



**Evaluation of the engagement events during the  
geological disposal facility siting review consultation  
January 2015**

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### Glossary of terms used in this report

Term	Definition
<b>CoRWM</b>	Committee on Radioactive Waste Management
<b>DECC</b>	Department of Energy and Climate Change
<b>EA</b>	Environment Agency
<b>GDF</b>	Geological Disposal Facility
<b>NDA</b>	Nuclear Decommissioning Authority
<b>NGO</b>	Non-Governmental Organisation
<b>NIA</b>	Nuclear Industry Association
<b>NuLeAF</b>	Nuclear Legacy Advisory Forum – part of the Local Government Association
<b>ONR</b>	Office for Nuclear Regulation
<b>RWMD</b>	Radioactive Waste Management Directorate, part of NDA
<b>SRG</b>	Stakeholder Reference Group

## Executive summary

This report presents the key learning points and the related evidence of the evaluation of the public and stakeholder engagement conducted during the consultation on the review of the siting process for a Geological Disposal Facility (GDF) for the UK's higher activity radioactive waste.

The engagement project was commissioned by the Department of Energy and Climate Change (DECC) and co-funded by Sciencewise<sup>1</sup>. The project was delivered through a series of dialogue workshops with the public and stakeholders between November and December 2013.

The project ran parallel to a public consultation by Government on proposed changes to the site selection process for a GDF for the long-term management of the UK's higher activity radioactive waste. The workshops aimed to inform Government decision making through better understanding of public and stakeholder views on the proposed changes to the site selection process, and to offer information that would support participants to make submissions to the public consultation.

**This report provides feedback and analysis on the design, resourcing and delivery of the dialogue workshops, and the immediate impact of those workshops on those involved. The report also considers the governance, management and value for money of the engagement project, and its influence on policy, specifically the 2014 White Paper, Implementing Geological Disposal<sup>2</sup>.**

**The report concludes that the engagement project has been a credible and effective piece of public and stakeholder engagement, providing good experiences of appropriate dialogue that was relevant to the geological disposal siting review, and enabling good levels of engagement that were largely well managed and recorded. The project produced views that were complementary to the findings of the formal consultation and formed part of the evidence considered by Government in drafting new policy.**

**Involvement in the engagement project has been beneficial for DECC. The personnel involved in the project have gained confidence in the role of public dialogue within the consultation process, and in their ability to contribute to it. Involvement in the project has helped to reinforce for DECC the value**

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<sup>1</sup> [www.sciencewise-erc.org.uk](http://www.sciencewise-erc.org.uk)

<sup>2</sup> <https://www.gov.uk/government/publications/implementing-geological-disposal>

of an ongoing role for dialogue within the revised GDF site selection process and helped build more positive relationships with some stakeholders.

The report identifies learning about the effectiveness and use of public dialogue, confirming the efficacy of the two-day model of dialogue used with the public and the value of aspects of that model, in particular the use of a pilot event, incentive payments, and a homework task. Other aspects of the model identified as effective were the use of impartial, plain English inputs from well-prepared experts and the structuring of dialogue around the consultation document produced by Government.

Lessons were also identified for future practice in stakeholder dialogue with regard to offering a longer lead-in period to aid recruitment, the provision of adequate resources for facilitation and recording and taking care when considering changes to facilitation approaches at short notice. The report identifies that a more collaborative approach to the design of the dialogue process alongside some groups of stakeholders within identified sectors may be beneficial for future conversations.

The report also highlights learning regarding the management of future dialogue work. The report concludes that the engagement project would have benefitted from increased planning and preparation time and the presence of a settled team at DECC from the outset of the project. The report identifies the need for clear communications protocols to be established early in the life of a project between managers, deliverers and any oversight group.

### Background to the engagement project

The Government undertook a public consultation on proposed changes to the siting process for a geological disposal facility between 12 September and 5 December 2013. To further understand public and stakeholder views on the proposed changes, DECC commissioned this project which involved a series of dialogue workshops that took place during November and December 2013. A total of 11 workshops (four with members of the public, three with stakeholders and three with specific stakeholder sectors) took place around England and Wales. The workshops were delivered by a consortium comprising engineering company Jacobs, market researchers Ipsos MORI and facilitation and stakeholder engagement specialists 3KQ.

The objectives for the public workshops were:

1. Explore and understand the general public's awareness of geological disposal and the site selection process.
2. Obtain feedback on the proposals for improving the current site selection process for a geological disposal facility.
3. Enable the public's views to be fed into the development of an improved GDF site selection process.

