

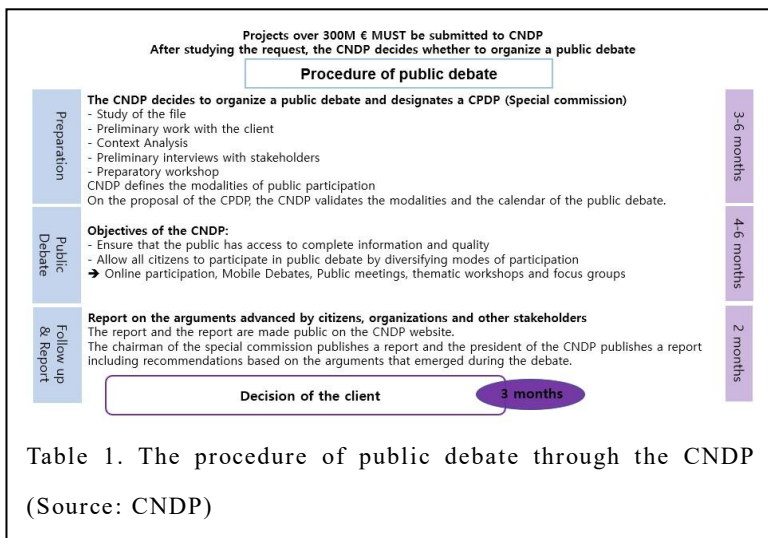
HLW 管理政策とフランスの CNDP の国民的討論：
 熟議民主主義はなぜ社会的合意に「失敗」したのか

HLW Management and Public debate through the CNDP in France
 : Why Deliberative Democracy Has Failed Social Consensus Building

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1. Introduction

In France, the National Commission for Public Debate (CNDP) provides a platform for deliberative participation for all infrastructure projects of more than 300 million euros. Since the CNDP was established in 1997 based on the Barnier Law in 1995, there have been three public debates concerning radioactive waste management, which include 1) General option on the management of high-level and long-lived intermediate level between 2005 and 2006; 2) the Cigéo project-creation of a deep reversible repository of radioactive waste in Meuse/Haute-Marne in 2013; and 3) National Plan for the Management of radioactive materials and waste (PNGMDR) which is currently proceeding. Table 1 briefly illustrates the procedure of the CNDP.



Since the moratorium of the high-level of radioactive waste (HLW) management policy in 1990, public participation, which is open, transparent and deliberative, concerning the HLW issue has been emphasized (Callon *et al.* 2001). Therefore, the first CNDP public debate on the option for HLW management, which conducted before presenting the bill to parliament in

2006, was considered as an innovative change in the field of the nuclear industry (Lehtonen 2010). The overall outcome of the debate evaluated positively among the participants. Even some say that the public debate through the CNDP revealed the social power of deliberation as it produced a new idea, which is ‘permanent surface storage’ as an option (Lehtonen 2010).

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Despite having a good quality of deliberation on the issues concerning the HLW management, however, France shows the lowest level of agreement among the EU members about the deep underground disposal (Eurobarometer 2008), which was adopted as a national option for HLW management in 2006. Furthermore, social conflict over the project has amplified in Bure, where the Cigéo project researches deep geological disposal, while environmental associations boycotted the second public debate in 2013. The lack of policy uptake of the positive outcome of the deliberation has been pointed out as one of the backgrounds of difficulties in social consensus building over the issue (Lehtonen 2010).

Under the given situation, the current study postulates that existing difficulties in social consensus building on HLW management even after implementing public deliberation process through the CNDP is rooted in the institutional design of implementing deliberative participation within the existing institutional framework of representative democracy.

2. Deliberative democracy vs. Representative democracy

Public participation in decision making within the existing framework of representative democracy has emphasized to deal with difficulties of HLW management entailing a high level of risks and uncertainty in technology for a long time. Deliberative democracy, which has emerged to complement representative democracy (Papadopoulos & Warin 2007), expected to increase social acceptance by reducing social conflicts over the controversial issue through discussion among a broader range of public participation (Blondiaux & Sintomer 2002; Callon et al. 2001). Meanwhile, the institutional design of such participatory model is an important point to consider as it functions within the representative democracy (Fung 2003; Simon 1998).

The type of deliberative participation in terms of purpose could be varied from educating the lay public to help to form and articulate their opinion to incorporating direct citizen voices into the determination of policy agendas (Fung 2003). Furthermore, depending on the goal of public participation, such platform for deliberation should be thoroughly designed from the outset. In France, the social power relations among the prominent actors at the macro level influenced the function of the CNDP (Lehtonen 2010; Barthe 2002). Based on this, the current study attempts to analyze the institutional design of the CNDP from the perspective of deliberative democracy and representative democracy.

3. Conclusion

The French case shows that the institutional design of deliberative participation is essential for HLW management considering the nature of HLW, which could have an impact on human and environment over a superhuman timescale. Furthermore, thorough consideration of public value and opinion addressing ethical issues in the decision-making process is necessary to influence on social consensus building.