differently depending on the region concerned. In the next paragraph, we explain briefly how each start team was formed. Table 3 provides an overview of the size and composition of the final start team in each region.

Table 3: Overview of the composition and size of the final start teams

	Size (excluding the start moderator)	Municipalities	Regional delegations of authorities	Cantons	German representatives	Office
Jura Ost[38]	12 persons *(11 men, 1 woman)*	Bözen, Effingen, Gipf-Oberfrick, Mönthal, Riniken, Unterbözberg, Zeihen	Planning association Fricktal Regio, Baden Regio, Planning association Zurzibiet	Aargau	Mayor of Laufenburg, Germany	Planning association Fricktal Regio
Jura-Südfuss[39]	7 persons *(7 men)*	-	PRA (Planning association Region Aarau), GPN (Conference of municipal mayors of Niederamt)	Aargau Solothurn	-	GPN (Conference of municipal mayors of Niederamt)
Nördlich Lägern[40]	17 persons *(13 men, 4 women)*	Buchberg, Eglisau, Fisibach, Hochfelden, Höri, Niederweningen, Rafz, Stadel	PZU (Planning group Zürcher Unterland), Baden Regio, Planning association Zurzibiet	Aargau Schaffhausen Zurich	Mayor of Hohentengen, Germany	Municipality of Eglisau
Süd-randen[41]	13 persons *(11 men, 2 women)*	Benken, Beringen, Guntmadingen, Neuhausen, Neunkirch, Stadt Schaffhausen, Wilchingen	-	Schaffhausen Thurgau Zurich	Lady mayor of Jestetten, Germany Representative of the administrative district of Waldshut	Municipality of Neuhausen
Wellen-berg[42]	8 persons *(8 men)*	Beckenried, Buochs, Dallenwil, Ennetmoos, Wolfenschiessen Engelberg*, Oberdorf*, Stans* ** withdrew from the ST in 2010*	-	Nidwalden Obwalden	-	Margadant (company)
Zürich Nordost[43]	12 persons *(9 men, 3 women)*	Benken, Marthalen Schlatt, City of Schaffhausen, Trüllikon	Planning group Zürcher Weinland	Schaffhausen Thurgau Zurich	Mayor of Lottstetten, Germany Representatives of German administrative districts	Municipality of Trüllikon

Compilation: PLANVAL 2014:
Source: Minutes of start team meetings

Jura Ost

After the siting municipalities had been informed about the sectoral plan procedure and regional participation by the SFOE in May 2009, the "Fricktal Regio" planning association coordinated the

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[38] As at August 2010: Source: Guidelines for communication, platform Bözberg, appendix to the meeting of the Jura Ost start team of 10.8.2010.

[39] As at April 2010: Source: Organigram platform Jura-Südfuss of 16.4.10.

[40] As at May 2010. Source: Minutes of the meeting of the Nordlich Lägern start team of 10.5.10

[41] As at June 2010. Source: Minutes of the meeting of the Südranden start team of 11.6.10

[42] As at June 2010. Source: Minutes of the Wellenberg start team meeting of 1.6.10; organigram ST Wellenberg of 3.2.11

[43] As at June 2010. Source: Organisational document of Zürich Nordost start team of 8.6.10.

formation of the "Plattform Bözberg" using a nomination procedure held in all the region's municipalities. This platform formed the provisional start team, which then held a kick-off meeting with the SFOE in August 2009. Already at the third meeting in December 2009, a representative of the neighbouring Germany municipality was also present. When the provisional siting regions were being determined, the start team was enlarged by the addition of a representative of the "Baden Regio" and of the Zurzibiet planning associations. The office was set up at the "Fricktal Regio" planning association. The start team deliberately desisted from chairing the group; however, at the fifth meeting a management team of four persons was formed to make it easier to handle operative tasks.

Jura-Südfuss

The Jura-Südfuss start team was formed from two existing regional associations in the provisional siting area: the "Region Aarau" planning association on the part of Aargau and the "Conference of municipal mayors of Niederamt" on the part of Solothurn, to which the office was affiliated. In September 2009, this body held its first meeting with the SFOE. In addition to the establishment of regional participation, another topic discussed was the situation in Niederamt, where an application for a general licence for a new NPP was under consideration at the time. In an open letter to the former head of DETEC (Department of the Environment, Transport, Energy and Communication), Federal Councillor Moritz Leuenberger, the Conference of municipal mayors of Niederamt had criticised the sectoral plan procedure and requested that both procedures be better coordinated. To be able to state what the impact of a deep geological repository would be in the build up to the vote about a new NPP, the Conference of municipal mayors would have preferred to have moved up the basic socio-economic study[44] and to have had the effects of a new NPP in the region studied too. The SFOE showed its understanding for the special circumstances but made clear that giving preference to the study would be contrary to the stage by stage procedure used in the sectoral plan and would only really be justifiable if the sites for the surface facilities were known[45]. Although critical of the SFOE, the Jura-Südfuss start team began working after the kick-off meeting. In contrast to the other regions, the start team deliberately desisted from enlarging the start team once the provisional siting regions had been determined. Their reasoning was that work in the small, balanced, cantonal team had proved to be effective and efficient. To legitimise the procedure, formal consent was obtained from the planning associations concerned and the municipalities affected by the proposal were informed. As there was no objection and little interest in general in the municipalities, the start team was left as it was with the original members. Thus, the start team was comparatively small. According to the team's own information, it did not claim to be representative of the region at the time. This aim would be attained later by means of the regional conference. All six planning associations and all 47 municipalities within the planning perimeters received the minutes of the start team meetings as direct information.

Nördlich Lägern

In October 2008, the planning group Zürcher Unterland (PZU) formed the "Forum Lägern Nord" as it gradually became clear that the region could be a potential site for a deep geological repository. The forum was created jointly by the municipalities affected by the proposal with the objective of representing the interests of these communities. A core group was selected from the forum which formed the Nördlich Lägern start team and which held its first meeting with the SFOE in September 2009. In the course of defining the provisional siting regions, this group was enlarged by a representative from each of the municipalities in Schaffhausen, a representative of the Canton of Schaffhausen, a representative of the Zurzibiet planning association, a representative of "Baden Regio" and a representative of the German municipalities. The start team's office was located in the municipality of Eglisau, where the office of "Forum Lägern Nord" was already situated. The start team also set up a press office. The start team had 17 members and was relatively large when it came to handling operative tasks. It was not reduced in size, so it could represent as many interests as possible. However, a committee of four members was formed.

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[44] The basic socio-economic studies are planned for Stage 2 according to the Conceptual part of the sectoral plan.

[45] Cf. brief note on the meeting with the provisional Jura-Südfuss start team of 9.9.09.

Südranden

In contrast to other regions, there were no established structures in Südranden on which the start team could build. In May 2009, the SFOE and the Canton of Schaffhausen met at an information meeting involving members of authorities from all the municipalities. The municipalities were unsure for a long time whether to participate or not in the procedure to search for a site. They felt they were being forced into cooperating in the establishment of regional participation. The situation was made all the more complicated by the legislation in the Canton of Schaffhausen which was interpreted to mean all members of the executive had to oppose a deep geological repository. In the end, the municipalities affected by the proposal decided to participate – as shown in this quotation:

"We have spent much time thinking about whether we should participate at all in the establishment of regional participation. Having thought about the matter, we concluded that "those who run away are always in the wrong", so we have decided to participate."

<div align="right">Stephan Rawyler, representative of the Südranden start team</div>

The start team was constituted on June 11, 2011. The team consisted of a delegation from the five siting municipalities, a representative of the city of Schaffhausen, one representative from each of the municipalities affected by the proposal in the Canton of Zurich and in Germany, a representative of the German administrative district of Waldshut and one from the Cantons of Zurich and Thurgau; the latter was also to represent the municipalities in the canton. The start team also engaged a communication consultant. The office was affiliated to the municipality of Neuhausen. In contrast to the other regions, the start moderator managed the office. A committee was formed incorporating the chairman, his two deputies, the representative of the Canton of Schaffhausen, and the start moderators.

Wellenberg

In the Wellenberg region, representatives of the two sole siting municipalities, Wolfenschiessen in the Canton of Nidwalden and Engelberg in the Canton of Obwalden, and one representative from each canton held their first meeting with representatives of the SFOE in September 2009. Six further municipalities would join later when the provisional siting region was enlarged. The start team was confronted with a difficult situation from the beginning. Because of the earlier history of the region, including the two votings against Wellenberg as a site for a LLW repository, there was no political support for the sectoral plan procedure in the municipalities. Those directly affected by the proposal had strong misgivings fearing that participation in the start team could lead the population to think they were now in favour of a deep geological repository in Wellenberg. The start team was eventually enlarged, however, the municipalities of Stans, Oberdorf and Engelberg withdrew from the body during the set-up process. The office was deliberately not located in one of these municipalities for political reasons. An external office – domiciled outside the region – was assigned the task of running the office. The office manager, the chairman of the start team and the start moderator constituted the committee.

Zürich Nordost

The "Forum Opalinus" was set up in the Zürich Nordost region after the demonstration of feasibility was published which indicated that the region could be a potential location for a site for the disposal of radioactive waste. The forum was originally founded so the municipalities could communicate with one voice. The provisional start team was formed from a delegation from this forum, and it held its first meeting with the SFOE in September 2009. As a result of the subsequent enlargement of the provisional siting regions, a representative of the German municipalities, a representative of each of the German administrative districts affected by the proposal and of the Canton of Schaffhausen were added to the team. The office could be established in the offices of the municipality of Trüllikon.

4.3. Procedure followed to define the tasks and roles of the start teams

4.3.1. Fundamentals of the concept

According to the *Concept for regional participation*, the start teams have the task of establishing regional participation in each siting region in conjunction with the SFOE. The start teams are to coordinate the various activities required to establish participation and organise set-up forums. They are also

responsible for public relations activities in the region. Jointly with the SFOE, the start team decides on the composition of the regional conference. The start teams' offices are responsible for administrative tasks and function as regional points of contact for the participation process.

4.3.2. Implementation

After the definite start teams in each of the regions had been constituted, they gathered for regular meetings with the respective start moderator and a representative of the SFOE. The objective of the meetings was to plan the procedure to establish participation in the region.

At the initial meetings – in addition to discussing the enlargement of the provisional siting regions – the main aim was to clarify the roles of the start team, the offices and of all other participating players. In the first place information had to be provided about the sectoral plan procedure and appreciation had to be built up for the general purpose of regional participation, as well as what it consists of and which questions participants would have a say on. Central to this phase was for the participating municipalities and players to realise that participating in the start team was not tantamount to approval of a deep geological repository. Clarification of this basic principle was crucial to gaining the constructive participation of the players affected by the proposal and for the success of the further set-up process, as the following quotation shows:

"In the first place it was vital for us to understand what the tasks of regional participation really are, or what they are not, as the case may be. We had to come to appreciate that the regional conference would not have the competence to decide whether a deep geological repository would be located in the region. We also discussed whether our region should participate at all in the procedure under the prevailing circumstances. Finally we came to view the procedure as a suitable method regardless of whether you are for or against a deep geological repository."

Hanspeter Lienhart, member of the Nördlich Lägern start team

Once the basic questions had been clarified, the start teams then had to meet the concrete challenge of setting up the regional conferences. The necessary structures had to be created, the composition of the regional conferences had to be defined and a search had to be conducted to find participants. The implementation of these tasks and the various approaches used by the start teams are described in chapters 5 to 7.

4.4. Qualification of the members of start teams

To ensure all members of start teams disposed of the necessary competence and knowledge to fulfil the tasks at hand, the SFOE made various advanced training modules available – in addition to the regular information provided at each start team meeting. Participation in training was voluntary. The modules shown below were offered on six evenings in Zurich from September to November 2010:[46]

- Participation (26 participants)
- Ethics (19 participants)
- Safety (18 participants)
- Communication (16 participants)
- Sectoral plan (13 participants)
- Radioactive waste (8 participants)

Those interviewed about this opportunity for advanced training said it was in principle useful and to the point. In addition to this advanced training, members of the start teams and the start moderators could also take part in fact-finding trips to Finland and Germany arranged by Nagra. Those who participated appreciated the trips, in particular because they were an opportunity to gain a direct impression of the subject matter. There were also others who said the fact-finding trips were a lobbying platform for Nagra.

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[46] SFOE presentation, meetings of start moderators of 25.5.10.

4.5. Selection of the start moderators

4.5.1. Fundamentals of the concept

According to the *Guidelines for the establishment of regional participation,* each start team was to be supported by one start moderator. The search for and selection of suitable individuals was conducted by the SFOE in consultation with the start team.

4.5.2. Implementation

Originally, the SFOE had considered appointing one start moderator for a number of regions. The idea was to benefit from the resulting synergy and to reduce costs. In fact, a different start moderator was appointed for each region because most regions had their own suggestions and demands concerning the start moderators. Table 4 provides an overview of how the start moderators were selected in each region.

The start moderators did not originate directly from the provisional siting regions. Prior to selection, all of the start moderators had a fairly strong relationship to the region – with the exception of the appointee for Jura Ost; this can be seen from table 4. Prior acquaintanceship with the regional players on the part of some was deemed in principle to be advantageous for their activity by the start moderators, as this quotation illustrates:

"From the very beginning in the start team, I took on a strong mediating role between the SFOE and the region. The fact that I already had good contacts on both sides as a result of earlier projects was an advantage."

Heinz Rütter, Jura-Südfuss start moderator

At the same time, an element of distance was perceived as facilitating the required all-party approach. In Wellenberg the start team deliberately decided to select a person from outside the region:

"Together with the canton, we have looked around to see who would be suitable for the task of start moderator in our region. From the beginning it was clear to us that it should be someone from outside the canton to guarantee a greater degree of independence."

Hans Kopp, representative of the Wellenberg start team

Table 4: Selection of the start moderators in the provisional siting regions

Region	Start moderators	Selection	Relationship to the region
Jura Ost	Inger Schjold	The start moderator was proposed by the SFOE to the start team and accepted by the start team. Similarly to Hannes Hinnen, I. Schjold worked for "frischer wind", a company specialised in facilitating large groups of people.	No relationship
Jura-Südfuss	Heinz Rütter	The start team knew H. Rütter through a study, which he had carried out for the region and proposed him as the start moderator.	No direct relationship; acquainted with players and the region professionally
Nördlich Lägern	Hannes Hinnen	Hannes Hinnen was proposed as the start moderator because of his experience by both the start team and by the SFOE independently from one another. He works for "frischer wind" as a professional facilitator.	The town where he lives borders directly on the siting region; he knew many of the players in the region prior to his selection.
Südranden	Othmar Schwank	The start moderator was proposed by the City of Schaffhausen, because he had already worked together with the city on other projects.	Acquainted with the players and the political system in the Canton of Schaffhausen through his profession.
Wellenberg	Hanns Fuchs	It was very important to the start team to find a person whose origins were not in the region. In the end, Hanns Fuchs was selected by the SFOE in cooperation with the Canton of Nidwalden.	Attended the discussions about Wellenberg as a site in the 1990s as a journalist; knew the players and the spatial characteristics of the region.
Zürich Nordost	Markus Baumgartner	Markus Baumgartner was proposed to the SFOE by the start team because he had supported the Forum Opalinus as a communications consultant.	No direct relationship; knew the players because of his activity as a communications consultant

Compilation: PLANVAL 2014:

Source: Interviews with start teams, start moderators and the SFOE

4.6. Competences of the start moderators

The *Guidelines for the establishment of regional participation* describe the requirements for the start moderators as follows: *"The start moderators are persons who are able to organise and lead the participation process because of their capabilities, practical experience and multi-partiality. They must be able to come to grips with the specific situation in the region, the peculiarities of the region and the most sensitive issues. They listen attentively and grasp the concerns, needs, and cares of the people. Knowledge and experience of the region's development are also an advantage."*[47]

Despite the criteria in the *Guidelines for the establishment of regional participation*, in the first place start moderators were actually selected in compliance with the wishes of the regions. The start moderators thus had different professional backgrounds and their experience in process moderation and knowledge

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[47] SFOE (2009d), p. 15

of regional development varied greatly. Whilst the start moderators for Südranden and Jura-Südfuss had more scientific backgrounds, the start moderators for Zürich Nordost and Wellenberg were experts in communication and/or journalism. The start moderators for Nördlich Lägern and Jura Ost were professionals in the field of process facilitation. As a result, the latter to some extent took on a pioneering role within the start moderator group and were assigned further tasks by the SFOE[48]. The differing backgrounds of the start moderators were perceived as an asset on the one hand, however they did lead to some difficulties on the other. The various professional backgrounds and the standard of knowledge and experience made cooperation difficult at times and were an obstacle to mutual understanding.

