

OECD Workshop on Crisis Communication
Session 6: Presentation by the Nuclear and Industrial Safety Agency (NISA)

Thoughts and Measures for Improving the Public Communication of the Japan's Nuclear Regulatory Body

10 May 2012

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1. Rearrangement of indications obtained from Questionnaires and Interviews

Rearrangement of the indications

When rearranging the content of the indications obtained from questionnaires and interviews, the issues can be categorized as shown in the table below. These four categories were further organized into sub-categories according to their content. The table below shows the categories and sub-categories of the indications.

Category	Sub-category
1. Looks as if there was no capability for response	(1) Insufficient emergency response capability (2) Insufficient public relations capability
2. Could not see an attitude of trying to proactively provide information	(1) Provision of information is slow (2) Looks as if information is hidden
3. Response to information needs is insufficient	(1) Insufficient grasping of information needs (2) Insufficient response to needs related to information contents (3) Insufficient response to needs related to the means of information provision
4. Response organization is difficult to understand	

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2. Issues to be challenged in light of Public Hearings/Public Relations Regarding This Accident

Extraction of Issues to be challenged based on indications

We analyzed what caused the indications rearranged in the previous chapter. As a result, the following four issue categories were found. Our actions to address these issues will be explained in session 6.

Category	Sub-category
1. Issues related to the accident response	[Issue 1] Problems in obtaining information [Issue 2] Problems in analyzing and assessing information [Issue 3] Problems in the reliability of the analysis and assessment results
2. Issues related to the public hearings/public relations functions	[Issue 4] Public relations strategy is unclear [Issue 5] Insufficient collaboration between the decision-making field and the public relations field [Issue 6] Insufficient collaboration between the prime minister's office and NISA's public relations [Issue 7] Problems concerning the spokesperson [Issue 8] Problems concerning the functions for supporting the spokesperson [Issue 9] Lack of human resources for international response [Issue 10] Problems concerning the handling of uncertain information [Issue 11] Problems concerning comprehensibility [Issue 12] Insufficient use of public hearings/public relations tools [Issue 13] Insufficient communication with stakeholders
3. Issues related to the sharing of information with relevant organizations	[Issue 14] Insufficient collaboration with relevant organizations
4. Issues regarding emergency preparedness response	[Issue 15] Insufficient capability to respond to events that exceed expectations

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2. Issues to be Challenged in light of Public Hearings/Public Relations Regarding This Accident

1. Issues Related to Accident Response

Aside from problems being perceived as problems of public hearings/public relations, in the first place, there should probably be some problems of accident response as an organization.

Specifically, there were some problems underlying that pertain to the collection of information on the development of the situation or the evaluation as a regulatory body underpinned by technical expertise, and also regarding the concrete response.

[Issue 1] Problems in obtaining information

[Issue 2] Problems in analyzing and assessing information

[Issue 3] Problems in the reliability of the analysis and assessment results

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2. Issues to be Challenged in light of Public Hearings/Public Relations Regarding This Accident

2. Issues Related to the Public Hearings/Public Relations Functions – 1)

Regarding the Public Hearings/Public Relations Functions, issues from various aspects such as organizational viewpoint or communicative viewpoint, including matters related to decision-making were mentioned.

Particularly regarding the relationship with various stakeholders, the considerations normally tend to target only aspects of public relations; however, developing a relationship of mutual trust through a daily communication is an important issue.

(1) Problems in decision-making

[Issue 4] Public relations strategy is unclear

(2) Problems in the organization

1) Structural problems

[Issue 5] Insufficient collaboration between the decision-making field and the public relations field

[Issue 6] Insufficient collaboration between the prime minister 's office etc. and NISA's public relations

2) Problems of human resources

[Issue 7] Problems concerning the spokesperson

[Issue 8] Problems concerning the support of the spokesperson

[Issue 9] Problem of human resources for international response

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2. Issues to be Challenged in light of Public Hearings/Public Relations Regarding This Accident

2. Issues Related to the Public Hearings/ Public Relations Functions – 2)

(3) Problems in the communication of information

[Issue 10] Problems concerning the handling of uncertain information

[Issue 11] Problems concerning comprehensibility

(4) Problems of public hearings/ public relations tools

[Issue 12] Insufficient use of public hearings/public relations tools

(5) Problems in day-to-day stakeholder communication

[Issue 13] Insufficient stakeholder communication

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2. Issues to be Challenged in light of Public Hearings/Public Relations Regarding This Accident

3. An Issue Related to the Sharing of Information with Relevant Organizations

In the case of an accident like this, which is complex, large-scaled and long-term, it is indispensable that a plurality of organizations collaborate for the response while fulfilling their individual roles. This point can also be mentioned as an important issue.

[Issue 14] Insufficient collaboration with relevant organs

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2. Issues to be Challenged in light of Public Hearings/Public Relations Regarding This Accident

4. An Issue Regarding Emergency Preparedness Response

The following issue was mentioned as a problem regarding emergency preparedness response. These are closely related to issues in risk communication, but as a concrete counteraction, they should probably be approached as measures for emergency preparedness.

