

## **Document Preparation Profile (DPP) Version 7, dated 14 November 2013**

### **1. IDENTIFICATION**

**Document Category:** Safety Guide

**Working ID:** DS475

**Proposed Title:** Arrangements for Public Communications in Preparedness and Response for a Nuclear or Radiological Emergency

**Proposed Action:** New document

**Review Committee(s) or Group:** RASSC, NUSSC, WASSC, TRANSSC, NSGC

**Technical Officer(s):** Lisa Berthelot, NS-IEC

### **2. BACKGROUND**

Following recent nuclear and radiological emergencies with local, national and international consequences, with the expansion of new nuclear power programmes, and in light of a number of emerging security threats, emphasis on the field of public communications has increased. Based on experience from past emergencies, there is a fundamental need to communicate with the public in a transparent, timely, clear, factually correct, and effective way, not only to ensure the appropriate implementation of protective actions but also to mitigate the consequences of fear and psychological effects of radiation emergencies. Furthermore, one of the actions of the Nuclear Safety Action Plan's programme of work to strengthen the global nuclear safety framework is to "enhance transparency and effectiveness of communication and improve dissemination of information." Although the IAEA provides practical tools to Member States to support this action, there are currently no safety standards against which to apply those tools.

Experience from responding to nuclear and radiological emergencies also highlights public communications as one of the most important challenges in emergency management. Effective public communications in an emergency response is contingent on the level of preparedness of a Member State. Not only does this include planning, training and exercising for public communications in emergency response, it also depends on the strength of the overall communication strategy and culture of transparency. Public Information Officers in Member States – those who are responsible for communicating with the public and the media and for coordinating all sources of official information to ensure a consistent message is delivered to the public, within the Incident Command System – should be provided with recommendations, principles and good practices in emergency public communications to strengthen their preparedness.

### **3. JUSTIFICATION FOR THE PRODUCTION OF THE DOCUMENT**

Since the responsibility for ensuring the application of the highest standards of nuclear safety and for providing a timely, transparent and adequate response to nuclear emergencies lies with each Member State, the IAEA should establish the high standards in the area of emergency public communications, which is an area currently not extensively covered by the Safety Standards. The proposed Safety Guide will support the Safety Requirements Publication, Preparedness and Response for a Nuclear or Radiological Emergency No. GS-R-2 (2002). The current IAEA Safety Requirements publication No. GS-R-2 is under revision to take into account the developments and experience gained since their publication in 2002, including, but not limited to, lessons identified in the response to the accident at

TEPCO's Fukushima Daiichi nuclear power plant. In the new structure of the IAEA Safety Standards, the revised safety requirements in Preparedness and Response for a Nuclear or Radiological Emergency are to be Part 7 of the General Safety Requirements (GSR Part 7).

This Safety Guide will support a specific requirement in Safety Standard GS-R-2 (revised GS-R Part 7) ("providing useful, timely, truthful, consistent, clear and appropriate information to the public in the event of a nuclear or radiological emergency; responding to incorrect information and rumours; and responding to requests for information from the public and from the news and information media.") and seek to harmonize public information and media communications arrangements during nuclear and radiological emergencies, irrespective of the initiator of the emergency, whether due to a natural event, human error, mechanical or other failure or a nuclear security event.

This Safety Guide will also have an interlink with the operational documents under the Convention on Early Notification of a Nuclear Accident (Operations Manual for Incident and Emergency Communication, EPR-IEComm 2012 and the Joint Radiation Emergency Management Plan of the International Organisations, EPR-JPLAN 2010) describing the notification and information exchange process and the inter- agency framework for preparedness and response, respectively.

It will also serve as a basis for the use and implementation of the existing Emergency Preparedness and Response (EPR)-Series practical tools "Communication with the Public in a Nuclear or Radiological Emergency" (EPR-Public Communications document and training materials, published in 2012) and the planned e-learning on the same topic. The proposed Safety Guide will complete the Toolkit for Public Information Officers responsible for communicating with the public and the media in a nuclear or radiological emergency.

#### **4. OBJECTIVE AND SCOPE**

The objective of this Safety Guide is to provide guidance to Member States in developing arrangements for communicating with the public and media and coordinating with all sources of official information in preparedness and response for a nuclear or radiological emergency, including the transition to an existing exposure situation. These arrangements will facilitate the successful implementation of protective actions and the delivery of consistent messages.

This Safety Guide will be applicable to the full range of nuclear and radiological emergencies, regardless of the cause, including specific consideration for the particularities that may arise when dealing with emergencies instigated by a nuclear security event.

It will provide guidance to a specialized target audience: those responsible for communicating with the public and the media in a nuclear or radiological emergency (generally called "Public Information Officers") within all organizations involved in emergency preparedness and response at facility, local, national and international levels.