Within the first meeting in 2010, the SFOE specifically introduced the start moderators to the sectoral plan procedure. To this end the other players involved (siting cantons, ENSI, Nagra) were invited so they could present their roles and tasks. To ensure all the start moderators also had the methodological knowledge necessary for the task, the SFOE assigned the task of training the other start moderators in moderation to the two start moderators from "frischer wind". The participants said the training offered was useful and valuable even if they could not use all they had learned to the same extent in their region.

During the qualitative interviews conducted, the six start moderators were often asked which competences were particularly important to them in carrying out their tasks as start moderators. Table 5 provides an overview of the competences, which were named specifically.

Competence in moderation and in conducting meetings were rated as very important. Communication skills, some knowledge of the region and an understanding for (political) processes are the main characteristics for start moderators according to all the participants. What is amazing is that "multi-partiality" was only mentioned once specifically – the respondents may not have perceived this as a competence but rather as a role. Otherwise, the competences matched relatively well with those for start moderators described earlier in the *Guidelines for the establishment of regional participation* and with the assessment of the SFOE, as this quotation indicates:

"In my opinion start moderators should be capable communicators and moderators who are able to appear before other people. At the same time, they must be able to act as mediators and be capable of demonstrating multi-partiality. Additionally, I also expect start moderators to notify the SFOE about critical factors."

Stefan Jordi, representative of the SFOE

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[48] Elaboration of the *Concept for regional participation*, conducting an advanced training module on "Moderation" for the other start moderators.

Table 5: Most important competences for start moderators, in the estimation of the start moderators

Competence	Explanation	Frequency mentioned
Competence in methodology	Ability to moderate, conduct meetings and to appear before other people	5
Competence in communication	Ability to communicate appropriately with various players	4
Regional knowledge	Knowledge of the region and preparedness to learn about the region	3
Process knowledge	Understanding of political processes and the various levels, understanding of dynamic group processes	2
Leadership	Experience in heading projects	2
Knowledge of the subject matter	Knowledge of the various topics (radioactive waste, deep geological repositories, etc.)	2
Multi-partiality	Ability to engage with all participants and avoid being used as an instrument by any one group	1

Compilation: PLANVAL 2014:
Source: Interviews with start moderators

4.7. Roles and tasks of start moderators

4.7.1. Fundamentals of the concept

As the main tasks for start moderators, the *Guidelines for the establishment of regional participation* stipulate providing support for the start teams, support in the establishment of regional participation together with the start team concerned and support in drawing up the rules. This relatively loose definition of the tasks for start moderators was more closely defined by the SFOE at the first joint meetings as follows[49]:

Support the start teams
- By moderating at meetings
- By promoting a culture of discussion
- In planning
- In establishing a fund of knowledge (competence in the subject)
- In public relations activities
- At events

Tasks in conjunction with the establishment of regional participation
- Assistance in carrying out surveys
- Assistance in elaborating the Concept for regional participation
- Elaboration of principles to motivate people to participate
- Organisation of the commencement of regional participation

General tasks
- Learning about the subject matter and the siting regions
- Coordination of all activities with the SFOE
- Exchange of information with other start moderators and with the SFOE (project team)

A further concrete task for start moderators defined in the *Concept for regional participation* is the moderation of set-up forums for which they should receive training and, if needed, additional support.

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[49] SFOE (2010b and 2010d): Presentations at the meetings with start moderators of 19.3.2010 and 17.12.2010. Bern: Swiss Federal Office of Energy SFOE.

4.7.2. Implementation

The tasks, which were actually performed by the start moderators, varied from region to region. With the exception of the Südranden start team, the start moderators led the meetings in each case. In Südranden, the start moderator was also the office manager, so in this role he did most of the administrative work. In other start teams, the start moderators – in conjunction with the office – also took on the administrative work or prepared basic documentation.

The regular meetings to exchange information with representatives of the SFOE were important for the work of the start moderators. Nine such meetings were held between January 2010 and August 2011. At the joint meetings the concept of regional participation, the procedure for establishing the regional conferences and the process of finding participants were discussed and reviewed. Additionally, the SFOE provided information about the progress of the sectoral plan procedure and start moderators gave information about progress and events in their regions and related their experiences to other start moderators. The majority of the start moderators saw their role as that of a mediator or "go between" between the SFOE and the start team.

It was not always easy for start moderators to combine all the various roles they had to take on. On the one hand they had to display multi-partiality while facilitating the process and on the other take a leading role in establishing the procedure in some cantons for which they felt personally responsible. In Südranden, there was great potential for conflict between the roles because as the office manager the start moderator also had to concern himself with the content of the procedure.

In addition to their task of facilitating the process, some of the start moderators were also assigned further tasks by the SFOE. In conjunction with their company "frischer wind", the Jura Ost and Nördlich Lägern start moderators were assigned the task of drawing up the *Concept for regional participation.* They also trained other start moderators in moderating techniques. The Jura-Südfuss start moderator and his office "Rütter+Partner" were assigned the task of surveying the social structures in all six regions. More detailed information is given about the activities of the start moderators in chapters 5 to 7.

4.8. Cooperation with the principle players

Table 6 provides an overview of the type of cooperation with the participating players. A brief description is then given of the cooperation with each of the bodies participating directly in the set-up process and any success factors and challenges are also discussed.

Table 6: Cooperation while establishing regional participation

	SFOE	Start moderators (SM)	Start teams (ST)	Municipalities affected by the proposal	Siting cantons
SFOE		Regular meetings ST meetings Bilateral exchange of information	ST meetings Through offices	First via the cantons, then via start teams Information events	Bilateral exchange of information ST meetings Technical coordination group of the siting cantons
Start moderators		*Supra-regional:* Regular meetings (together with SFOE)	Regular ST meetings Via offices and ST management teams	Via ST	ST meetings
Start teams			*Supra-regional:* Coordination meetings Information through SM Training modules Occasional bilateral exchange of information	Via ST members Via written minutes Via ST website Via public relations activities	ST meetings
Municipalities affected by the proposal				*Supra-communal:* Via regional ST Occasionally via regional authority forums	Direct exchange of information Via ST
Siting cantons					*Supra-cantonal:* Via ST Via technical coordination group of the siting cantons and cantonal committee
Compilation: PLANVAL 2014: Source: Minutes and Interviews with start teams, start moderators and the SFOE					

Cooperation between the SFOE and the start moderators
The regular meetings described above were the main platform for cooperation between the SFOE and the start moderators. Additionally, information was exchanged during start team meetings and during some bilateral exchanges of information concerning particular problems or matters, which were unclear. The cooperation with the SFOE was perceived differently by the start moderators. A lack of leadership and process reliability on the part of the SFOE was criticised by some. Further, the start moderators felt that the SFOE was temporarily overloaded at times. Apart from these criticisms, cooperation was perceived in principle by all start moderators as very agreeable and solution oriented.

Cooperation between the SFOE and municipalities and respectively with the start teams
Initially, when the siting areas were made known, the SFOE contacted the siting municipalities through the cantons. Once the regional start teams had been formed, the SFOE worked directly together with them. The exchange of information among the start teams and the SFOE occurred at the official start team meetings and through the start teams' offices. The SFOE informed the start teams about progress and about the next steps to be taken on a national level at the regular meetings. Cooperation was mainly rated as good, although there were some difficulties which occurred at the beginning, particularly because the roles and processes had not been defined clearly enough. Capacity problems at the SFOE led to long delays for the start teams. The individual start teams perceived the cooperation with the SFOE differently. Whilst the understanding shown by the SFOE for the special situation in Wellenberg was specifically praised, other start teams were critical saying the SFOE had been inflexible and too strongly orientated towards theoretical requirements and had left no room for what others might have

envisaged. At the same time the start teams would also have liked to have more concrete practice tested documentation and requirements. The conflict between requirements and the need for freedom for the start teams is made clear in this quotation:

"We would have liked to have a little more support in the preparation of the paperwork, etc., or more concrete instructions as to how to put together the regional conferences. On the other hand, I would also have appreciated a little more freedom in performing the assigned tasks."

Stephan Rawyler, representative of the Südranden start team

According to the SFOE, in the end more requirements were imposed on the start teams – in particular as a result of the common *Concept for regional participation* – than originally foreseen. From the SFOE's standpoint, this was what the majority of the start teams wanted. At the same time, however, the SFOE accepted some deviation from the concept on the part of the start teams to grant them the necessary freedom. As a consequence of the relatively open requirements for regional participation in the *Conceptual Part of the Sectoral Plan for Deep Geological Repositories* and in the *Guidelines for the establishment of regional participation,* the decisions taken were always the result of a negotiation process.

Cooperation between the SFOE and the cantons
The cantons were included in the process by the SFOE when the *Guidelines for the establishment of regional participation* were being elaborated (cf. Chapter 2). At the beginning of the set-up phase, the cantons coordinated the cooperation between the SFOE and the municipalities at all times and were responsible for informing them. Later, the representatives of the SFOE and of the siting cantons met at the regular start team meetings. Information was exchanged and the guidelines and the Concept for regional participation were discussed at the regular meetings of the Technical coordination group of the siting cantons.

Cooperation between the start teams and the start moderators
The start teams worked closely with the start moderators, particularly at the joint start team meetings. The offices and the managing committees of start teams – where available – also exchanged information outside the official meetings, for example to prepare documents for meetings. Cooperation was designated consistently as good or very good by both the start teams and by the start moderators. The start teams were pleased to be relieved of some work by the commitment of the start moderators and the start moderators felt accepted by the members of the start teams. In a number of regions, the fact that some members of start teams had got to know the start moderators in the run up to the process was perceived as an advantage for cooperation.

Cooperation between the start teams and the cantons
Cooperation between the start teams and the cantons varied depending on the region in question. Officially, all the cantons affected by the proposal were represented by having one member in a start team. However, not all cantons participated to the same degree in the establishment of regional participation. For example, in Wellenberg the cantons took on the leading role when some of the municipalities withdrew from the process.

Cooperation between the start teams
Initially, there was no official platform for the exchange of information for the six different start teams. The idea was for coordination to be carried out by the start moderators. However, in the course of the process requests were made for a direct means of exchange of information. As a result, the SFOE organised two meetings to network the start teams, in which all the members of the start teams participated. These meetings served as an opportunity to exchange experiences. Some of the start teams had contact to each other apart from these official meetings. For example, because the provisional siting regions partially overlap, one member of the Zürich Nordost start team and one member of the Südranden start team were also on the other team. In Jura Ost and Jura-Südfuss the start team offices worked together at times and used synergies, for example for the Internet presentation.

"Collaboration Plattform" (now: "Web-Plattform Tiefenlager" [Web platform for deep geological repositories])

As a further instrument for cooperation the SFOE established an online platform for the entire sectoral plan procedure which permitted the participating players to exchange documents and access important information. The start teams were encouraged to use the platform and to file their documents on it. In the interviews the platform was assessed by the majority as basically useful but complicated and inconvenient to operate.

4.9. Conclusions about the participating players and cooperation

Formation and composition of start teams

- Regional differences became apparent even at the formation stage. While it was relatively easy to form start teams in Jura Ost, Jura-Südfuss, Nördlich Lägern, and Zürich Nordost, resistance to the process arose initially in Südranden and Wellenberg. Both regions questioned whether they should take part at all in the sectoral plan process. Nevertheless, they did finally decide to cooperate. What was crucial was the increasing awareness for the fact that taking part was not tantamount to approval of a deep geological repository in the region. The conclusion was reached that it would in the end be better for the region to cooperate under the present circumstances than to spurn the opportunity to participate.

- Südranden and Wellenberg had another obstacle to overcome at the start: these regions were the only ones in which it was not possible to build the start team on the basis of existing regional associations.

- Five of the six start teams could claim to broadly represent the region because of the composition of the team. Only the Jura-Südfuss start team did not claim to be representative in this respect (this claim was made – as in all six regions – for the participatory bodies, which were formed later).

- The six start teams comprised 69 people in all – excluding the start moderators – of which 10 were women. The Jura-Südfuss and Wellenberg[50] start teams were composed exclusively of men.

Start moderators

- The start moderators were mainly selected by the start teams – in consultation with the SFOE. Other than in Jura Ost, all of the start moderators were acquainted with the region and/or the players through earlier activities.

- The six start moderators had very different professional backgrounds and varying degrees of experience in moderation. In retrospect, the start moderators deemed competence in methodology and communication as vital to fulfilling their tasks.

Cooperation

- The procedure planned involving start teams and start moderators proved to be basically effective. However, it was a challenge to find the balance between flexibility and the concrete requirements of the procedure. This was also revealed in the differing demands made by the start teams. While some would have liked to have had more freedom to implement their own ideas, others were looking for more concrete requirements from the SFOE.

- During the cooperation process it became apparent that the procedure was new to all participants (federal government, cantons, start teams, start moderators). At the beginning, in particular, the allocation of roles was unclear and some start teams would have liked to have seen the SFOE take a more positive stance as the leader of the procedure. The SFOE seems to have underestimated the amount of work involved in the establishment of regional participation – at least initially.

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[50] Women did participate sometimes in Wellenberg, however, when the municipalities of Engelberg and Oberdorf withdrew the start team was only composed of men.

5. Structure of the regional participatory bodies

5.1. Requirements of the concept

Elaboration of the organisational structure for the regional participatory bodies was a major step in preparing regional participation. In the common *Concept for regional participation* (how it was established was explained in chapter 2), two differing possibilities are suggested as structures for regional participation. These structures are shown schematically in figures 5 and 6. The only difference between the two organisational structures is to be seen in the second variant where a supporting association is formed composed of all the municipalities in the siting regions. This structure was not originally envisaged by the SFOE and was adopted into the concept at the specific request of the Jura-Südfuss start team.