The objectives for the stakeholder and sector workshops were:

1. To help DECC explore and understand stakeholders' issues/questions/concerns about the current GDF site selection process.
2. To allow stakeholders to explore and understand the implications of the Government's proposals for them and other stakeholders.
3. To obtain stakeholders' feedback on the proposals for improving the current GDF site selection process.
4. To support stakeholders to compile their responses to the public consultation.

## The public dialogue workshops

A total of 68 members of the public were recruited to the four public workshops. The workshops took place in Nottingham, East Midlands (pilot event); Penrith, Cumbria; Bridgewater, Somerset and London. The locations were chosen to ensure a number of different types of communities (industrial, rural, nuclear and non-nuclear) were involved. The workshops were delivered by Ipsos MORI with support and input from DECC and a range of additional expert contributors.

The workshops were held over two days (consecutive Saturdays) and ran between 10am and 4pm. The first day of each workshop was designed to give information and build understanding around the issues involved. The second day enabled consideration of the issues through discussion of the proposals set out by Government. The workshops were structured around the key themes set out in the consultation document compiled for use within the formal public consultation. The basic model used within the workshops was of structured inputs in bite-sized chunks from DECC, followed by brief Q&A in plenary and groupwork (two groups) concluding each session with headline feedback in plenary. The majority of the stimulus materials used over the two days were presentations compiled by DECC and Ipsos MORI.

Between the first and second days, participants were asked to complete a homework task (either interviewing friends or family about the issues involved or undertaking internet research on the topic).

The report identifies a number of key learning points arising from the public workshops:

- Conducting a pilot of the proposed workshop format was valuable and would be advisable in future dialogue projects. The review of the pilot event was useful in making adjustments that improved the quality of later workshops.
- Established market research recruitment practice, which including the use of incentive payments, was effective in obtaining an appropriate representative sample of members of the public.
- DECC were keen to understand participants' existing levels of knowledge and understanding of the issues through dialogue, meaning participants were not expected to undertake advance preparation prior to the workshops. Advance preparation may have added value, though may also have discouraged attendance and comprised DECC's wish to begin where people were at. It is likely that advance preparation would need to be included in the scope of any incentive payments if included in future dialogue processes. Similarly, participation in follow up evaluation activities (levels were low in this project) may benefit from inclusion within the scope of incentive payments.
- The delivery model used (two full Saturdays, one week apart plus a homework task between the days) was effective in ensuring retention and in enabling engagement with the subject material. Levels of engagement were good across the workshops, with over 80% of participants across the workshops reporting that they were fully able to contribute.
- The dialogue model used (structured bite-sized inputs, brief Q&A in plenary, groupwork, feedback in plenary) was effective in generating good quality dialogue. This was aided by a) clear objectives and structure b) clear and audience-appropriate input materials c) neutral presentation of the inputs d) access to an appropriate range of informed experts and e) a friendly and approachable style from the facilitators and experts.
- Focusing the dialogue activity on the consultation document was a constructive means of encouraging debate and ensured that the vast majority of discussion was relevant.

- The use of a homework task for participants between Day 1 and Day 2 was effective in maintaining interest between the two days and in re-connecting the group with the subject matter at the outset of Day 2.
- Levels of engagement and contributions generated by the facilitators were high across the public workshops.
- The levels of resource dedicated to the public workshops were sufficient (Lead Facilitator, Support Facilitator, recorders, experts). Value may have been added through a more visible recording process (e.g. a flipchart 'wall record') and by having a 'floating' facilitator able to provide support and input as required to colleagues.

### The stakeholder and sector workshops

A total of 162 participants were recruited to four stakeholder and three sector workshops. The stakeholder workshops took place in Penrith, Cumbria; Exeter, Devon; Llandudno, Conwy and London. The three sector workshops took place in Warrington, Cheshire (for nuclear industry stakeholders), and London (one workshop for Local Authority stakeholders and one for those from Non-Governmental Organisations). The stakeholder workshops were delivered by 3KQ with support and input from DECC and a range of additional expert contributors. The sector workshops were delivered by DECC, with a lead facilitator from 3KQ.