#### **5. PLACE IN THE OVERALL STRUCTURE OF THE RELEVANT SERIES AND INTERFACES WITH EXISTING AND/OR PLANNED PUBLICATIONS**

Within the IAEA Safety Standards Series, this Safety Guide will be part of the General Safety Guides supporting the Part 7 of General Safety Requirements on emergency preparedness and response (revised GS-R-2, under development - DS457). This Safety Guide will directly support the GS-R-2 requirements as described above, as well as interface where appropriate and necessary with the following international conventions, IAEA Safety Standards and other publications:

1. INTERNATIONAL ATOMIC ENERGY AGENCY, Convention on Early Notification of a Nuclear Accident and Convention on Assistance in the Case of a Nuclear Accident or Radiological Emergency, Legal Series No. 14, IAEA, Vienna (1987);

2. EUROPEAN ATOMIC ENERGY COMMUNITY, FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS, INTERNATIONAL ATOMIC ENERGY AGENCY, INTERNATIONAL LABOUR ORGANIZATION, INTERNATIONAL MARITIME ORGANIZATION, OECD NUCLEAR ENERGY AGENCY, PAN AMERICAN HEALTH ORGANIZATION, UNITED NATIONS ENVIRONMENT PROGRAMME, WORLD HEALTH ORGANIZATION, Fundamental Safety Principles, Safety Standards Series No. SF-1, IAEA, Vienna (2006);
3. FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS, INTERNATIONAL ATOMIC ENERGY AGENCY, INTERNATIONAL LABOUR ORGANISATION, OECD NUCLEAR ENERGY AGENCY, PAN AMERICAN HEALTH ORGANIZATION, UNITED NATIONS OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS, WORLD HEALTH ORGANIZATION, Preparedness and Response for a Nuclear or Radiological Emergency, Safety Standards Series No. GS-R-2, IAEA, Vienna (2002) (under revision, DS 457);
4. INTERNATIONAL ATOMIC ENERGY AGENCY, Governmental, Legal and Regulatory Framework for Safety, General Safety Requirements, GSR Part 1, IAEA, Vienna (2010) (under revision, DS462);
5. FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS, INTERNATIONAL ATOMIC ENERGY AGENCY, INTERNATIONAL LABOUR ORGANIZATION, PAN AMERICAN HEALTH ORGANIZATION, UNITED NATIONS OFFICE FOR THE CO-ORDINATION OF HUMANITARIAN AFFAIRS, WORLD HEALTH ORGANIZATION, Arrangements for Preparedness for a Nuclear or Radiological Emergency, Safety Standard Series No. GS-G-2.1, IAEA, Vienna (2007);
6. FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS, INTERNATIONAL ATOMIC ENERGY AGENCY, INTERNATIONAL LABOUR ORGANIZATION, PAN AMERICAN HEALTH ORGANIZATION, WORLD HEALTH ORGANIZATION, Criteria for Use in Preparedness and Response for a Nuclear or Radiological Emergency, Safety Standard Series No. GSG-2, IAEA, Vienna (2011);
7. INTERNATIONAL ATOMIC ENERGY AGENCY, Radiation Protection and Safety of Radiation Sources: International Basic Safety Standards for protecting people and the environment, (Interim Edition), General Safety Requirements, GSR Part 3, IAEA, Vienna (2011);
8. INTERNATIONAL ATOMIC ENERGY AGENCY, Method for Developing Arrangements for Response to a Nuclear or Radiological Emergency, EPR-METHOD, IAEA, Vienna (2003);
9. INTERNATIONAL ASSOCIATION OF FIRE AND RESCUE SERVICES, INTERNATIONAL ATOMIC ENERGY AGENCY, PAN AMERICAN HEALTH ORGANIZATION, WORLD HEALTH ORGANIZATION, Manual for First Responders to a Radiological Emergency, EPR-FIRST RESPONDERS, IAEA, Vienna (2006);
10. EUROPEAN COMMISSION, EUROPEAN POLICE OFFICE, FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS, INTERNATIONAL ATOMIC ENERGY AGENCY, INTERNATIONAL CRIMINAL POLICE ORGANIZATION, INTERNATIONAL MARITIME ORGANIZATION, NUCLEAR ENERGY AGENCY OF THE ORGANIZATION FOR ECONOMIC AND CO-OPERATION AND DEVELOPMENT, PAN AMERICAN HEALTH ORGANIZATION, UNITED NATIONAL ENVIRONMENT PROGRAMME, UNITED NATIONS OFFICE FOR THE

CO-ORDINATION OF HUMANITARIAN AFFAIRS, UNITED NATIONS OFFICE FOR OUTER SPACE AFFAIRS, WORLD HEALTH ORGANIZATION, WORLD METEOROLOGICAL ORGANIZATION, In cooperation with INTERNATIONAL CIVIL AVIATION ORGANIZATION, UNITED NATIONAL SCIENTIFIC COMMITTEE ON THE EFFECTS OF ATOMIC RADIATION, Joint Radiation Emergency Management Plan of the International Organizations, EPR-JPLAN, IAEA, Vienna (2010);