Figure 5: Structure of regional participation with no supporting association
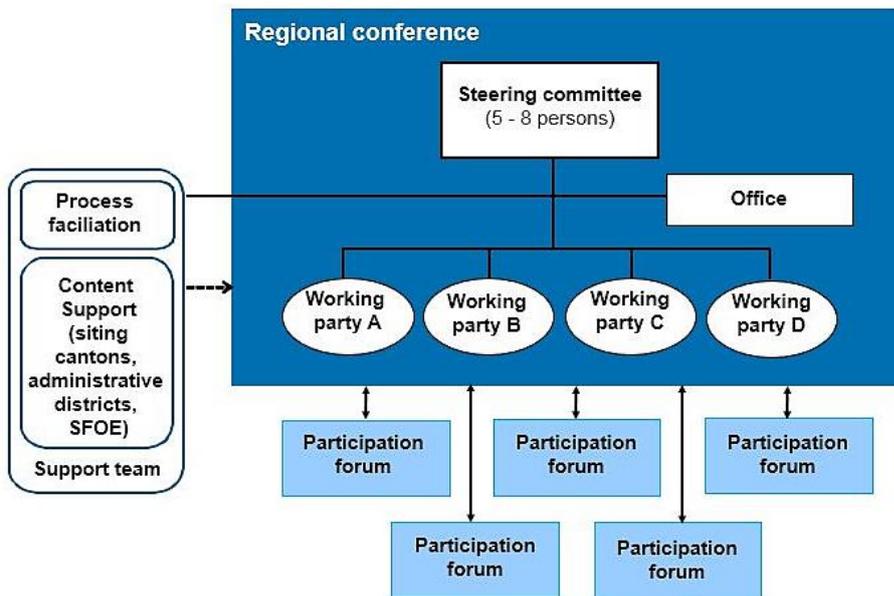
Source: SFOE
(2011d), p. 26

Figure 6: Structure of regional participation with a supporting association
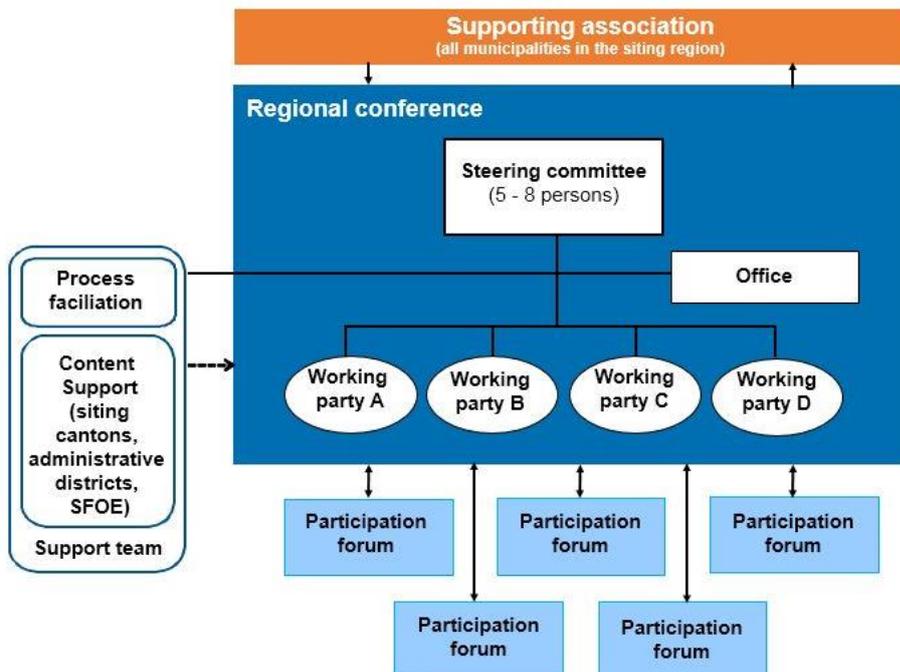
Source: SFOE
(2011d), p. 27

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In the following, we introduce and briefly explain the function of each of the bodies based on the *Concept for regional participation*:

Regional conference (RC)	The organisation for regional participation is designated as the RC. It consists of a selection of regional players. The basis for forming the RC is the survey of the regional social structure.
	The RC delegates representatives of the most important groups to the steering committee, gathers topics for discussion, makes decisions and approves reports drawn up by working groups. The body is self-organising and is supported by a professional office and by a facilitator.
Steering committee	The steering committee consists of five to eight persons, each of whom is appointed by the supporting association respectively the RC. It should be composed of people who depict regional interests as closely as possible.
	The steering committee is responsible for the operative business involved in regional participation. Its capacity to make decisions is regulated by the RC.
Office	Ideally, the office is affiliated to the offices of a municipality or regional body.
	The office arranges meetings, administers funds and manages documentation.
Working party	The working parties, which can consist of up to 15 members, are appointed by the RC; here too the composition of the group has to reflect all interests in a balanced manner.
	The working parties study various topics and elaborate reports and statements of opinion for the attention of the RC.
Participatory forums	In addition to the bodies of the RC, participatory forums can be used temporarily to include further interested parties drawn from authorities, special interest organisations and the public in general to clarify specific important issues.
Process facilitation	In a mediative and multi-partial manner, the facilitator takes on the moderation of internal and external events and act as intermediary when conflicts arise.
Support team	The support team consists of the SFOE, the siting cantons, the German administrative districts affected by the proposal and in each case the facilitator of the regional conference.
	The support team assists in the participatory process and is available in an advisory capacity to the RC and the steering committee, in particular in situations where there are ongoing conflicts.
Supporting association (optional)	The municipalities in the siting regions have the option of founding a supporting association, to which each municipality can send a representative.
	The supporting association works together with the SFOE in organising and implementing regional participation and concludes a service agreement with the SFOE. The supporting association also elects the steering committee.

5.2. Implementation

The organisational structure stipulated in the *Concept for regional participation* was adopted in principle by the six siting regions and adapted in part to regional needs. The actual organisational structures of the individual regions are laid down in each case in the organisational regulations of the regional conference. Originally, the start teams did not want to use common regulations as a prototype for the text. After Jura Ost had drawn up draft organisational regulations in cooperation with the SFOE[51], the other start teams decided to use the text as a prototype – with the exception of Wellenberg, which is a special case. Once these regulations had been adapted to meet regional needs by each start team, the organisational regulations were approved, or further amended, by the regional conference at the foundation meeting. Implementation of the regional conference in *Stage 2* is not dealt with in this report. Therefore, in the following we will only discuss briefly the planned implementation and the main changes made by the start teams to the organisational structure to meet specific regional needs in the run-up to the foundation meeting.

Jura Ost

When planning the regional conference, the Jura Ost start team adopted the organisational structure without a supporting association as proposed in the concept[52]. The existing start team office affiliated to the Fricktal Regio planning association was taken over by the regional conference – with the approval of the municipalities concerned – and more staff were employed. In the run-up to the foundation meeting, the start team discussed the composition of the regional conference steering committee and interviewed the proposed candidates. Each had to be proposed and elected at the foundation meeting of the regional conference.

Jura-Südfuss

Jura-Südfuss was the only region, which decided to adopt the variant of a regional conference with a supporting association[53]. By using a supporting association, the members of the start teams wanted to avoid creating a further body in the form of the regional conference in parallel to the existing regional political bodies. This meant the steering committee was not selected by the regional conference but rather by the supporting association and was thus composed of people from the municipalities in the siting regions who were legitimised politically. The supporting association was founded in May 2011 – only six months before the initial meeting of the regional conference. Six men were then selected for the steering committee, of whom two were already on the start team. The steering committee also constituted the board of the supporting association. Together with the existing start team, this group planned the further procedure required to found the regional conference. A joint office was appointed to work on behalf of the regional conference and the supporting association.

Nördlich Lägern

When elaborating the structure of the regional conference, the Nördlich Lägern start team adhered in principle to the organisational structure without a supporting association as proposed in the concept. It was decided that the steering committee should consist of a maximum of nine members[54]. Five people from the existing start team were proposed for election and this group was to be completed by further nominations from the regional conference at the foundation meeting. The existing office at Forum Lägern Nord was to be taken on to act for the regional conference. The start team also suggested that the chairman of the forum be nominated as the chairman of the regional conference and that the start moderator be engaged as facilitator as before.

Südranden

In principle, the Südranden start team also adopted the proposed structure without a supporting association. However, it was decided to appoint a steering committee composed of a maximum of fourteen people instead of just eight[55]. It was further decided to elect three deputy chairmen or chairwomen in addition to the chairman. In the run-up to the foundation meeting, the start team proposed

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[51] Cf. minutes of the meeting of the start moderators of 16.5.11.
[52] Cf. organisational regulations of the Jura Ost regional conference of 18.6.11.
[53] Cf. organisational regulations of the Jura Ost regional conference of 9.11.11.
[54] Cf. organisational regulations of the Nördlich Lägern regional conference of 15.12.11.
[55] Cf. organisational regulations of the Südranden regional conference of 5.11.11.

twelve people for the management team, of whom half were already members of the start team. In addition to representatives of public authorities, four other representatives of organisations had to be appointed to the steering committee. Additionally, the person who had been the start moderator for Südranden, and was already the manager of the start team, now made himself available as the manager of the regional conference office.

Wellenberg

Because of the small area of the region and the prevailing climate of opposition to a deep geological repository, it would not have been possible for Wellenberg to set up a regional conference of the same size as those in the other regions. So instead of setting up a regional conference the start team decided to found the "Plattform Wellenberg". This was to consist of a steering committee – composed of the start team – and of sporadically arranged workshops for interested institutions and for the population. Information on the subject would be provided and discussions conducted at the workshops[56].

Zürich Nordost

When elaborating the structure for a regional conference, the Zürich Nordost start team aimed to adopt the organisational structure without a supporting association proposed in the *Concept for regional participation*. However, the organisational regulations provide for a steering committee with a maximum of 12 people, which is larger than foreseen in the concept[57]. In the run-up to the foundation meeting, the start team nominated 10 people for selection, of whom six had belonged to the start team until then. In principle, the intention was that seats on the steering committee be distributed in conformity with the allocation formula for the cantons and the German administrative districts and enough room would be left to accommodate organisations represented on the regional conference[58].

5.3. Conclusions on the structure of regional participatory bodies

- The organisational structure for the participatory bodies proposed in the *Concept for regional participation* – including the descriptions of the various roles – was a useful basis for the procedure and was adopted in most regions more or less in its entirety.

- At the same time, some start teams had their own ideas, which they wanted to implement when planning the organisational structure. Because the the SFOE accepted the differing approaches proposed by Jura-Südfuss (with a supporting association) and Wellenberg ("Plattform" instead of a regional conference), the start teams felt they had been taken seriously and their willingness to participate constructively in the set-up procedure was reinforced.

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[56] Cf. newsletter of the Plattform Wellenberg of 1.4.11.
[57] Cf. organisational regulations of the Zürich Nordost regional conference of 15.9.11.
[58] Cf. minutes of Zürich Nordost start team of 12.8.11.

6. Search for members and composition of regional conferences

The following chapter deals with the setting up of the regional conferences, which was the start teams' main task. A description is given of how the individual start teams actually conducted the search for participants and how the composition of the regional conference was determined.

6.1. Composition of the regional conference

6.1.1. Fundamentals of the concept

Survey of the social structure of the region
Earlier in the *Conceptual Part of the Sectoral Plan for Deep Geological Repositories* it was determined that care would have to be taken to ensure all interests would be represented through the balanced composition of the body. According to the *Guidelines for the establishment of regional participation*, a survey of the social structure of each region would have to be carried out to achieve this objective. This would establish who the regional players and decision-makers are on the one hand and identify the most sensitive issues, the experience had in the past and the circumstances of the region on the other. The survey would create the basis and provide the legitimation for the composition of the bodies involved in regional participation.

Further requirements for the composition of the regional conferences
After referring to the analysis of social structure as the basis for the task, the *Concept for regional participation* gives the following requirements for the composition of the regional conference: authorities from the siting region, organised and non-organised interested parties, old and young, men and women, Swiss citizens and foreigners, advocates and opponents of a deep geological repository should all be represented. These should be divided into three groups according to the approximate values shown below:

- Authorities: 30 % to 50 %
- Organised interested parties: 30 % to 50 %
- Non-organised population: 10 % to 30 %

According to Hannes Hinnen, one of the authors of the concept – this distribution is based on the following thought:

"When we were drawing up the concept we consciously determined that representatives of public authorities should not form more than half the entire regional conference. If the authorities have the majority, we are tending toward parliamentary structures. We need to make room in the participation procedure for non-organised representatives of the population."

<div align="right">Hannes Hinnen, Nördlich Lägern start moderator</div>

The *Concept for regional participation* also contains a "geographical allocation formula" elaborated by the SFOE, which should result in the balanced geographical distribution of seats according to cantons and administrative districts[59]. Finally, it stipulates that the regional conference must include between 50 and 150 people.

6.1.2. Implementation in the provisional siting regions

Survey of the social structure of the region
A survey of the social structure was made, as designated, in all six regions. This was not a task for the start teams but rather for the SFOE. The SFOE assigned the task to "Rütter+Partner", an office specialising in socio-economic research and consulting, founded by the start moderator for Jura-Südfuss region. Within this survey, "Rütter+Partner" compiled a comprehensive socio-economic profile for each of the six regions. Regional indicators in the sectors of population structure, social structure, politics and the economy were compiled and depicted in the form of maps. In the second part of the

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[59] Cf. SFOE (2011d), APPENDIX 2.

survey, the organised interests in each region were entered into a database. The start teams could also state their position on the draft survey and add their comments – particularly with respect to the database.

Although this survey was originally envisaged as the basis for the composition of regional participation, it was only actually used as planned by some of the start teams. Five of the start teams did, however, use the database of organised interests to identify or contact potential participants. The fact that no supplementary information – which would have been relevant for setting up participation – was delivered by the survey was often criticised in the qualitative interviews. Others said the work was an interesting scientific paper, which could only be applied to a limited extent in the actual task of establishing the regional conference. It was also mentioned that the start teams could not examine the results of the analysis deeply due to the grave lack of time. They were just happy to have found any participants at all.

Definition of the allocation formula

The start teams in the regions Jura Ost, Jura-Südfuss, Nördlich Lägern, Südranden and Zürich Nordost elaborated more or less detailed allocation formulae to achieve the sought after composition of the regional conference. The appropriate participants were to be found based on the allocation formula. In Wellenberg, a completely different procedure was adopted because a smaller form of regional participation had to be set up instead of a regional conference (see chapter 5.2). In the process the aim was to have as many regional interests as possible represented, however, an allocation formula was not established.

In elaborating the allocation formula, the members of the Südranden and Zürich Nordost start teams relied principally on their own knowledge of the regional players and circumstances while the findings of the survey of the regional social structure were consulted in Nördlich Lägern, Jura-Südfuss and Jura Ost. In addition, all of the start teams adhered to the percentages given in the *Concept for regional participation* for the geographical composition and share allotted to authorities, organised interests and the non-organised population. Figure 7 shows how these requirements were implemented in each of the regions. Whilst representatives of the municipalities in Zürich Nordost and Jura Ost were allotted half of the seats, in Jura-Südfuss they were given 47% and in Südranden and Nördlich Lägern approximately 40%.

In all regions – other than Wellenberg[60] – provision was made for each municipality in the provisional siting regions to delegate one person to the regional conference. The number of municipalities affected by the proposal and the percentage share of the representatives of the municipalities then defined the size of the entire regional conference to be aimed for.