The stakeholder and sector workshops were held over a single day and were also structured around the content of the consultation document. Pre-event briefings on the day were offered as a means of enabling participants to familiarise themselves with the issues. The stakeholder workshops used structured inputs followed by facilitated discussion in small groups (three) that considered three prominent themes from the consultation document (decision making, technical issues and community related issues). The sector workshops adopted a chapter-by-chapter consideration of the consultation document with inputs from DECC followed by small groupwork (the number of groups varied according to the numbers at each event). This format was also adopted by 3KQ in the stakeholder workshops at Exeter and London.

Overall assessment of the stakeholder and sector workshops was broadly positive, though the workshops experienced some challenges relating to: recruitment (a longer notice period may have encouraged wider and higher levels of participation); timing (the workshops occurred towards the end of the consultation period); resourcing (two of the sector workshops lacked table facilitators and note-takers, resulting in some impacts on the quality of discussion and recording) and group dynamics (particularly at the sector event for NGOs).

The key learning points identified in the report arising from the stakeholder and sector workshops are:

- Participants indicated that participation in the workshops was valuable in encouraging and informing responses to the consultation.
- Recruitment processes need to afford potential participants sufficient notice to enable good levels of participation and a broad balance of representation from stakeholders.
- When aligning a dialogue process with a formal consultation, the timing of dialogue activity should be such as to allow a reasonable period following involvement for participants to respond to the consultation.

- It is important to select dates of workshops carefully to avoid other events that have a likely impact on the attendance of key people and organisations, as was the case with one workshop in this project.
- The two dialogue models used within the stakeholder and sector workshops were largely effective in generating constructive dialogue. Levels of engagement and contribution from participants were reasonable across all events (75% of participants at the stakeholder workshops and 66% of those at the sector workshops reported being fully able to contribute).
- Undertaking advance preparation (reading the consultation document) aided participation. The use of pre-event briefings to enable participants to familiarise themselves with the subject matter provided an alternative means of advance preparation.
- A clear structure (based on the consultation document), good quality input materials, access to experts and energetic and encouraging facilitation generated good levels of engagement.
- Attention needs to be paid to ensure resource / staffing levels within workshops are adequate to create good dialogue and accurately capture the key points and comments that are being made.
- The use of simultaneous translation within the Llandudno workshop added value to the process and was appreciated by participants.
- Ongoing reviews of the events between DECC and the delivery contractors were useful in making adjustments that improved the quality of later workshops, though last minute changes to the choice of format within dialogue workshops should be considered with care (the choice to change approach for the London stakeholder workshop was reported as resulting in a repetitive format).
- A consideration of the needs of some stakeholder groups may have enabled a structure designed to make better use of the existing knowledge of participants, while delivering the same objectives. This applies particularly to the sector events where participants were largely expert in their field.
- An underlying lack of trust in Government and the GDF site selection process among some stakeholders resulted in a more combative workshop with the NGO sector. There may be merit when designing future dialogue work with this sector in working more collaboratively to create a process that both Government (or the GDF developer) and the sector believe has value.

### Management and governance of the engagement project

The report identifies three factors as impacting on DECC's management of the engagement project: a range of internal staff changes at DECC in the early life of the project; an initial choice to route all communications through the lead delivery contractor (Jacobs) and the need to make reductions to the scope of the project (delivery of fewer workshops than were originally planned).

These factors resulted in difficulties in the early management of the project (September and October 2013), particularly in respect of communications, co-ordination and coherence. The report notes that changes in personnel, improved communications routes and the clarification of the scope of the project resulted in much improved management of the project after this early period.

The report concludes that the project, as delivered following the reduction in scope, represented good value for money, providing good quality resources and activities, with high levels of commitment from the delivery teams involved. However, it is likely that, had the issues noted above not occurred, the project would have been delivered more efficiently and consequently value for money would be greater.



A Stakeholder Reference Group (SRG) was established for the project comprised of representatives from three bodies with relevant knowledge and expertise: the DECC/NGO Nuclear Forum, NuLeAF (Nuclear Legacy Advisory Forum) and the Nuclear Industry Association. The SRG held three meetings with DECC and the delivery consortium, observed some of the workshops, provided advice on the recruitment lists for the stakeholder and sector workshops and gave feedback on the materials used at the workshops. The SRG provided a brief report of their conclusions concerning the project, which is included as an Appendix to the main report.

The report concludes that the SRG was effective, making a valued contribution to DECC and to the delivery consortium through their feedback and advice. The report suggests that future dialogue projects would be likely to benefit from a longer involvement from an oversight or governance group, enabling involvement in the design stage of the work and that relating to policy development (the SRG was not involved in these stages of this project).