[Issue 15] Insufficient capability to respond to events that exceed expectations (both from the "software" and "hardware" perspective)

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3. The Form of Public Hearings/Public Relations Activities during an Accident

1. Actions Related to Accident Response

The duties as a regulatory authority in a nuclear emergency include not only the obtainment of first-hand information from the operator, but also the technical analysis and assessment of the accident on the basis of this information, and the establishment of measures as necessary. Public relations activities consist, of course, in communicating the facts, but also in communicating the assessment, action and the reasons for these in an easily comprehensible way.

Therefore, the first precondition as a regulatory authority is being able to obtain information on the accident, technically analyze the information and establish measures to respond; and to achieve this, it's needed to execute training and the like to improve the technical expertise of our staff and the response capacity as an organization.

○ Improvement of technical expertise and response capacity in the regulatory authority

- **Action 1:** Improve the technical expertise and response capacity of individual staff (response to issues 1 and 2)
- Develop and hold staff having technical expertise

• **Action 2:** Improve the response capacity as an organization (response to issues 1 and 2)

- Trainings in crisis management for management staff
- Practical training assuming significant events (complex events involving natural disaster and nuclear emergency, simultaneous accidents at multiple plants, etc.)
- Utilize a dedicated team specialized in accident analysis and assessment (acquire separately from staff in charge of accidents)

○ Improvement of the technical response capacity using external institutions (response to issue 3)

- **Action 3:** Improve the technical response capacity using external institutions
 - Utilize external institutions such as JNES, which is a specialized technical support organization (including emergency responses)

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3. The Form of Public Hearings/Public Relations Activities during an Accident

2. Actions Related to the Public Hearings/Public Relations Functions

Public relations of a regulatory authority in a nuclear emergency is, of course, required to communicate information needed by residents and organizations etc. inside and outside of Japan speedily and accurately; and it is also important that this information is communicated in an easily comprehensible form.

Further, also during normal times, it is important that, following the principle of disclosure and transparency, people are thoroughly informed what kind of assessments are served as the base for the activities as the regulatory authority. It is also important that, by reflecting opinions and evaluations of various stakeholders in the regulatory work and public relations, the quality of the regulatory work is improved and trust with stakeholders is developed.

Action 4: Unification with decision-making (response to issues 4, 5 and 6)

Increase the speed of public relations based on information sharing under a unification decision-making function in the prime minister 's office with public relation functions.

Action 5: Improve the awareness regarding public hearings/public relations in the entire organization (response to issues 4, 5 and 6)

- Seminars and trainings for the entire staff in order to sufficiently understand the purpose of public hearings/public relations
- Seminars and trainings on public hearings/public relations for management staff

Action 6: Improve the functionality of public relations from the human aspect (response to issues 7, 8, 9, 10 and 11)

- Improve response capacity of spokesperson (media training)
- Enhancement of human support for the spokesperson
- Utilization of external experts

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3. The Form of Public Hearings/Public Relations Activities during an Accident

2. Actions Related to the Public Hearings/Public Relations Functions

Action 7: Develop manuals for public relations (response to issues 10 and 11)

Action 8: Improve and develop public relations tools based on the characteristic features (response to issue 12)

Action 9: Improve public hearings functions (response to issues 11 and 13)

- Enhance call center functionality (save results of information needs analysis and replies of the people in a database)
- Utilize regional branch offices to grasp information needs in regions other than the region concerned
- Promote communication with overseas countries

Action 10: Share a common mindset with news related persons to prepare for emergencies (response to issue 13)

- Briefings and observation tours for news related persons during normal times (mechanisms for emergency preparedness, ERC facilities etc.)

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3. The Form of Public Hearings/Public Relations Activities during an Accident

3. Actions Related to the Sharing of Information with Relevant Organizations

In order for various relevant organizations to respond collaboratively while fulfilling their individual roles, it is a precondition that, after clarification of the division of roles, each organization understand its own role in a concrete form based on the clarification and tackle their activities.

For this reason, it is necessary to develop environment to ensure a smooth information sharing with the relevant organizations, such as preparing for common manuals shared among the relevant persons.

Action 11: Clarify the division of roles of the relevant organizations (response to issue 14)

- Consider the division of roles with the relevant organizations (including the prime minister's office)
- Consider the ideal form of information sharing between the Nuclear Emergency Response Headquarters Secretariat (Tokyo) and the Local Nuclear Emergency Response Headquarters

Action 12: Smoothen the sharing of first-hand information from the operator etc. with relevant organizations (create manuals etc.) (response to issue 14)

Action 13: Enhance international public relations functions by means of a collaboration with the Cabinet Public Relations Office and the Ministry of Foreign Affairs (response to issue 14)

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3. The Form of Public Hearings/Public Relations Activities during an Accident

4. Actions Regarding Emergency Preparedness Response

As for response related to emergency preparedness, considerations from the following perspectives are being made separately. It is necessary that the results of these considerations are reliably executed.

(Some of the matters under consideration)

- Promotion of information sharing with operators
- Promotion of information sharing among relevant organizations, including the prime minister's office
- Enhancement of infrastructure serving as the platform for the sharing of information with operators and relevant organizations

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Thank you for your attention.