Figure 7: Planned composition of the regional conference according to region

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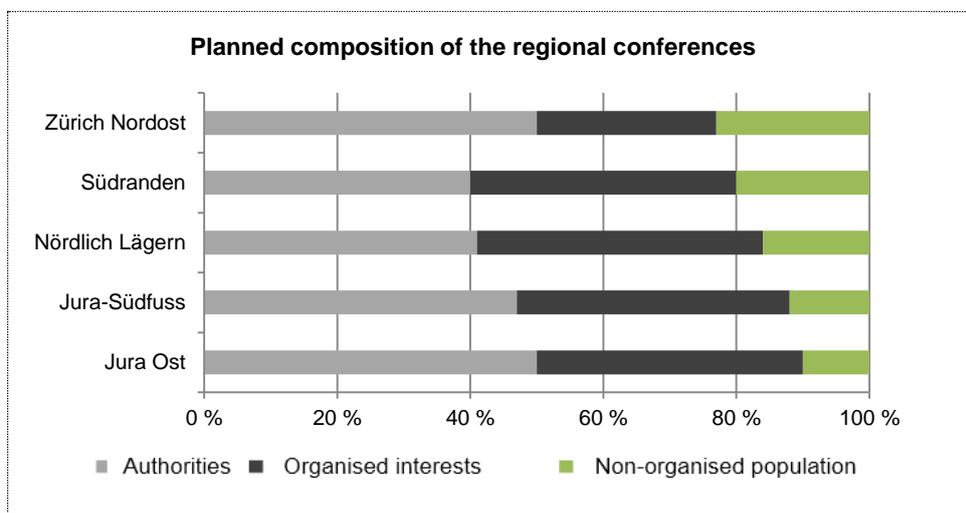
[60] Wellenberg decided to adopt a completely different procedure, see chapter 5.2.

Illustration: PLANVAL 2014:

Source: Minutes and documents of start teams[61]

The SFOE made an allocation formula available as the basis for allocating seats to the various siting cantons and the German municipalities, as mentioned earlier. In doing so consideration was given both to the *number* of municipalities and the *total population* per canton/Germany. Additionally, the municipalities were weighted differently according to location, so municipalities which would potentially be more affected by a deep geological repository were weighted more heavily. Municipalities in the siting areas were weighted with the factor 3, the municipalities in the planning perimeter were weighted with the factor 2 and the other municipalities affected by the proposal with factor 1.

The question of regional distribution led to heated discussions in a number of regions mainly because the German side felt it was being discriminated against and demanded more seats than foreseen in the allocation formula. Compromises were finally found in all regions. In Zürich Nordost the cantons of Schaffhausen and Zurich each waived 3 % of their allocation in favour of the German side which thus came to have 12 % instead of just 6 %. In Nördlich Lägern too, the start team doubled the share of the German side from 7 % to 14 %, which was a compromise to the 27 % share demanded by Germany. The greatest disputes about the share allotted to Germany arose in Jura Ost. After a long discussion and inclusion of the AdK (committee of the cantons), an agreement was reached on a 14 % share.

6.2. Finding participants

6.2.1. Requirements of the concept

The figure below shows schematically what structure was foreseen for the regional conferences in the *Concept for regional participation*.

Figure 8: Process leading up to the foundation meeting of the RC
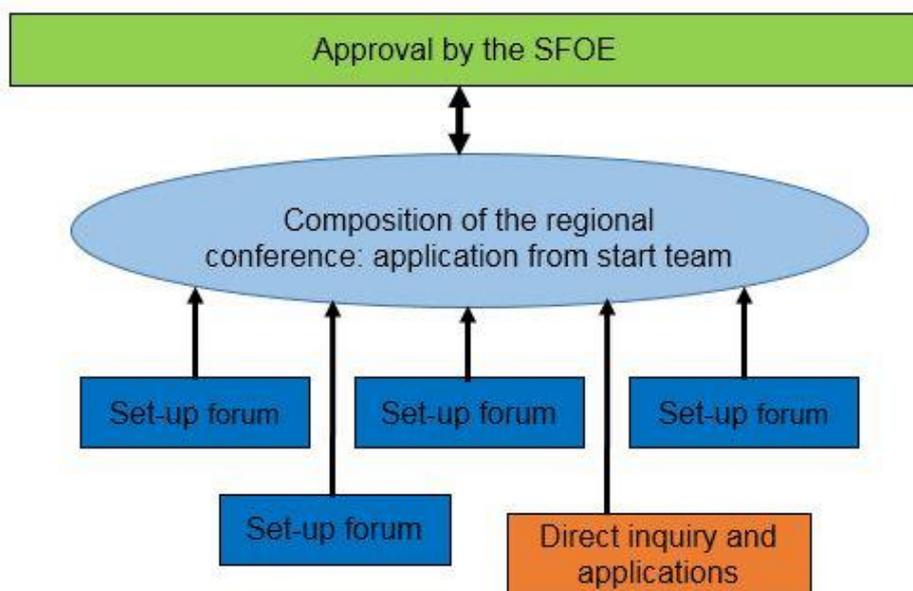
Source: SFOE (2011d), p. 22

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[61] Minutes of the meeting of the Zürich Nordost start team of 3.2.11, document "Principles for the establishment of the Jura Ost regional conference", implementation concept for founding the "Südranden" regional conference, supplement to the meeting of the Nördlich Lägern start team of 19.1.11, allocation formula for the Jura-Südfuss regional conference as at 7.7.11.

Set-up forums
"Set-up forums" are to be conducted in all regions to find participants for the regional conference. Representatives of authorities and of various interest groups are to be invited to these events. At the set-up forums participants will be informed about deep geological repositories, be able to discuss the subject and be given the opportunity to serve as a representative if they are prepared to serve on a regional conference. According to the concept, the decision to hold set-up forums and for which groups rests with the start teams. It was determined in advance that set-up forums would be held in all regions for the following groups:

- Authorities in the siting regions
- Representatives of the economy, trade and commerce, industry and of leading regional employers
- Representatives of environmental and conservation organisations

Other target groups for set-up forums can be defined in addition to these groups. The results from the analysis of social structures can be drawn upon in this context because they provide references to significant branches of industry, socio-demographic idiosyncrasies or important interest groups in the region.

Direct inquiry or voluntary application
Representatives of non-organised interests can be found by means of further set-up forums and also through direct inquiry or voluntary applications from persons in the region. The concept also recommends using the direct inquiry method to find representatives of political parties and of the advocates and opponents of a deep geological repository.

The concept lets the start teams decide whether or not to carry out set-up forums: *"If a start team wishes to use another method to constitute the RC, this will be discussed with the SFOE. Central to the concept is that this work takes place in a transparent manner, and in particular the process of finding the circle of participants for the RC"*[62].

6.2.2. Implementation

Overview of the set-up forums
Similarly to the survey of the regional social structure, a major difference was seen between the concept and actual implementation in each region with respect to the set-up forums. Only the regions Jura Ost and Nördlich Lägern carried out the procedure using set-up forums for specific groups. Südranden and Zürich Nordost decided to hold open set-up forums, while no forums at all were held in Jura-Südfuss. Wellenberg conducted two smaller workshops according to the region's own concept. Table 7 provides an overview of the set-up forums in the six siting regions.

Table 7: Overview of the set-up forums held in the provisional siting regions

Jura Ost	Jura-Südfuss	Nördlich Lägern	Südranden	Wellenberg	Zürich Nordost
5 set-up forums for specific target groups • Authorities: • Farmers/wine maker • Economy/ trade and commerce/ industry	**No set-up forums**	**4 set-up forums for specific target groups** • Authorities: • Environmental /nature conservation bodies • Industry • Political parties	**2 open set-up forums**	**2 workshops instead of set-up forums**	**2 open set-up forums**

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[62] SFOE (2011d), p. 24

• Nature conservation/ spas/ tourism bodies • Young people		**1 open set-up forum**			

Compilation: PLANVAL 2014:
Source: Minutes of the start teams and the start moderators

Interest in the set-up forums was lower than anticipated in all regions – with the exception of those for members of authorities. In addition to the set-up forums, the start teams used other means to win over participants for the regional conferences. The following paragraphs go into the details of this part of the procedure.

Procedure in Jura Ost

The authorities and the four target groups (economy/trade and commerce/industry, farmers, nature conservation/spas/tourism bodies and young people) were invited in writing to participate by the start teams. A flier was created for this purpose. The start team also informed some of the organisations through personal contacts or inquired about their interest by phone. The lobbying of one vocational school teacher proved effective in the case of the set-up forum for young people. Political parties and organisations advocating and opposing repositories were contacted personally by the office manager and encouraged to participate. In Jura Ost, "non-organised" people were contacted by means of a website, through the municipalities and also through the personal networks of the members of the start team and so informed about the opportunity to participate in the process. Those interested could contact the start team directly. The start team deliberately desisted from advertising for participants because it was assumed mainly opponents of the deep geological repository would volunteer.

Overall, the start team was confronted with apathy on the part of the population with respect to the regional conference. As a consequence, set-up forums were carried out on a smaller scale than originally envisaged. Finally, through the broad network of the members of the start team and targeted lobbying, the start team was finally able to find sufficient participants.

Procedure in Jura-Südfuss

The Jura-Südfuss start team wrote to over 2,500 organised interested parties listed in the address database of the analysis of social structures by e-mail or letter and asked directly whether they would be interested in participating in the regional conference. The intention was to carry out a selection procedure based on the returns if necessary to achieve a balanced distribution of seats corresponding to the analysis of social structures. The start team deliberately desisted from holding set-up forums as an intermediary step. By means of this procedure, the start team wanted to give all the institutions the opportunity to participate thus avoiding preselection of candidates through the set-up forums. Letters were also sent to all 47 municipalities in the siting region in the expectation that each would send one representative. Non-organised representatives of the population were addressed via the website and advertisements in regional newspapers and asked to contact the start team or the office directly if they were interested in participating. The public was also informed about the topic in the run-up to the procedure through reports in the media, which led to some people indicating early on that they would like to participate.

The Jura-Südfuss start team met up with the same apathy encountered in Jura Ost among the population and organised interest groups. Of the 2,500 institutions sent letters by the start team, only about 170 replied. To find enough participants just the same, the start team approached specific interest groups directly and tried to motivate them to participate. Finally, the start team succeeded in attaining a relatively balanced composition within the team without having to turn away any interested parties.

Procedure in Nördlich Lägern

The authorities, organisations and associations from the target groups economy, environment/nature conservation and the political parties were written to directly – based on the addresses in the analysis of social structures database – and each was invited to a set-up forum. In addition, the start team tried

to inform the non-organised population by word of mouth, the website, and advertisements and press releases about the planned regional conference and encouraged people to participate in the set-up forums. Participation at a set-up forum was not a requirement for participation in a regional conference, however this proved to be the most effective method of recruitment. The 17 German seats were allocated according to another scheme – as in the other regions with German participation. The German members of the start team were able to appoint their representatives themselves based on an allocation formula.

In Nördlich Lägern there was little interest manifest in participating in the set-up forums. Originally, a set-up forum was planned for young people, but it had to be cancelled due to lack of interest. A set-up forum planned for this target group was replaced by an open forum. In spite of the low interest manifest, in retrospect the set-up forums were deemed to have been an effective method of finding participants.

Procedure in Südranden

The Südranden start team determined the desired composition of the regional conference in a detailed implementation concept according to the body politic and interest groups. For the Canton of Schaffhausen this concept specifically targeted certain institutions which on the basis of their size and significance it was felt had to be represented on the regional conference. These institutions and a representative from each of the municipalities affected by the proposal in the entire region were invited to an initial set-up forum. To win over the specific institutions, each was sent a unique letter in which they were directly requested to participate in the regional conference. Further, representatives of these institutions were approached directly by members of the start teams. The other organisations in the database of the analysis of social structures were sent a general letter inviting them to participate in the second public set-up forum. The non-organised section of the population was also invited to this event by means of a newspaper article. The German municipalities constituted an exception because there the mayors themselves conducted a search for people.

Targeting specific organisations and writing directly to them was perceived to have been a method that functioned well according to those interviewed. What helped too was the small geographical area involved; this served to create a certain "moral pressure" to participate.

Procedure in Wellenberg

The Wellenberg start team tried to give as many interested parties in the region as possible the opportunity to participate in the regional "workshops"[63]. Almost 600 different institutions listed in the address database of the analysis of social structures were invited directly in writing to the two public workshops. Further, the attention of the public in general was directed to the workshops by the regional media. Once it was clear that there was little interest in the initial workshop, members of the start team tried to broach the subject again by directly contacting chairmen and chairwomen of associations and organisations. However, it was basically very difficult to motivate people in the region to participate.

Procedure in Zürich Nordost

The authorities, political parties and the organised opponents and advocates of a deep geological repository were invited in writing to participate by the start team. Two public set-up forums were also held. In addition, all of the organisations and associations – deemed relevant by the start team – were contacted in writing. The set-up forums were advertised not only on the website but also in local newspapers to reach the non-organised sections of the population. The German authorities and the Canton of Thurgau could nominate their representatives directly. Once the first people had got in touch, the start team proceeded to contact the target groups which were still missing by broaching the matter personally with those concerned. This meant a degree of balance could be attained among the various interests.

In the Zürich Nordost region, interest in participating in the regional conference was greater than anticipated[64]. In the interviews, the set-up forums and the interest created in the population by information events held in advance of the procedure were deemed to be particularly helpful for finding participants. Because of the earlier history of the region and its involvement with the demonstration of

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[63] See chapter 5.2 for more about the special approach used in Wellenberg.
[64] Cf. minutes of Zürich Nordost start team of 12.8.11.

feasibility for HLW, people in the region were generally better prepared to handle the topic and organisations had already been formed among the opponents and the advocates of the project.

6.3. Regional conferences

Foundation meetings

In the end, it was possible to found a regional conference in all the regions, other than Wellenberg, as foreseen in the *Concept for regional participation*. In Jura Ost the foundation meeting could be held in June 2011, while in the other regions more time was needed to set up the regional conference. The final foundation meeting was held at the beginning of November 2011. The "Plattform Wellenberg" could be initially constituted by August 2012.

Table 8: Overview of the foundation meetings for regional conferences

	Date of foundation meeting	Number of participants	Target number of participants
Jura Ost	18 June 2011	82	100
Jura-Südfuss	9 November 2011	99	100
Nördlich Lägern	30 September 2011	107	120*
Südranden	5 November 2011	91	100
Wellenberg	16 August 2012	18	No figure
Zürich Nordost	10 September 2011	86	78
* 120 participants is the target for the definite regional conference. When founded seats were deliberately left free for those directly affected by proposals for locations of surface facilities.			
Compilation: PLANVAL 2014: Sources: Minutes of the start teams and the foundation meetings, information from SFOE			

Composition of the regional conferences on the foundation date

By proceeding as they did, all the regions were able to find sufficient people to found a regional conference, so this can be classified as a success. However, at the time the foundation meetings were held the targeted number of seats had not yet been filled in all regions other than in Zürich Nordost. According to the statements made by interviewees, while it was possible in the main to include various associations, organisations, political parties, and advocates and opponents of the project, socio-demographic criteria such as gender, age, and social status were only considered marginally in practice. The data for the composition of the regional conferences at the time of the foundation meeting are incomplete. Details of the ages of the participants are only available for Jura Ost and Zürich Nordost and these show only very few persons under the age of 30 were represented at the time[65]. Details of the gender are available for all regions – other than Wellenberg. In this respect figure 9 shows men clearly dominated all of the regional conferences. It was not possible to attain a proportion of women greater than 25 % in any region; in one region, Jura-Südfuss, only 14 % are women. One cause for the under-representation of women is certainly the fact that just under half the participants were provided by the municipal authorities, where the percentage of women is by trend low too. Nevertheless, this result indicates that the procedure used by the start teams to find participants was not successful in putting together socio-demographically balanced regional conferences. Some start teams deliberately tried to broach the matter directly with women to encourage them to participate, and Jura Ost region even held a special set-up forum for young people[66]. Overall, however, there was no concrete strategy to include this group and other by trend under-represented groups. On the one hand, sometimes there

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[65] Jura Ost *15 to 29 year olds*: 4 %, *30 to 49 year olds*: 40 %, *over 50 year olds*: 29 *%, no details*: 28 %
Zürich Nordost *15 to 29 year olds*: 5 %, *30 to 49 year olds*: 11 %, *over 50 year olds*: 27 %, *no details*: 57 %
Source: SFOE: Presentation "Rückblick Partizipation 2010–2012" (Participation Retrospective) of 14 May 2012.
[66] Nördlich Lägern region also originally planned a set-up forum for young people, however, it was cancelled because of lack of interest.

might have been a lack of sensitivity or consciousness for the issue. On the other the start teams were confronted with relatively little interest on the part of the population and were happy to have just found enough participants. The requirements in the concept were therefore perceived to be unrealistic, as illustrated by this quotation:

"The idea behind the concept was to let the silent majority speak by means of the participation procedure. In fact, we felt we had achieved success in that we just found people from municipalities, organisations and civil society who were even prepared to participate."