The key learning points identified in the report linked to management and governance are:

- Wherever possible, managers should seek to ensure a continuity of personnel within a project.
- Clear and effective communications protocols need to be agreed early in the life of a project between project managers, suppliers and any oversight group.
- The Stakeholder Reference Group offered a constructive and valued contribution to the project. Future dialogue projects could potentially be enhanced by considering the extension of the remit of such a group to include both the initial design stage of the work and the policy development stage.

### Impacts and outcomes

The report concludes that the engagement project was largely successful in achieving the agreed objectives. Both series of workshops enabled DECC to explore and understand the awareness, concerns and questions of the public and stakeholders with regard to the proposed changes to the site selection process, and generated feedback for DECC on how that process might be improved. The workshops allowed stakeholders to gain improved understanding of the Government's proposals and supported them in compiling responses to the formal consultation (an average of 88% across the stakeholder and sector workshops indicated that participation had helped them in making a response) and generated a positive belief among participants that their opinions would be taken into account by Government in the drafting of the new policy (63% of public participants and an average of 58% across the sector and stakeholder workshops gave this view).

The report is positive regarding the influence brought about by the engagement project. There is good evidence that the content generated by the dialogue workshops has supported the development of the revised process set out in the 2014 White Paper. This has occurred in a number of ways. Firstly, there is a strong correlation between the reported findings of the workshops and the content of the White Paper. Secondly, involvement in the project affirmed DECC's decision to continue to regard the siting process as an ongoing conversation between themselves, stakeholders and communities. Thirdly, the style and content of the White Paper, one which is understandable to lay people, is visually appealing and avoids recourse to lengthy scientific documents, was influenced by the dialogue workshops, and in particular by DECC's confidence that they can talk to the public about the issues in an understandable way, and that members of the public can engage constructively with those issues when given good information and opportunities.

The report also concludes that the process has exerted an influence on those involved in the project. This is particularly true for members of the public, 52% of whom reported that their views had been significantly affected as a result of their involvement, and for DECC, who identified that the project has helped to underline a meaningful role for public dialogue within controversial issues such as the management of nuclear waste. There are also indications that some NGO participants have begun to re-think their approach to engagement with Government, and are considering a more collaborative working relationship. Each of these findings is significant within the context of a policy that remains committed to voluntarism as a key approach to decision making.

The learning points concerning impact and outcomes are:

- While limitations in resourcing at some of the sector workshops partially compromised the volume and quality of information gained from those events, the overall assessment of the project is one of sound design and implementation and achievement of the agreed objectives.
- Anecdotal evidence suggests that the dialogue workshops assisted stakeholders in developing responses to the consultation, though this could not be confirmed. There may be value in future engagement projects linked to consultations in tracking the actions of participants to gain clearer levels of attribution.
- The results and findings of the dialogue project were viewed by Government as complementary evidence to the formal responses to the consultation and the key themes raised at the workshops were considered by Government in the development of the 2014 White Paper.
- The process and results of the dialogue project indicated a level of influence on a) the development of the content of the White Paper (in particular reinforcing the value of ongoing conversations between Government and citizens) b) the style of the 2014 White Paper in terms of how messages are communicated and c) the intent to continue to use dialogue within the new site selection process.
- Participation in the project influenced those involved: a majority of members of the public indicated their views had been significantly affected; a majority of all participants believed that Government would actively consider their views; DECC has gained confidence in the role and value of dialogue, and in particular public dialogue, within the siting process and some NGOs indicated a desire for a more collaborative and constructive relationship with Government.

# 1. Overview of the engagement project and the evaluation

## 1.1 [The GDF siting process review](#)

The Government's policy for the long-term management of the UK's higher activity radioactive waste is geological disposal. A White Paper published in 2008 set out Government's preferred approach to site selection based on the principles of voluntarism and partnership. Three Local Authorities expressed an interest in exploring the opportunity to host a Geological Disposal Facility (GDF). However, in January 2013 the decision was taken not to proceed any further with the existing site selection process.

The Government sought to reflect on this process to see what lessons could be learned. A call for evidence in May / June 2013 and meetings with stakeholders invited views on the site-selection process. These views were fed into the development of a consultation document<sup>3</sup> that was used to support a public consultation that ran between 12 September and 5 December 2013<sup>4</sup> with the aim of gathering opinions on how aspects of the siting process for a GDF could be revised and improved.