11. INTERNATIONAL ATOMIC ENERGY AGENCY, Operations Manual for Incident and Emergency Communications, EPR-IECOMM, IAEA, Vienna, 2012;
12. INTERNATIONAL ATOMIC ENERGY AGENCY, Communication with the Public in a Nuclear or Radiological Emergency, EPR-Public Communications, IAEA, Vienna (2012);
13. INTERNATIONAL ATOMIC ENERGY AGENCY, Lessons Learned from the Response to Radiation Emergencies (1945–2010), EPR-Lessons Learned, IAEA, Vienna (2012);
14. INTERNATIONAL ATOMIC ENERGY AGENCY, NUCLEAR ENERGY AGENCY OF THE ORGANIZATION FOR ECONOMIC AND CO-OPERATION AND DEVELOPMENT, INES, The International Nuclear and Radiological Event Scale User’s Manual, 2008 Edition, IAEA, Vienna (2009) and other INES documentation;
15. INTERNATIONAL ATOMIC ENERGY AGENCY, Communication on Nuclear, Radiation, Transport and Waste Safety: A Practical Handbook, IAEA-TECDOC 1076, IAEA, Vienna, 1999;

The Safety Guide will interface with the following documents under development:

16. General Safety Requirements No. GSR Part 7 (revision of GS-R-2, DS457);
17. General Safety Requirements No. GSR Part 1 Rev. 1 (revision through addition of addendum, DS462);
18. DS460 Communication and Consultation with Interested Parties;
19. Protection and Confidentiality of Sensitive Information in Nuclear Security, Implementing Guide, NST022; and
20. Proposed Safety Guide on Actions to protect the Public in an Emergency due to severe conditions at a Nuclear Power Plant or Spent Fuel Pool.

Additionally, interest for co-sponsoring this Safety Guide is expected by the relevant international organizations - members of the Inter-agency Committee for Radiological and Nuclear Emergencies (IACRNE) that are already co-sponsoring GS-R-2 or have already expressed their interest to co-sponsor GSR Part 7 (revised GS-R-2). The interactions with these organizations will be coordinated through the IACRNE Secretary. Close collaboration within the Department of Nuclear Safety and Security and with the IAEA Division of Public Information will be key to this project.

The proposed document should be proposed as an “interface document” due to the cross-cutting safety and security concerns in the area of emergency preparedness and response. Attention will be paid to communicating under particular circumstances including accident, human or technical errors; natural disasters; and nuclear security events.

## **6. OVERVIEW**

The Safety Guide is expected to cover the following contents:

1. Introduction
  - Background

- Objective
- Scope
- Structure

## 2. Arrangements in public communications in emergency preparedness

- Considerations in risk perception and risk communication
- Public communications program setup and maintenance (infrastructure, roles and responsibilities, organization and coordination, procedures, communication channels, resources, personnel, budget, etc.)
- Applying a graded approach
- Training and exercising of public information staff and other relevant experts
- Coordination of information (facility, local, national and international levels)
- Spokesperson selection and training
- Plain language information materials and templates
- Dissemination of information in advance
- Interface with routine (non-emergency) communication activities (media relationships, building trust, communicating basics of radiation, etc.)

## 3. Arrangements in public communications in emergency response

- Public communications at the national and international levels: link with notification and information exchange process
- Place of public communications in Incident Command System (ICS)
- Communication channels for advising of public protective actions
- Rumour control
- Media and social media monitoring

## 4. Communicating under particular circumstances

- Accident, human or technical error
- Natural disaster
- Nuclear security event
- Transition to an existing exposure situation

## 5. Annexes

- Additional information on facilities, locations, specific activities

## 6. Glossary

## 7. References

## 8. Contributors to drafting and review

## 9. Bodies for endorsement of the IAEA Safety Standards.

### **7. PRODUCTION SCHEDULE:**

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STEP 1: Preparing a DPP	DONE
STEP 2: Approval of DPP by the Coordination Committee	1Q 2013 - DONE

STEP 3: Approval of DPP by the relevant review Committees	2Q/4Q 2013 - DONE
STEP 4: Approval of DPP by the CSS	4Q 2013 - DONE
STEP 5: Preparing the draft	2014
STEP 6: Approval of draft by the Coordination Committee	1Q 2015
STEP 7: Approval by the relevant review Committees for submission to Member States for comments	2Q 2015
STEP 8: Soliciting comments by Member States	3Q/4Q 2015
STEP 9: Addressing comments by Member States	4Q 2015/1Q 2016
STEP 10: Approval of the revised draft by the Coordination Committee Review in NS-SSCS	1Q 2016
STEP 11: Approval by the relevant review Committees for submission to the CSS	2Q 2016
STEP 12: Endorsement by the CSS	4Q 2016
STEP 13: Establishment by the Publications Committee	1Q 2017
STEP 14: Target publication date	4Q 2017

## 8. RESOURCES

Estimated resources:

Secretariat: 40 person-weeks

Member States: five (5) consultants' meetings and one (1) technical meeting.