Othmar Schwank, Südranden start moderator

Figure 9: Composition of the regional conferences by gender

Illustration: PLANVAL 2014:
Source: Presentation SFOE, 3rd meeting ESchT–SFOE, 12 September 2011
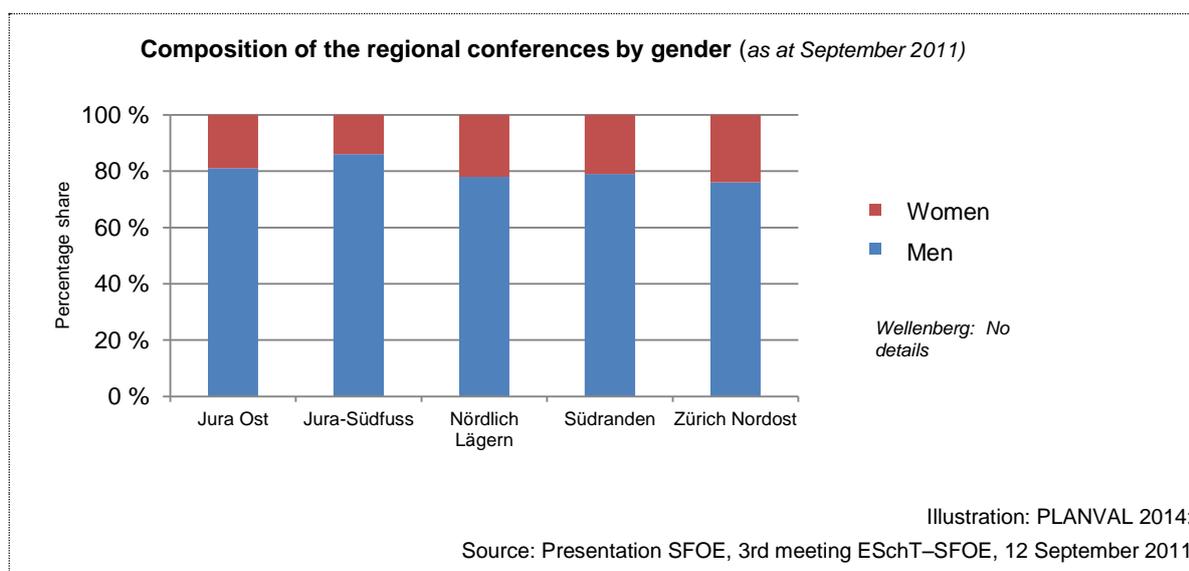
Approval of the composition by the SFOE

The *Concept for regional participation* stipulated that one or two months before holding the foundation meeting, the start team would draw up an application with the composition of the regional conference and submit it for approval to the SFOE. Therefore, the start teams submitted the provisional list of participants to the SFOE in the run up to the foundation meetings. The SFOE analysed the lists in detail to determine whether the various interests were represented in a balanced manner. The SFOE based its scrutiny of the findings on the various analyses of social structures and compared the composition of the regional conferences with the analyses. The SFOE commented on the composition of the conferences and pointed out the sectors in which changes or additions should be made to achieve a more balanced composition. However, no detailed evaluation could be made of the social structure because the lists of participants contained only little socio-demographic information and this was mainly limited to the gender of the participants. For example, the ages of the participants were mostly missing.

6.4. Conclusions drawn after the search for members and composition of regional conferences

- The allocation formula for the regional distribution of participants and the three groups of players (authorities, organised interests, the non-organised section of the population) was basically adhered to by the start teams. This meant that representatives of public authorities constituted a maximum of 50 % of the members of the regional conference. There was great interest in participating among the German municipalities, which led to them receiving double the originally planned share of seats.

- The start teams received useful lists of addresses from the analysis of social structures. However, in most cases participants were not selected on the basis of the analysis of social structures.

According to those responsible in the regions, not only was there not enough time available to do this, but there was also the danger of not being able to find sufficient people for the process.

- All of the start teams were able to found a regional participatory body. Recruiting participants was difficult in all of the regions. Apart from Jura-Südfuss, set-up forums were held in all regions even if such were mainly not held exactly as suggested in the concept. Interest in participating was lower than expected by the start teams. As an instrument, the set-up forums were less practical than expected overall – which was mainly due to the low awareness of the significance among the public at the time. As a consequence, further instruments and channels were used. In a number of regions, it finally became apparent in a number of cases that what was needed was personal contact and persuasion to motivate people to participate. Public advertising was not used in some cases because it was feared only the opponents would respond. In other cases, adverts were placed in the regional press to encourage non-organised people to participate.

- According to the statements made by interviewees, while it was possible in the main to include various associations, organisations, political parties, and advocates and opponents of the project, socio-demographic criteria such as gender, age, and social status were only considered marginally in practice. The proportion of women serves as an indicator: as in the case of the start teams, women are also under-represented in the regional conferences. Overall women constituted 17 % of the start teams and 20 % of the regional conferences

7. Role of communication

According to the *Concept for the establishment of regional participation*, the start teams are responsible for public relations in the provisional siting regions. This chapter focuses on the role played by communication and public relations activities during the set-up phase in the six potential siting regions.

7.1. Objectives of communication

According to the interviewees, the start teams basically pursued three objectives in the field of communication:

- **Inform** the population about participation

    First of all, the public had to be informed in general about the current process to search for a site for a deep geological repository. Further, it was necessary to explain how the population in the region would be included within "regional participation" in the sectoral plan procedure to search for a site for a deep geological repository. One very important aspect, which needed to be explained was what participation meant in this connection, to what extent participants could have a say in matters, and what participation could or could not achieve. This quotation makes this aspect clearer:

    "In our communication measures we tried to explain clearly what participation comprised of. We wanted to point out that while the construction of a deep geological repository could not be stopped, people still had the opportunity to have their say, in particular with respect to the surface facilities."

    <div align="right">Heinz Rütter, Jura-Südfuss start moderator</div>

    It was also important on the part of the start teams to inform the population that taking part – in the start team and later in the regional conference – was not tantamount to approval of a deep geological repository in the region, as illustrated by the following quotation:

    "By means of our public relations activities, we wanted to inform people about what regional participation really meant. It was important to spell out that it meant taking part and not necessarily bringing a deep geological repository into the region."

    <div align="right">Hanns Fuchs, Wellenberg start moderator</div>

- **Motivating** the population to participate

    By providing information about the sectoral plan process and participation, the start teams also wanted to generate interest in participating among members of the population. In addition to direct measures to recruit participants, such as advertisements in local newspapers or set-up forums, reports in local papers or information events about the search for sites were to be used to find people interested in participating in the regional conference.

- Create **transparency**

    Finally, the start teams intended to create transparency through reports about the current procedure. It was important for them to be perceived as the start team and not as an executive body working on behalf of the SFOE.

7.2. Measures implemented

In addition to the measures described in chapter 6.2 to find participants for regional conferences, the start teams implemented further measures in the field of communications. These included information events for the population or members of authorities, progress reports about the set-up procedure to municipal assemblies, operation of a start team website, media conferences and press releases.

In the course of the set-up process, the Jura Ost and Zürich Nordost start teams decided to request a change of name for the siting regions. The siting area Zürich Nordost was originally designated "Zürcher Weinland", and Jura Ost was termed "Bözberg". By changing the name to a name which was not based

on familiar geographical terms, both start teams wanted make sure those regions did not acquire a negative image.

7.3. Responsibilities

Management of communication and public relations activities was handled differently depending on the start team. The start teams in Südranden and Nördlich Lägern established professional communication agencies to handle public relations activities. In Zürich Nordost the start moderator did the background work, because his professional field was communication, while the start team chairwoman took on the office of "ambassador" to the public. In Jura-Südfuss and Jura Ost communication activities were coordinated by the office. In Wellenberg, the start moderator handled communication activities in cooperation with the office and in direct contact with the Canton of Nidwalden.

7.4. Role of the cantons

In addition to the start teams, the siting cantons also engaged in public relations activities related to deep geological repositories. The Canton of Aargau distributed a number of information brochures entitled "Fokus Tiefenlager" to all households in the municipalities affected by the proposal in Aargau. The Canton of Nidwalden published a similar booklet called "Brennpunkt Wellenberg" for the Wellenberg region. All the homes in Nördlich Lägern and Zürich Nordost received the "Standpunkt" bulletin compiled by the Canton of Zurich. Among other matters, all these brochures dealt with the establishment of regional participation, and to some extent also presented the opinions of members of start teams and start moderators.

7.5. Role of the SFOE

The SFOE had held information events for the population in all of the regions as early as the end of 2008, after the names of the six potential siting areas had been published. Further, in September 2010, as a prelude to the hearing for *Stage 1,* the SFOE once again organised an information event in cooperation with the siting cantons in all of the regions – as well as one event in Germany. At this series of events the start teams had the opportunity to present themselves and their work to the public.

Apart from these major information events, the SFOE mainly left responsibility for public relations activities in the siting regions in the hands of the start teams. However, the office did give the start teams a degree of support. Between 2007 and 2008, the SFOE conducted a research project on "Communication with Society" with respect to the question of disposal of radioactive wastes. Fundamental principles for communication with the siting regions[67] were drawn up in 2009 based on the final scientific report. The findings were made available to the siting regions in brochure form[68]. An advanced training module on "Communication" was also provided for the start teams by the SFOE. Thus, the start teams were enabled to draw up and implement a communication concept.

The SFOE deliberately gave the responsibility for public relations activities to the start teams with the idea in mind that communication in the region should not be perceived as coming from "outside". The start teams were to act as the "voice of the region". For their part, some of the start teams feared they would be perceived in the region as the "voice of the SFOE". The start teams sought to counter this impression by issuing clear messages to the public. The following quotation illustrates this quandary:

"I saw our role as a start team clearly as that of representatives of the region. We did not want to be perceived as the voice of the SFOE and we refused to act as a go-between between the SFOE and the region."

Hanspeter Jeseneg, representative of the Jura-Südfuss start team

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[67] Cf. SFOE (2009a): Sectoral Plan for Deep Geological Repositories. Tool for communication in the siting regions. Sectoral Plan for Deep Geological Repositories.

[68] SFOE (2009b): Sectoral Plan for Deep Geological Repositories. Research project "Communication with Society: Basis for communication in the siting regions". Bern: Swiss Federal Office of Energy SFOE.

In many places communication was perceived to be a major challenge for which the start teams would have liked to have had more support. Two interviewees said explicitly that they would have welcomed it had the SFOE conducted a broadly based information campaign in the run-up to regional participation, as can be clearly seen in the following quotation:

"Communication on the part of the SFOE was good when concrete, practical matters were concerned. However, there was no region-wide communication, for example using billboards. In my opinion, the SFOE should have promoted greater awareness for the topic among the population in the region. This would have led to greater concern early on and it would have been easier for the regions to generate interest in the population for the regional conference."

Hannes Hinnen, start moderator for Nördlich Lägern

As a result, it might have been possible in this phase to achieve a higher degree of mobilisation and greater awareness among the population, which would have made it easier to establish the regional conference. However, such a procedure would not have been well received in all regions. For example, in Jura-Südfuss the start team deliberately did not conduct any public relations activities to avoid unnecessarily stirring up people's emotions.

7.6. Interest and reactions in the population

Despite all their efforts, during the set-up phase all the start teams felt there was only moderate interest in the population – which may also have a bearing on the mediocre response of the press. The interviewees felt the lack of interest was due to the fact that in this phase people did not feel there was sufficient reason to be concerned and they could not really imagine what participation meant. Those interviewees, who are also participating in the regional conferences, have been able to confirm that the population's interest has since increased.

The reaction in the population to the participatory approach was described differently depending on the region. For example, in the Zürich Nordost region, which was in the focus earlier as a location for potential repository in connection with the demonstration of feasibility, interviewees felt there was a palpable sense of relief among the population when the sectoral plan procedure was introduced with five further regions under discussion. That is why people were relatively eager to participate constructively in the process. In Wellenberg on the other hand, the feeling was that the people in the region had expressed their opinion and had already "participated enough" through the two votings held earlier. It was difficult for some parts of the population to understand what if anything could be meant with the term "participation". The lack of understanding evident among the population about what participation meant – in comparison to direct democracy – was also apparent in other regions. The accusation made in some circles that participation is just a token exercise with which the participants in various regions were now confronted should also be seen as connected with this attitude.

7.7. Interest in the press

The interviewees evaluated the interest shown in regional participation by the press during the set-up phase as minimal. In some regions, start teams were able to establish contact to individual representatives of local and regional newspapers and local television stations, which led to greater presence in the media. These contacts in the various media were also used by the start teams to find potential participants for the regional conference through articles in the press. Basically, however, the start teams felt the media were more interested in politically charged topics which did not have much to do with regional participation but more to do with deep geological repositories or nuclear power.

7.8. Conclusions drawn on communication

* The objectives of communication were to inform the public, to motivate people to take part in the participatory process and to create transparency.

* The population's interest in the topic during the set-up phase was relatively low.

- The media were interested primarily in politically charged themes such as use of nuclear power and deep geological repositories and could only be used to a limited extent to support the participation processes.

- The cantons were mainly responsible for communication (e.g., printed publications distributed to households) along with the start teams. The SFOE focussed on communication on a national level and deliberately remained in the background based on the philosophy that the regions themselves should take care of their own communication to ensure it was not perceived as "coming from outside". The professionalism evident in establishing communication differed too and in general communication proved to be a challenge in all regions.

8. Time plan and cost of establishing participation

8.1. Time scale

According to the original time plan for the establishment of regional participation, the regional conferences were to be constituted in all six regions by mid-2011. However, this time scale was deemed unrealistic by various start teams. Once it became apparent that the set-up process would take longer than originally foreseen, the SFOE extended the deadline until the end of October 2011[69]. Finally, all the start teams were able to hold the first regional conference by the beginning of November – with the exception of Wellenberg, which did not found a regional conference.

Table 9 provides an overview of the dates of the initial meetings of the start teams and the foundation meeting of the regional conferences. The Jura Ost start team was able to set up regional participation in a much shorter time than all the other start teams. According to those interviewed, this was due to good organisation and not least because of the enormous commitment on the part of the office. The start team deliberately decided to take on a pioneering role in the process. Concomitant with this was the additional demand on time, as shown by this quotation:

"The pioneering role take on by the Jura Ost region meant the demand on time was much greater. At the same time this was the explicit wish of the start team which also enabled them to exploit the room for manoeuvre and incorporate some aspects which were important to the region."