To further understand public and stakeholder views on the proposed changes, the Department of Energy and Climate Change (DECC) undertook a series of dialogue workshops during November and December 2013. A consortium comprising engineering company Jacobs (<http://www.jacobs.com>), market researchers Ipsos MORI (<http://www.ipsos-mori.com>) and facilitation and stakeholder engagement specialists 3KQ (<http://www.3kq.co.uk>) was commissioned to deliver the dialogue workshops. A Stakeholder Reference Group (SRG) was established to offer oversight and guidance comprised of representatives from bodies with relevant knowledge and expertise: the DECC/NGO Nuclear Forum, NuLeAF (Nuclear Legacy Advisory Forum) and the Nuclear Industry Association.

This evaluation considers the effectiveness of the dialogue workshops, identifies impacts on the development of policy and lessons to improve the effectiveness of future practice in public and stakeholder dialogue.

The Government received 719 formal responses to the public consultation, forming the basis for a Government Response to Consultation<sup>5</sup>. The findings of the dialogue workshops (which were not regarded as formal responses to the consultation) were considered alongside the formal responses in the development of a White Paper, [Implementing Geological Disposal](#)<sup>6</sup>, published in July 2014, which sets out a new framework for the long term management of the UK's higher activity radioactive waste.

## 1.2 [Background to the dialogue workshops](#)

The dialogue workshops were supported and co-funded by Sciencewise, the UK's national centre for public dialogue in policy making involving science and technology issues.

11 workshops were held during November and December 2013. Four two-day public workshops took place in Bridgwater, Penrith, Nottingham and London. Four one-day stakeholder workshops took place in Exeter, Llandudno, Penrith and London. Three one-day sector workshops took place in London (for

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<sup>3</sup> <https://www.gov.uk/government/consultations/geological-disposal-facility-siting-process-review>

<sup>4</sup> The deadline was subsequently extended to 19th December for submissions made by email due to a technical issue with the email address that had been used to receive submissions.

<sup>5</sup> <https://www.gov.uk/government/consultations/geological-disposal-facility-siting-process-review>

<sup>6</sup> <https://www.gov.uk/government/publications/implementing-geological-disposal>

Non Governmental Organisations and for Local Authorities) and Warrington (for the Nuclear Industry).

Locations for the public workshops were chosen to ensure different types of communities were involved (industrial, urban, rural, nuclear and non-nuclear). Locations for the stakeholder workshops ensured a geographic spread and included one workshop in Cumbria, given the active nuclear history of the county. Locations of the sector workshops were chosen for practical reasons (many of the potential industry participants are based in the north west, and London was chosen for general ease of access).

The public workshops were conducted in line with the guiding principles for public dialogues on science and technology issues published by Sciencewise<sup>7</sup> and delivered by Ipsos MORI with support and input from DECC staff and a range of additional expert contributors. The stakeholder workshops were delivered by 3KQ with support and input from DECC staff and a range of additional expert contributors. The sector workshops were delivered by DECC with the support of a lead facilitator from 3KQ.

An event was also held specifically for members of the Women's Institute. This was a one-day event, run directly by the Nuclear Decommissioning Authority (NDA) with no external facilitator input.

Workshop participants were informed of the publication of the Government Response to Consultation and the 2014 White Paper in August 2014, and sent weblinks to enable them to access both documents.

### 1.3 The objectives of the dialogue workshops

The design and delivery of the public workshops were informed by a set of agreed objectives:

1. Explore and understand the general public's awareness of geological disposal and the site selection process.
2. Obtain feedback on the proposals for improving the current site selection process for a geological disposal facility.
3. Enable the public's views to be fed into the development of an improved site selection process.

An adapted objective (below) was used at the public workshops. This used plainer English, although it was noted that by using a personal pronoun, it had the potential to infer that the location of the workshop was one that may be being considered as a possible GDF location (which was not the case).

1. To find out how local communities feel they should be informed about and fully involved in a revised GDF siting process (day 1) and
2. To gather views from the public on questions from the consultation document, specifically questions 1,2,7 and 8 (day 2).

The stated objectives of the stakeholder and sector workshops were:

1. To help DECC explore and understand stakeholders' issues/questions/concerns about the current GDF site selection process.
2. To allow stakeholders to explore and understand the implications of the Government's proposals for them and other stakeholders.

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<sup>7</sup> <http://www.sciencewise-erc.org.uk/cms/assets/Uploads/Publications/Guiding-PrinciplesSciencewise-ERC-Guiding-Principles.pdf>

3. To obtain stakeholders' feedback on the proposals for improving the current GDF site selection process.
4. To support stakeholders to compile their responses to the public consultation.

Objectives were shared with participants at the beginning of each workshop.

#### 1.4 The approach to evaluation

Sciencewise requires the independent evaluation of all public dialogue projects it co-funds. This evaluation was conducted in accordance with Sciencewise guidance<sup>8</sup> by Icarus Collective Ltd (<http://www.icarus.uk.net>) and set out to encourage ownership, broaden perspectives and create learning for all involved. The evaluation had the following aims and objectives:

Aims:

1. To provide an independent assessment of the engagement project's credibility, effectiveness and success against its objectives, covering both the dialogue processes and their outcomes (including an assessment of impacts on policy and those involved).
2. To contribute to increasing the effectiveness and use of public dialogue.

Objectives:

1. To gather and present objective and robust evidence of the activities, achievements and impacts of the project in order to come to conclusions.
2. To identify lessons from practice to support capacity building across Government, and the wider development of good practice in public dialogue.

Four principal methods were used during the evaluation:

- a) Guided observation: Icarus observed eight of the 11 dialogue workshops (two of the public workshops, each of the three sector workshops and three of the four stakeholder workshops)
- b) Workshop evaluation forms: a paper-based questionnaire was used at each workshop, generating 63 responses from members of the public (100% response rate) and 125 responses from participants at the stakeholder and sector workshops (77% response rate)
- c) Telephone interviews were used at a number of points during the evaluation process:
  - Shortly after the workshops, members of the public (10 of the 63 participants across the four workshops, sector participants (nine of the 66 attendees across the three workshops) and stakeholder participants (three of the 22 attendees at one of the workshops) were interviewed.
  - In Spring 2014, nine interviews were held with those involved as commissioners, managers and deliverers of the project:
    - The lead manager / facilitator from Ipsos MORI.
    - The lead manager / facilitator from 3KQ.
    - The DECC project manager.

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<sup>8</sup> Sciencewise (2014). SWP07 Evaluating Sciencewise public dialogue projects.

<http://www.sciencewise-erc.org.uk/cms/assets/Uploads/Publications/SWP07-Evaluating-projects-27March14-FINAL.pdf>

- The Head of Strategy and Communications for GDF within DECC.
  - The three members of the project Stakeholder Reference Group.
  - The Sciencewise Dialogue and Engagement Specialist involved in the project.
  - The Stakeholder Engagement Advisor from the NDA.
- After publication of the 2014 White Paper, follow-up interviews with two of the 10 members of the public spoken with shortly after the events
  - Follow up interviews were also held after publication of the 2014 White Paper with two members of the DECC team and with two members of the Stakeholder Reference Group
- d) A focus group with six members of the DECC delivery team.
- e) Online survey: after publication of the 2014 White Paper, participants at all dialogue events who had consented to be contacted were invited to complete a survey. Six responses from 118 recipients were received (5% response rate).

In addition, a short baselining questionnaire was completed at the outset of the evaluation by members of the team that designed, commissioned and delivered the dialogue workshops (eight responses gathered from 15 stakeholders).

## 1.5 The purpose of this report

An Evaluation Framework was agreed (Appendix B) with two stated objectives:

1. To provide an independent assessment of the credibility, effectiveness and success of the public and stakeholder engagement conducted during the review of the GDF siting process.
2. To identify lessons that can increase the effectiveness and development of good practice in public dialogue.

The evaluation covered four areas agreed as key to achieving the objectives: the impact in terms of outputs and outcomes, the inputs to the work, the process used for delivery and the context in which the work took place. The Evaluation Framework includes a series of questions linked to these key areas that were applied consistently throughout the evaluation activity. Evaluation tools were developed in consultation with DECC and Sciencewise to ensure coherent and appropriate enquiry.

This report addresses the evaluation objectives, provides a constructive critique of the practice used to deliver the public and stakeholder engagement, and appraises the impacts brought about by that activity. The report also offers an objective insight into the lessons that can be learned from the dialogue. A list of the data sources used during the evaluation is in Appendix C.

## 1.6 How this report is structured

The report is structured to align with the key areas of the Evaluation Framework. To achieve this, the feedback and commentary concerning the public dialogue workshops has been separated from that related to the stakeholder and sector workshops.