Inger Schjold, start moderator, Jura Ost

The assessment of the time available differed greatly among all the other start teams. The time plan with the extended deadline was assessed as basically adequate in Nördlich Lägern, Jura-Südfuss and Zürich Nordost, while the team in Südranden was under enormous pressure and deemed the time scale far too restrictive. The Südranden start team had a long backlog to catch up on because the definite start team was constituted late and long discussions were held about the principle of taking part in the sectoral plan procedure in any way. Regardless of the time plan, in almost all regions it was stated that the time involved for individual members of the start teams was in some cases extremely high. Another point, which was criticised was that the SFOE had not taken sufficiently into account that most of the participants were avocational politicians.

Table 9: Dates of foundation of the start teams and the regional conferences

	Initial meeting of the provisional start team and the SFOE	**Constituting meeting of the definite start team**	**Foundation meeting of the regional conference**
Jura Ost	25 August 2009	25 February 2010	18 June 2011
Jura-Südfuss	9 September 2009	3 March 2010	9 November 2011
Nördlich Lägern	9 September 2009	15 January 2010	30 September 2011
Südranden	8 December 2009	11 June 2010	5 November 2011
Wellenberg	4 September 2009	10 March 2010	26 March 2012 (founding of the platform)
Zürich Nordost	7 September 2009	15 February 2010	10 September 2011

Compilation: PLANVAL 2014:
Source: Minutes of start team meetings

The amount of work involved for the start moderators differed greatly depending on the phase concerned – on average it corresponded to a workload of about 20 per cent (one day per week), according to the moderators. In total, the SFOE invested 6,700 hours in the establishment of regional participation.

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[69] Cf. minutes of the networking meeting of the start teams of 26.10.10.

8.2. Cost of the set-up process in the provisional siting regions

As the "representatives of the region", the start teams in all the provisional siting regions made an agreement on regulations for compensation with the SFOE.[70] The regulations lay down rules for the compensation of costs incurred by the municipalities within the framework of the selection procedure for deep geological repositories according to the *Conceptual Part of the Sectoral Plan for Deep Geological Repositories*. The regulations were valid for one year at a time and also contained milestones which had to be attained by the start teams. The start teams were given a lump sum for 2009 consisting of a basic amount and a variable amount per municipality[71]. Caps on costs were agreed for 2010 and 2011. This included costs for material and staff for public relations activities, costs for material and office staff, costs incurred in qualification of members of start teams (2010) and set-up forums (2011), and attendance fees and expenses. The start teams invoiced the actual costs, based among other things on the compensation rates defined in the regulations. Compensation for start moderators was not included because they had direct contracts with the SFOE.

Table 10: Caps on costs and actual costs for the establishment of regional participation in the provisional siting regions

	Lump sum 2009 (in CHF)	Cap on costs 2010 (in CHF)	Cap on costs 2011 (in CHF)	Lump sum and cap on costs from 2009–2011 (in CHF)	Actual costs 2009–2011 (in CHF)
Jura Ost	50,000	143,000	205,000	398,000	338,902
Jura-Südfuss	54,000	171,000	210,000	435,000	314,589
Nördlich Lägern	55,000*	145,000	205,000	405,000	340,718
Südranden	5,000	139,000**	200,000	344,000	306,263
Wellenberg	25,000	120,000	180,000	325,000	158,593
Zürich Nordost	43,000	147,000	200,000	390,000	432,734
Total	**227,000**	**865,000**	**1,200,000**	**2,292,000**	**1,891,799**

* Including CHF 10,000 for the "previously established communication concept"

** Including a lump sum payment of CHF 5,000 for expenditure in 2009.

Compilation: PLANVAL 2014:

Sources:

Regulations for compensation of costs incurred by the siting municipalities within the framework of the Sectoral plan procedure for deep geological repositories (SGT) between the SFOE and each start team.

Information SFOE, Disposal of Radioactive Waste section

The actual costs incurred by the individual start teams in establishing the regional conference were less than the caps stipulated (including the lump sum for 2009) in all the regions – other than in Zürich Nordost. All of the start teams – other than that for Südranden – said the funds placed at their disposal by the SFOE were adequate. In Südranden the funds were deemed inadequate and the start team was perturbed about the perceived inflexibility of the SFOE with regards to allocation of the budget to single items. Finally, after discussions were held, it was agreed to permit funds to be transferred from item to item.

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[70] Regulations for compensation of costs incurred by the siting municipalities within the framework of the Sectoral plan procedure for deep geological repositories (SGT) between the SFOE and each start team.

[71] Cf. SFOE: Presentation to the meeting of the provisional start team in Zurich Weinland of 25.8.09.

In addition to the above mentioned costs for the start teams, other costs were incurred by the SFOE including compensation for the start moderators, the cost of the survey of social structures, the implementation concept, and the costs for SFOE staff. This resulted in an overall total of CHF 3,723,417 for the set-up process from 2009 to 2011. Table 11 provides an overview of these costs. This does not include the preparatory work and services in the run up period, such as compiling the *Guidelines for the establishment of regional participation.* Costs incurred by further members of bodies involved with the sectoral plan, and in particular the siting cantons, are also not included.

Table 11: Costs incurred in the establishment of regional participation during Stage 1

	Costs (in CHF)
Total costs for regional start teams	1,891,799
Total costs for start moderators	603,652
Concept for the Survey of social structures	149,473
Preparation of the Survey of social structures	39,618
Implementation concept for regional participation	85,375
Costs for SFOE staff for regional participation 2009–2011	953,500
Total	**3,723,417**

Compilation: PLANVAL 2014:
Source: Information SFOE, Disposal of Radioactive Waste section

8.3. Conclusions drawn about the time plan and the costs

- The original time plan had to be extended by six months; thereafter it was adhered to.

- The time required by the individual start teams for the establishment of regional participation differed. The time period stipulated was perceived differently in each region. Different framework conditions played a role in this as did the attitude of the start team to the process.

- The amount of work involved was underestimated initially by individual members of the start teams. An enormous commitment was expected in terms of time in some cases from avocational politicians, who also had other tasks to care for.

- The costs incurred in the regions were compensated by the SFOE on the basis of service contracts with milestones. Wellenberg claimed approximately CHF 160,000. The costs incurred by this region – which was the only region that did not establish a regional conference – were much less than the average of CHF 346,000 for each of the other five regions.

9. Success factors from the standpoints of start teams and start moderators

All twelve interviewees (six start moderators, six members of start teams) were asked openly about success factors and the difficulties encountered in the establishment of regional participation in their region. The success factors listed below are derived from their answers.

9.1. Start team personnel and start moderators

In all regions – other than Zürich Nordost – specific success factors were mentioned, all of which were linked to the people involved.

- The engagement of the **"right person"** contributed significantly to success. The qualities mentioned as desirable for such individuals include good leadership skills and professionalism[72]. A good personal network was also cited as a success factor by members of start teams. The political experience of the participants proved to be another advantage as did the fact that he or she benefited from a degree of trust among the regional population, as shown by the following quotation:

"In my opinion the establishment and acceptance of regional participation is made easier if the people in the start team are politically established, credible persons who have the trust of the population."

Othmar Schwank, start moderator, Südranden

- The interviewees also found a **"good team"** was significant for success because this made constructive cooperation possible as well as a solution-oriented, objective approach to the procedure. What was also important, it was said, was a pragmatic approach to problems and not exploiting them for political purposes.

9.2. Flexible regional implementation

In addition to the aspects of individual persons and region, in the perception of three start teams a concrete success factor was the different approach they employed to the tasks involved.

- Holding **set-up forums** for specific target groups was deemed most helpful in Nördlich Lägern.

- In Jura-Südfuss the deliberate choice of the region to **communicate sparingly** was seen as an advantage. This permitted the start team to establish the regional conference in peace and quiet. The supporting association approach was also deemed a suitable solution for the region.

- In Südranden the fact that the start team "had the courage" to **deviate** somewhat from the **guidelines** and hold less set-up forums than originally planned was described as facilitating the process.

9.3. Clarity about processes and objectives

In three regions vague, involved processes were perceived as a complication. The reverse would mean that clarity about processes and objectives would be important factors for successful implementation.

- Some criticised the **allocation of roles** saying they were not clearly defined and that the SFOE did not take an active enough role as a **process leader**.

- At the same time a degree of **flexibility in and regular adaptation** of the process were considered important, as the following quotation shows:

"In the establishment of regional participation, flexibility and constant adaptation of the process appear very important to me. Throughout the entire process it has been apparent that matters need to be rethought time and again."

Hanspeter Lienhart, representative of the Nördlich Lägern start team

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[72] Professionalism in the sense of experience with (political) processes and the ability to approach a problem in a solution-oriented manner.

- Further, some processes were perceived as being too complicated and it was felt the concepts were too scientific and impractical, as emphasised by this quotation:

"In my opinion the question of motivation of participants for the regional conference was central to the process. How could people be won over to help arrange a process that would last for years? Scientifically everything had been arranged in advance, but it was a challenge to bring the basic scientific principles down to the 'day to day' level."

<div align="right">Markus Baumgartner, start moderator, Zürich Nordost</div>

- The complicated definition of what the objective of regional participation is in any case and the **narrowly defined opportunity to have a say** in the process were also perceived as a complication.

9.4. Sufficient time resources

Interviewees from three regions said extensive time was involved in the establishment of participation and that the SFOE's estimate of the time involved had been at times unrealistic. Some individuals had invested a great deal of time. In Jura Ost the pioneering role – chosen by the region – also at times complicated the process because this meant the start team required significantly more time.

9.5. Regional factors

The interviewees also identified specific regional aspects and characteristics, which were either success factors or factors that made the process difficult.

- The fact that Südranden was a relatively homogeneous region was deemed an advantage because this meant the region had a common identity. The lack of homogeneity was perceived as a challenge in Jura Ost, as the following statement makes clear:

"In my opinion the heterogeneity of the Jura Ost region, which is not actually a region as such, made establishment of regional participation more difficult."

<div align="right">Ueli Müller, member of Jura Ost start team</div>

- The **small area** of the region was seen to be an advantage, because it was simpler to make contact with others and people knew each other well. At the same time the (spatial) proximity in Wellenberg was also perceived as a complication, because this increased the danger of stigmatisation, as illustrated by this quotation:

"The small area of our region was an advantage and at the same time a disadvantage for the establishment of regional participation. On the one hand it's easy to establish personal contact, on the other the proximity brings with it the danger of stigmatisation for the participants."

<div align="right">Hanns Fuchs, start moderator, Wellenberg</div>

- In Wellenberg, with its **history** of two votings against a deep geological repository, the mistrust in the population was so great that taking part in the start team was perceived as betrayal. A sense of **distrust** also prevailed among the population of the Südranden region with respect to the process. Participating in regional participation was regarded by some as tantamount to favouring a deep geological repository.

- In both Zürich Nordost and Jura-Südfuss, the **headstart** of both regions in **living with the topic** of "nuclear power" and/or "deep geological repositories" was deemed to be an advantage. The representatives of the start teams emphasised that Zürich Nordost region was more "alert" to the sectoral plan procedure, in particular because of the existence of the "Forum Opalinus", which was founded in 2002.

"We had the great advantage in Zürich Nordost of having a headstart on the other regions because we already had the Forum Opalinus."

<div align="right">Verena Strasser, representative of the Zürich Nordost start team</div>

In the Jura-Südfuss region, however, where the population has lived with Gösgen NPP for years, a relatively pragmatic and less emotional attitude prevailed to the question of a deep geological repository, as shown by the following statement:

"The fact that our region had already had experience with nuclear power facilitated the establishment of regional participation. I think there were less diffuse fears amongst us than in other regions and the attitude to the deep geological repository topic was more pragmatic."

Hanspeter Jeseneg, representative of the Jura-Südfuss start team

10. Lessons learned and recommendations

Regional participation within the framework of the search for sites for deep geological repositories is a pioneering project. No experience of a project of this dimension could be drawn upon in establishing the participatory bodies, in Switzerland at least. For this reason, the project involved continuous learning and acquisition of experience for all the participants.

A list of the **ten most important** lessons learned from the standpoint of the author as well as recommendations from the establishment of regional participation are given below. The recommendations are suitable for implementation in further participation processes as well as in similar projects.

1. Consideration for the history and the most sensitive issues in the region

Lesson learned

The Sectoral Plan for Deep Geological Repositories is a project arranged on a national level. At the same time implementation of the project impacts upon the regional level – where people are sensitive about certain issues and past events also play a role. Such influence acceptance for the procedure and the establishment of participation.

Recommendation

The players who participate must have knowledge of the most sensitive issues in the region and of the region's history with respect to the topic. As far as possible, consideration should be shown for the peculiarities of the region, the most sensitive issues and the prior history.

2. Concrete requirements with flexibility

Lesson learned

Finding the balance between flexibility and the concrete requirements of the procedure proved to a major challenge for the SFOE. This was manifest in the differing claims made by the start teams. While some would have liked to have had more freedom to implement their own ideas, others were looking for more concrete requirements from the SFOE. It was important for the acceptance of the procedure among the regional players for them to have a degree of room for manoeuvre in its implementation.

Recommendation

Those leading the procedure should clearly define the necessary products and objectives – but leave it to the regions to decide how they are to be attained within the given framework. If need be, concrete tools should be made available to the regions. This procedure leaves the regions room for manoeuvre in the concrete local procedure; however, it guarantees comparable results through clear definition of the framework, the objectives and the products.

3. Clear process leadership and sufficient resources

Lesson learned

The cost of establishing regional participation was originally underestimated by the SFOE. Even if some start teams would have liked to have had more room for manoeuvre in dealing with their tasks at times, they also felt there was a need for a narrower definition of processes and process management by the SFOE.

Recommendation

In the ideal situation, the authority leading the process should present itself clearly as the process leader and define the procedures, roles, tasks and competence of all the participating players. Definition of this framework should be done in cooperation with those involved if possible.

Sufficient resources in the form of funds and staff are required for process leadership so as to be able to cope with unforeseen tasks as they arise. The resources supplied for process leadership should be proportionate to the dimensions of the overall project.

4. Clear definition and communication of roles

Lesson learned

The start teams needed a lot of time in clarifying what their roles and tasks were. Evaluation of what occurred shows the start moderators understood their role differently depending on the region they were in. This shows the roles of the participating players were not sufficiently clearly defined initially in some cases and/or were not communicated clearly enough. Another challenge arose when some players took on various roles.

Recommendation

The roles and duties of the various players have to be defined clearly from the very beginning. Central here is clear communication and transparency about what individual players are able to accomplish. Communication about roles and tasks is a continuous task. Amongst participants, it also has to be borne in mind that experience has to be gathered first before the proposed cooperation can function smoothly according to the procedure.

5. Establishment of participation with the help of the start teams and start moderators

Lesson learned

The procedure followed using the start teams as representatives of the municipalities in the siting regions and with start moderators as multi-partiality process facilitators proved effective. While members of the start teams contributed the viewpoint of the municipalities affected by the proposal and could use their network, the start moderators led the set-up process locally and took on the role of go-betweens for the SFOE and the start teams.

Recommendation

The start team and start moderator model proved effective and can be recommended to others.

a. Inclusion of regional players from existing structures

Lesson learned

Building start teams, which mainly consisted of elected representatives of municipalities proved effective in principle. However, the political legitimacy for participation was always a recurring subject for discussion. The exceptional commitment of well-networked, politically accepted personalities in the start teams contributed to the successful establishment of regional participation. However, in some cases the time involved for members of start teams reached the limit of what was bearable. Further, constituting the start teams from municipal politicians led to the under-representation of women.

Recommendation

In the participation set-up phase attention should be paid to including the "right people" from the region. In this respect, it is important for them to have the trust of the people in the region and to have a broad network. It is advisable here to build on existing (political) structures; a further advantage of this is that it increases the political legitimacy of participation. Because the existing political structures are broadly male-dominated (at least in the regions studied in Switzerland) special attention should be paid to the degree of appreciation manifest by participants for socio-demographic criteria in the composition of regional participation. The limited time resources available to avocational politicians should be taken into consideration if they are included in a participation process.

b. Professional, multi-partiality process facilitators as key persons

Lesson learned

The start moderators assumed a key role in the establishment of regional participation. They not only acted as go-betweens between the start team and the SFOE, they also took on many important conceptual tasks and supported the start team in all areas of their work. It was central to the work of the start moderators to have the trust of both the SFOE and of the start teams. The SFOE and the start

teams chose the start moderators in each case together, and this proved effective. At the same time the tasks of the start moderators require certain key competences such as methodological competence, social skills (experience in handling individuals and groups, negotiating skills, empathy) and competence in communication (fully understand and be able to arrange the processes of verbal and non-verbal exchange of information; clear and understandable manner of expressing themselves). If start moderators do not have the necessary competence, measures are needed to help them qualify later.

Recommendation

Professional process facilitation by a multi-partiality person (one who is neutral and independent in respect of the participating parties and the subject matter) from the very beginning makes establishing participation easier. Finally, for this job someone is required who will be accepted by the regional players. At the same time, it is essential for such an individual to have the necessary core competences, experience of process facilitation and the right kind of character (integrity, patience, flexibility, attentiveness). This should be taken into consideration when the person is being selected because it has been seen that the greater the differences in the backgrounds and competences of the process facilitators, the greater the effort required to establish the overall process in a consequent manner.

6. Exchange of information between individual start bodies and promotion of expertise

Lesson learned

Although the start teams had been kept informed to some extent about progress in the other regions, early on in the procedure they felt the need to exchange information directly with those responsible in the other regions. The two joint networking meetings were found to be helpful and made it possible for the participants to learn from the experience of the other region. The focus on promotion of expertise (at the first meeting of the start moderators and the start teams) and the joint advanced training offered by the SFOE were useful in the eyes of the members of the start teams.

Recommendation

When a set-up process is being planned, provision should be made for a systematic exchange of information between the individual regions. Exchange of information facilitates the use of synergies and provides an opportunity to discuss problems and solutions. The individual regions can learn from one another and the establishment of participation can proceed in an efficient manner, e.g., various steps can be coordinated. Knowledge management for all regions should be planned and implemented early in the process. In addition, acquisition and promotion of competence in the area of expertise in which participation takes place is essential. Different types of information should be provided and this information should be clearly communicated.

7. Clear communication of the purpose, opportunities and limits to participation

Lesson learned

It was decisive for constructive cooperation between the SFOE and the region in the establishment of participation for the members of the start teams and the population affected by the proposal to be aware of the fact that taking part in the process was not tantamount to approval of a deep geological repository in the region. During the establishment of regional participation, both the SFOE and the regional players were also confronted with the accusation that participation was just a token exercise or "a measure to create acceptance". At the same time, it was feared that (unnecessary) structures would be built up in parallel to structures in the existing political system.

Recommendations

A clear, comprehensible message is required from the very start about what "participation" really means and what the purpose of participation is. At most, thought should be given as to whether or not to use the term "participation" when communicating with the outside world.

It should also be made clear that taking part in participation procedures does not equal approval of any project as such. If this is not accomplished, there is the danger that participants will feel stigmatised or that they may not be prepared to take part in participation at all.

It also has to be shown clearly, why participation is necessary and why the direct democratic instruments already available are inadequate in such a complex case. To make sure the participation procedure cannot be termed a "token exercise" and to create transparency, it is crucial to clearly define the opportunities presented by and the limits to the participation and to show to what extent it can actually influence the decision-making process.

8.   Continuous, professional communication

Lesson learned

Communication proved to be a major challenge in all of the regions. Those responsible found it very difficult to arouse interest in participation in their region. The SFOE deliberately left responsibility for public relations activities about the set-up process in the hands of the start teams so communication in the region would not be perceived as being "determined from outside" or as "coming from Bern".

Recommendation

At the beginning of a process it is advisable for the leading instance (in this case the SFOE) to arrange a broad public relations campaign. This emphasises its role as the process leader and helps to arouse the population's interest in the topic, which then paves the way for further communication in the regions. It also makes sense in respect of a potential national voting (concerning sites for deep geological repositories) if not only the siting regions but also the public in general are informed early, and then progressively, about the participation process.

9.   Awareness and strategy for broad inclusion of all interests

Lesson learned

To address all the interests and needs of a region in the sectoral plan procedure, the original intention was to include the general public in addition to the representatives of public authorities and organised interests. There was no lack of basic material to do this; one example we could mention is the elaborate survey of the social structure. Inclusion of interests which are by trend poorly represented (often women, young people, etc.) proved to be very difficult in practice; at the same time there was a lack of awareness for such aspects among some of those responsible for the procedure.

Recommendation

To ensure all the various interests are included in regional participation, a concrete strategy should be drawn up early in the process showing how this can be done. Effort is required as are various targeted measures in the field of communication. The participants also have to be made more keenly aware of the necessity of including the various population groups, for example by clearly showing the difference between the opportunity presented by participation and the existing opportunities to have a say on political matters. Further, obstacles inhibiting participation should be dismantled, if any. Examples of some instruments that could be used: Offering easily accessible information for specific target groups; accompanying measures (e.g., promotion of competence in the subject and social skills, coordination of meeting times, easily accessible meeting places) or compensation for taking part.

If is not possible to achieve balanced representation in all sectors within the regional participatory body, it should be ensured that the various interests and/or population groups are included at least from time to time in the participation process. In implementing this step, it would be advisable to make increased use of "participatory forums", as foreseen in the *Concept for regional participation*.

10. Motivating participants to take part by using various channels

Lesson learned

Perhaps it was due to a lack of general awareness in the population for the procedure, but it was in principle not easy to motivate people to participate in the regional conferences. In the end, sufficient participants could be found in all regions to assist in regional participation. Different channels proved effective depending on the region. The set-up forums were effective in principle, however, supplementary measures were required – personal contacts in particular played a significant role.

Recommendation

Before starting to search for participants, a review of the situation should be made showing how potential participants can be reached. In principle, it makes sense to use all the various channels of communication. The networks and personal contacts of those responsible in the regions as well as the targeted use of "multipliers" are approaches that can lead to success.

APPENDIX

I.   Overview of the interviews conducted

Overview of the interviews conducted; person and date		
	Start moderator	**Start team representative**
Jura Ost	Inger Schjold Winterthur, 26 September 2013	Ueli Müller Brugg, 20 August 2013
Jura-Südfuss	Heinz Rütter Rüschlikon, 6 August 2013	Hanspeter Jeseneg Gretzenbach, 10 September 2013
Nördlich Lägern	Hannes Hinnen Regensberg, 19 August 2013	Hanspeter Lienhart Bülach, 9 September 2013
Südranden	Othmar Schwank Zürich, 6 August 2013	Stephan Rawyler Neuhausen am Rheinfall, 22 July 2013
Wellenberg	Hanns Fuchs Luzern, 3 September 2013	Hans Kopp Wolfenschiessen, 3 September 2013
Zürich Nordost	Markus Baumgartner Zürich, 23 July 2013	Verena Strasser Benken ZH, 10 September 2013
	SFOE representative	
SFOE	Stefan Jordi Bern, 25 September 2013	

II.   Guidelines for interviews of start moderators (SM)

1.   Entry point

1.1. How did you come to take part in the establishment of regional participation as a start moderator in the region …?

Who asked you to participate? (SFOE, start team?)

1.2. What motivated you personally to take part in establishing participation in your region?

What were your own expectations in this respect?

1.3. What is your relationship to the potential siting region ...?

Did you/do you have roots in the region? What are the advantages/disadvantages of this relationship?

1.4. To what extent were you concerned with the following topics before you became a start moderator?

- *Participation:*
- *Deep geological repositories:*
- *Regional development:*

2.   Roles and tasks of start moderators

2.1. Were your role and tasks as a start moderator clear to you from the start of the set-up process?

Did you feel the SFOE had given you enough information at the time about your role/tasks?

2.2. How would you describe your role as a start moderator within a start team?

Go-between between the SFOE and the start team?

Barker / cart horse for the process?

Did you have a double role to play (e.g., in the office and as a moderator)?

2.3. Which specific tasks did you take on as a start moderator?

[Note: A brief description will suffice – specific questions will be posed about individual tasks]

Did you take on extra tasks in addition to the ones linked with your position?

3.   Cooperation with the start team

3.1. How would you describe the cooperation between you as a start moderator and the start team?

- *In which areas were you able to **support** the start team?*	
- *How did **information flow** between you and the start team?*	

3.2. How did cooperation function within the start team you were working with?

What went well? / Where did difficulties arise, if any? How did you cope with these as a start moderator?

3.3. How were decisions arrived at within the start team?

What was your role as the SM? What decisions lay within your competence as the SM?

3.4. In your opinion, was the size and the composition of your start team suitable to fulfil the tasks assigned?

If not: why not? What would have had to be changed?

How would you describe the general atmosphere/degree of motivation within your start team?

3.5. How did you as the start moderator experience the enlargement of the start team after the provisional siting regions were made known?

Did any conflicts of interest arise? How did you cope with such?

How was inclusion of the German municipalities in the start team regulated?

Who made the decisions?

3.6. How could neutrality (multi-partiality) be maintained?

To what extent could you as a start moderator provide support?

3.7. Did you feel the organisational structure stipulated for use during the set-up phase (*with an office, etc.,→ organisational chart in the "Guidelines for the establishment of regional participation"73* p. 9) was suitable for the tasks of the start team?

To what extent did "your" start team deviate from it? Why? Did this new/enlarged structure prove effective (what was effective, what was not)?

4. Cooperation/exchange of information with other players

4.1. How would you describe the cooperation with the SFOE?	
- *Did you feel you had sufficient support from the SFOE in carrying out your tasks as a start moderator?* - *What additional support would you have liked to have from the SFOE?*	
- *How well did information flow between you and the SFOE?*	

4.2. How would you describe the cooperation with the other start moderators?	
- *In which areas did you cooperate with the other start moderators?*	
- *How did information flow between you and the other start moderators?*	

4.3. How useful did you find the regular meetings with the other start moderators and the SFOE?

Were these meetings arranged from the beginning of the procedure?

What went well at these meetings? Where did problems/challenges arise?

4.4. Which other players did you work with within your tasks as a start moderator?

Which role did they fulfil? How would you rate the exchange of information?

4.5. Did cooperation with the various players change in the course of the procedure?

Did it become more intensive? Did it become less intensive? etc.

4.6. To what extent did your start team use the online "Collaboration Platform"? (What was it used for, when, how intensively was it used?) Did use of the platform change in the course of time?

Would you rate this as a suitable tool?

4.7. In your opinion, did the responsible bodies (SFOE, cantons, municipalities) fully carry out the tasks allotted?

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73 SFOE (2009d):

Establishment of regional participation in the sectoral plan procedure to search for sites for deep geological repositories

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5. Financial conditions and time scale

5.1. Did you feel the time scale stipulated for the set-up process was adequate?

If so, why; if not, why not? Did you as start moderator have the right to voice your opinion? How did the time scale affect the set-up process?

5.2. Did you feel the the financial conditions for the set-up process were adequate?

5.3. How much time did being a start moderator involve? Were the financial conditions satisfactory for your work as start moderator and for the work of the start team?

6. Competence / Advanced training

6.1. Which competences did you require as a start moderator to fulfil your tasks?

In retrospect, which competences were most important?

6.2. Had you already had experience in moderating participatory processes?

6.3. While acting as a start moderator, which offers of advanced training did you use to implement the assigned tasks?

Training as a moderator *How useful was this training for your activity as a SM?*	
Information from Nagra *How do you rate its value for your activity as a SM?*	
Further tools for advanced training / acquisition of competence, knowledge? *(E.g., events, literature, etc.)*	

6.4. Which other advanced training / aids would you have liked?

7. Drafting the Concept for regional participation

A) Questions for Hannes Hinnen and Inger Schjold [Note: were given the mandate to draw up the concept for regional participation]

7.1. You were given the mandate to draw up a concept for regional participation. What led up to this? [Note: It was originally planned for each region to draw up a separate implementation concept]

7.2. How did you proceed specifically when elaborating the concept[74]?

What role did the guidelines, which had already been established, play?

7.3. How did you take the concerns/needs of the various participating players into account when elaborating the concept? [Note: A concept workshop was held with all SM, and representatives of the SFOE and the cantons]

Did any conflicts of interest arise? If so, how did you cope with such?

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[74] SFOE (2011d)

Inclusion of the SFOE?	
Inclusion of the cantons?	
Inclusion of other start moderators?	
Inclusion of your "own" start team?	
Inclusion of the start team from other regions?	

7.4. In retrospect, would you say the concept was suitable for the purpose of establishing regional participation?

What would you do differently? Why?

B) Questions for other start moderators

7.5. To what extent could you as a start moderator voice your own opinion during the drafting of the "Concept for regional participation"?

In your opinion, was the concept workshop useful?

Were you able to incorporate all of your start team's concerns?

7.6. Were there special conditions for the organisation of regional participation in your region, which had to be taken into consideration?

To what extent were these taken into consideration?

7.7. Would you say the structure determined for regional participation was suitable? *(cf. illustrations of concept, p. 26/27)*

To what extent did your region deviate from the concept?

7.8. To what extent did the "Concept for regional participation" help you in your work as a start moderator?

Would you say that in all the concept is a suitable tool for establishing participation?

What would you change?

8. Analysis of social structures / Constituting the regional conference (RC)

A) Questions just for Heinz Rütter [Note: had the mandate to carry out the analysis of social structures]

8.1. On behalf of the SFOE – you (that is the company rütter+partner) were asked to carry out the survey of social structures. To what extent did you work together with the other start moderators to create the concept?

How did you take the concerns/needs of the various participating players into account when compiling the concept?

8.2. How difficult or how easy was it to acquire the data for the analysis of social structures?

8.3. In retrospect, would you say the survey of social structures was a suitable tool for the establishment of regional participation?

What would you do differently today?

B) Questions for all start moderators

8.4. On what did you and the ST base the "allocation formula" / the preferred composition of the RC?

(Composition of participants according to origin, authorities, [non-]organised interests, advocates/opponents of the project, etc.)

8.5. To what extent did the analysis of social structures play a role in constituting the RC in your region?

Would you say this tool was suitable for the purpose?

8.6. Which people / groups did you inform about the opportunity to participate? How did you do this?

What proved effective? What was ineffective?

8.7. Which measures did you adopt to motivate the people concerned to take part?   *Did you adopt any special measures to motivate people from poorly represented groups by trend (young people, women, etc.) to take part?*

8.8. In your opinion, were the set-up forums in your region a suitable instrument for constituting the RC?   *If so, why; if not, why not? Could all the set-up forums be conducted as originally planned?*   *Could all the target groups be reached?*   Repectively question to H. Rütter and H. Fuchs: Why did you not hold any set-up forums?

8.9. To what extent did you finally manage to find the "preferred" participants for the RC?   *Were you able to adhere approximately to the requirements for the allocation of seats?*   *What were the challenges you had to cope with? What were the success factors?*

8.10. Which difficulties / challenges were you confronted with in constituting the RC? How did you cope with such?

8.11. Would you say the process of constituting the RC (by means of set-up forums or otherwise) took place in a transparent manner?   *In particular, what would you say about the process for finding the group of participants for the RC?*

9. Communication / Public relations activities

9.1. The original plan was for each start team to compile its own communication concept. Was this useful for your (public relations) work?   *What role did you as the start moderator have in compiling the concept?*   *Did you feel you had sufficient support from the SFOE in drawing up the concept?* [Note: The SFOE made available the guidelines for communication and the check list for the communication concept]

9.2. How were the responsibilities for communication defined in your start team?   *What role did you as the start moderator play in implementing communication measures?*

9.3. Which objectives were pursued by means of the communication measures?   *(Information, acceptance, motivation, etc.)*

10. Reactions / Influence of "external factors" on the set-up process

10.1. How much interest was there in the population in your region about the process of establishing regional participation?   *To what extent did this interest change in the course of the process?*

10.2. To what extent was the participatory approach supported by the population / politicians in your region?

10.3. How much interest was there in the media in your region in the establishment of regional participation?   *To what extent did this interest change in the course of the process?*   *How did your start team cope with this change?*

10.4. To what extent was the set-up process influenced through reports in the media about deep geological repositories, nuclear power, etc.?

10.5. In your view, to what extent did the events in Fukushima influence the establishment of the participation process?

> *How did you react as a start moderator?*

11. Concluding questions / Conclusions reached concerning the set-up process for regional participation

11.1. Could you mention any factors that facilitated the set-up process in your region?

11.2. Could you mention any factors that impeded the set-up process in your region?

11.3. In retrospect, what would you change or improve in the set-up process?
Which of the tasks you took on as a start moderator should (in your opinion) have been performed by another instance or which should have been left out altogether? Why?

11.4. How important, useful or suitable do you find the participatory process to find a site for a deep geological repository?

11.5. Do you think this participatory process could be applied in other countries or could it be applied to deal with other national issues? Why? If so, to which issues?

11.6. [Open question to conclude]: Do you have any other comments or remarks to make about the set-up process?

III. Interview guidelines for start teams

1. Entry point

1.1. How did you come to know that your region was being considered as a potential siting region for a deep geological repository?

When? / Through whom? How did you feel when you received this information?

1.2. How were you informed about the planned regional participation procedure?

When? / Through whom?

1.3. What motivated you personally to take part in the establishment of participation in your region?

What were your own expectations in this respect?

1.4. To what extent were you concerned about deep geological repositories, participation or regional development before you joined a start team?

2. Constituting the start team / Selection of start moderators

2.1. How was the start team in your region formed?

How was a decision made about which people / which municipalities would be represented in the ST?

2.2. As a provisional start team, were you included in the discussion about the provisional siting region? Were your concerns given sufficient consideration? If not, do you know why?

2.3. How did the process of enlarging the start teams proceed after the siting regions were made known?

Did any conflicts of interest arise? How did you cope with such?

How was inclusion of the German municipalities in the start team regulated?

Who made the decisions?

2.4. How great was the interest in the set-up process for regional participation in the municipalities concerned and among the various associations and how much interest was shown in working on the ST?

Did the degree of interest vary in the course of the process (when and why)?

2.5. How did the process of selecting the start moderators proceed in your region?

Did you know someone suitable / did the SFOE suggest a candidate?

3. Role and tasks of the start team

3.1. How would you describe your role/tasks as a start team?

Did you feel the SFOE had given you enough information at the time about your role/tasks?

What did you do to clarify your role/tasks?

3.2. Which tasks did the start team in your region specifically take on?

[Note: A brief description will suffice – specific questions will be posed about individual tasks]

3.3. Did you feel the organisational structure stipulated for use during the set-up phase (*with an office, etc.,* →*organisational chart in the "Guidelines for the establishment of regional participation"*[75] p. 9) was suitable for the tasks of the start team?

To what extent did your start team deviate from it? Why? Did this new/enlarged structure prove effective (what was effective, what was not)? Did constituting a management team/committee for the ST proved effective?

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[75] SFOE (2009d)

3.4. How well did the start team cooperate / how well were tasks allocated?
What went well? / Where did difficulties arise, if any? How did your start team cope with these difficulties?

3.5. How were decisions arrived at within the start team?
What scope of influence on the ST was allotted to the various representatives of regional planning associations and municipalities? What scope of influence did the representatives of German municipalities have?

3.6. How were the various interests distributed within the start team?
How did the start team cope with this situation? Did any difficulties arise?

3.7. In your opinion, was the size and the composition of your start team suitable to fulfil the tasks assigned?
If not: why not? What would have had to be changed? Was "male domination" or the lack of inclusion of young people in the start team an issue? How would you describe the general atmosphere/degree of motivation within your start team?

4. Cooperation / Exchange of information with other players

4.1. How would you describe cooperation between the start team and the **start moderator** (SM)?	
*- Did you feel you had sufficient **support** from the SM in carrying out your tasks as a start team?* *- What additional support would the start team have liked to have from the SM?*	
*- How did **information flow** between the SM and the start team?*	

4.2. How would you describe cooperation between the start team and the **SFOE**?	
*- Did you feel you had sufficient **support** from the SFOE in carrying out your tasks as a start team?* *- What additional support would the start team have liked to have from the SFOE?*	
*- How did **information flow** between the SFOE and the start team?*	

4.3. How would you describe cooperation between the start team and the **siting canton(s)**?	
*- Did you feel you had sufficient **support** from your siting canton(s) in carrying out your tasks as a start team?* *- What additional support would the start team have liked to have from the siting canton(s)?*	
*- How did **information flow** between the siting canton(s) and the start team?*	

4.4. During the set-up process, how well did your start team work with the municipalities concerned?
During the set-up process, to what extent were you in contact with those municipalities, which had no delegate on the ST?

4.5. During the set-up process, how well did your start team work with the German municipalities concerned?

4.6. To what extent did your start team work together with other start teams?
Did any exchange of information take place outside the official "networking meetings"?

4.7. How well did the exchange of information with Nagra function?

Did you feel you were satisfactorily informed about ongoing Nagra activities? (site visits, for example)

4.8. Which other players did you work with within your tasks as a start team?

Which role did they fulfil? How would you rate the exchange of information?

4.9. To what extent did the start team use the online "Collaboration Platform"? (What was it used for, when, how intensively was it used?) Did use of the platform change in the course of time?

Would you rate this as a suitable tool?

5. Financial conditions and time scale

5.1. Did you find the funds provided by the SFOE for the establishment of participation were adequate?

If so, why; if not, why not? Did you have the right to voice your opinion?

5.2. Did you feel the time scale stipulated for the set-up process was adequate?

If so, why; if not, why not?

Did you have the right to voice your opinion?

6. Competence / Advanced training

6.1. Did the members of your start team feel competent enough to carry out their tasks?

What previous knowledge was available within the start team (with respect to the sectoral plan procedure / participation / deep geological repositories)

6.2. What advanced training did your start team benefit from to be able to carry out its tasks?

Advanced training modules of the SFOE (sectoral plan, ethics, communication, participation, radioactive waste, safety) *How would you rate the value of the courses?*	
Fact-finding trips offered by Nagra? *How would you rate the value of the trips?*	
Further tools for advanced training / acquisition of competence, knowledge? *(E.g., events, literature, etc.)*	

6.3. Which other advanced training / aids would you have liked?

7. Compiling the Concept for regional participation

7.1. To what extent could you as a start team voice your opinion during the compiling of the "Concept for regional participation"[76]?

Did you feel your start team had adequate opportunity to voice an opinion?

Would you have liked to have more / less influence?

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[76] Sectoral Plan for Deep Geological Repositories. Concept for regional participation: Basic principles and implementation in stages 1 and 2. (17 February 2011).

7.2. Were there special conditions for the organisation of regional participation in your region, which had to be taken into consideration?

To what extent were these taken into consideration?

7.3. Would you say the structure determined for regional participation was suitable? (→ *cf. illustrations "Concepts of regional participation" p. 26/27*)

7.4. To what extent did the "Concept for regional participation" help you in your work as a start team?

Would you say that overall the concept is a suitable tool for the establishment of regional participation

8. Analysis of social structures / Constituting the regional conference (RC)

Please describe specifically how you proceeded in constituting the RC:

8.1. On what did your ST base the "allocation formula" / the preferred composition of the RC?

(Composition of participants according to origin, authorities, [non-]organised interests, advocates/opponents of the project, etc.)

8.2. To what extent did the analysis of social structures play a role in constituting the RC in your region?

Would you rate this tool as suitable for the purpose?

8.3. Which people / groups did you **inform** about the opportunity to participate? How did you do this?

What proved effective? What did not prove to be effective?

[Use open questions initially, then use the checklist to ensure nothing is forgotten]

- ☐ Website
- ☐ New media (e.g. Facebook)
- ☐ Press conference
- ☐ Direct approach
- ☐ Information stand
- ☐ Questionnaires (at fairs)
- ☐ Through the municipalities
- ☐ Set-up forums
- ☐ Workshops
- ☐ Other methods: …..

Which target groups did you specifically try to reach?

Which measures proved effective? Which were not effective? Why?

Could all the target groups be reached?

8.4. Did you adopt any special measures to motivate the people concerned to take part?

Did you adopt any special measures to motivate people from poorly represented groups by trend (young people, women, etc.) to take part?

8.5. *[If set-up forums were held:]* How did you proceed in organising set-up forums?

In your opinion, were the set-up forums in your region a suitable instrument for constituting the RC? *If so, why; if not, why not? Could all the set-up forums be conducted as originally planned?*

Could all the target groups be reached?

[If set-up forums were NOT held:] Why did you not hold any set-up forums?

8.6. To what extent did you finally manage to find the "preferred" participants for the RC?

Were you able to adhere approximately to the requirements for the allocation of seats?

What were the challenges you had to cope with? What were the success factors?

8.7. Which difficulties / challenges were you confronted with while constituting the RC? How did you cope with such?

8.8. Would you say the process of constituting the RC (by means of set-up forums or otherwise) took place in a transparent manner?

In particular, what would you say about the process for finding the group of participants for the RC?

9. Communication / Public relations activities

9.1. The original plan was for each start team to compile its own communication concept. Was this useful for your (public relations) work?

Did you feel you had sufficient support in drawing up the concept from the SFOE? [Note: The SFOE made available the guidelines for communication and the check list for the communication concept]

9.2. How were the responsibilities for communication defined in your start team?

Who was responsible for communication? Did you engage the services of a professional communications consultant/external office?

9.3. Which specific communication measures did you implement?

Were such effective? What were the challenges?

9.4. Which objectives were pursued by means of the communication measures?

(Information, acceptance, motivation, etc.)

9.5. What lessons have you learned in the field of communications?

For example, which content was disputed, found to be delicate, taboo or significant for the image of the region, such as the name chosen?

10. Reactions / Influence of "external factors" on the set-up process

10.1. How much interest was there in the population in your region about the process of establishing regional participation?

To what extent did this interest change in the course of the process?

10.2. How intensively did your start team perceive (or come to perceive) its task as the regional contact for the participation process?

What opportunity did the population have to communicate with you as a ST?

What was such communication generally about?

10.3. To what extent was the participatory approach supported by the population / politicians in your region?

10.4. How much interest was there in the media in your region in the establishment of regional participation?

To what extent did this interest change in the course of the process?

How did you cope with this change as a start team?

10.5. To what extent was the set-up process influenced through reports in the media about deep geological repositories, nuclear power, etc.?

11. Concluding questions / Conclusions reached concerning the set-up process for regional participation

11.1. Could you mention any factors that facilitated the set-up process in your region?

11.2. Could you mention any factors that impeded the set-up process in your region?

11.3. In retrospect, what would you change or improve in the set-up process?

Which of the tasks you took on as a start team should (in your opinion) have been performed by another instance or which should have been left out altogether? Why?

11.4. [Open question to conclude]: Do you have any other comments or remarks to make about the set-up process?

IV. SFOE interview guidelines

1. Role of the SFOE and SFOE's cooperation with other players

1.1. Please describe briefly your own role in the establishment of regional participation.

1.2. How would you define the SFOE's role? To what extent was this role modified or changed in the course of the set-up process?

SITING CANTONS

1.3. *How would you describe cooperation between the SFOE and the siting cantons?*

What went well / where did difficulties arise?

MUNICIPALITIES / START TEAMS

1.4. How would you describe cooperation between the SFOE and the municipalities? And that with the start teams?

What went well, in which areas / where did difficulties arise?

START MODERATORS

1.5. Selection of start moderators. How did the selection of the start moderators proceed? What finally proved decisive in the choice of the start moderators?

1.6. How would you describe cooperation between the SFOE and the start moderators?

What went well at the joint meetings? Problems, challenges?

In retrospect, what would you do differently?

1.7. In retrospect, which of the start moderators' competences were most important?

Was a moderation course planned initially or was it required later when it was clear that set-up forums would be held, which might have to be moderated by the SM?

NAGRA / ENSI

1.8. How would you describe cooperation between the SFOE and the representatives of Nagra? And those of ENSI?

What went well / where did difficulties arise?

ONLINE COLLABORATION PLATFORM

1.9. Which objectives did you pursue when using the online "Collaboration Platform"?

Would you rate this as a suitable tool for the establishment process?

2. Coordination of the set-up process / RP concept

2.1. What were the difficulties/challenges faced by the SFOE in coordinating the set-up process? What was the SFOE successful in?

2.2. Was it possible to "guarantee participatory processes in all siting regions take place according to the same set of rules"? (Cf. Concept for regional participation, p. 8)

To what extent was this an objective in any case?

2.3. Did the common concept approach (frischer Wind) prove effective? Originally, the intention was to elaborate a concept for each region ...

2.4. In your opinion, to what extent were the theoretical requirements for the set-up process adhered to?

(In what respects were they adhered to or not adhered to and why?)

2.5. In retrospect, would you say the time plan was suitable for the establishment of RP?

3. Constituting / Composition of the RC

3.1. In your view, what challenges did the regions face in constituting the RC? (Finding participants, composition ...)

3.2. In retrospect, would you say the survey of social structures was a suitable tool for the purpose of establishing regional participation?

What would you do differently today?

3.3. Would you say the set-up forums were useful for the purpose of constituting the RC?

What would you do differently today?

3.4. What say did the SFOE have with respect to the composition of participants for the RC?

4. Public relations activities / Interest

4.1. The interviewees were critical of the SFOE saying it should been more active in the regions in the field of communication. What do you think about this?

4.2. Interest among the population in the establishment of regional participation tended to be minimal. Do you agree with this statement? Did you expect this? How did the SFOE cope with the situation?

4.3. In your opinion, how much interest was there in the media in the establishment of regional participation in your region?

4.4. To what extent was the set-up process influenced through reports in the media about deep geological repositories, nuclear power, etc.? +Fukushima?

5. Costs

5.1. Can you provide the exact details of the cost of the set-up process? Who pays for what/how much?

6. Concluding questions / Conclusions reached concerning the set-up process for regional participation

6.1. Could you mention any factors that facilitated the set-up process?

6.2. Could you mention any factors that impeded the set-up process?

6.3. In retrospect, what would you change or improve in the set-up process?

6.4. In your opinion, did the establishment of regional participation take place at the "right time"?

6.5. How important, useful or suitable do you find the participatory process to find a site for a deep geological repository as it stands now?

6.6. Do you think this participatory process could be applied in other countries or could it be applied to deal with other national issues? Why? If so, to which issues?

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Only the theoretical and conceptual fundamentals, which are repeated in the text, are given here in the references. The detailed minutes and presentations of the start teams and the SFOE are not shown below.

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