Within the sections that discuss the workshops, the following areas are considered: recruitment, design, resourcing, approach to delivery, engagement with the dialogue process.

The report then considers the management and governance of the project before discussing the impacts and outcomes achieved. Within each chapter, the evidence base that informs the narrative and the learning, including commentary drawn from the various data sources, and direct quotes from the dialogue participants, is set out and discussed. Each chapter concludes with key learning points linked to that theme, which are set out in shaded boxes. The final section of the report draws conclusions from the evidence.

In places, the report refers to numerical evidence from the evaluation forms completed by participants. Graphs containing the full results from these forms can be viewed in Appendix D.

## 2. The public dialogue workshops

### 2.1 Recruitment to the public dialogue workshops

Members of the public were recruited by Ipsos MORI, principally through direct approaches on the streets of the towns in which the workshops were to take place. Researchers used a structured questionnaire to identify a representative cross section of members of the public with regard to age, gender, social class and children in the household, and who were not directly connected with issues relevant to the consultation. Where face to face approaches did not generate sufficient numbers of participants (the aim was to recruit 21 people to each workshop), Ipsos MORI contacted people by phone, using lists of individuals who had signed up with the company as potential participants in market research. The large majority of participants were recruited through face to face contact. As an acknowledgement of the time and cost of involvement, participants were offered a payment of £120. £50 was paid after Day 1, and the remaining £70 after Day 2.

Feedback from members of the public was largely neutral concerning recruitment methods. Those approached on the street described constructive conversations. Those reached by phone were acclimatised to, or expecting, contact. The approaches used by Ipsos MORI, including incentive payments, constituted established market research practice, and no concerns were reported by participants or by Ipsos MORI. Evidence from other stakeholders was positive about recruitment, with the majority of interviewees speaking constructively about the process used and the results. DECC feedback was positive, noting the agreement in advance of the criteria with Ipsos MORI, and satisfaction with the recruitment of a balanced cross section of the public with no overt connection or vested interest in the topics to be discussed.

#### 2.1.1 Effectiveness of recruitment

The evidence presented to the evaluation suggests the recruitment to the public workshops can be viewed as largely successful in terms of:

**Numbers** - 68 members of the public were recruited to the four public workshops (81% of target). While this was lower than targeted, the nature of the events - an exercise in dialogue rather than a study of views of a defined numerical sample - meant that the numbers recruited were sufficient to enable that dialogue to take place effectively.

**Retention** across the two days - 63 people attended both days, meaning 87% of the anticipated number completed the full workshops. This represents a retention rate over the four workshops of 93%.

**Balance** - Each of 10 members of the public interviewed said they felt there was 'a good mix' of people at their event and seven of the nine interviewees from the commissioners, deliverers and SRG reported that the groups they had interacted with at the events represented, as one interviewee phrased it, 'a balanced range of abilities, ages and backgrounds'. A statistical comparison of the make-up of the public participants to the wider UK population (see Appendix E) supported these views. One exception to this was the age profile of workshop participants, which had a higher volume of people under 35, and a lower proportion of people aged 35-54, than the national population.

**Clarity** - 60% of participants reported in their evaluation feedback that they were 'very clear' about the purpose of the workshops. It should be noted that the intention was to gather together groups with little pre-knowledge of the issues. A number of participants did indicate that they would have liked to



know the focus of the workshop in order to do some preparatory reading, but it is equally likely that any expectation to undertake pre-work may have adversely affected sign up or attendance.

This range of evidence suggests the recruitment process can be seen as credible in delivering an appropriate group of members of the public, unconnected to the issues, with which the dialogue activity could take place.

## 2.2 [Design of the public dialogue workshops](#)

The design of the workshops centred on the consultation document. Given the complexity of the issues associated with the GDF siting process, and the broader context for that process, it was important to be clear about what the dialogue process was not about (e.g. that the workshops would not offer a debate about the merits of nuclear power per se), as well as what the process did involve.

The commissioners / delivery team anticipated a number of challenges in delivering the workshops. These included encountering a lack of knowledge and understanding of the technical and scientific issues involved; pre-existing impressions, confusion, assumptions or misinformation concerning nuclear issues in general, and the siting process in particular; and managing controversial issues.

For the public workshops, a two-day process was designed. The sessions were delivered by Ipsos MORI, with technical input from DECC, the Nuclear Decommissioning Authority (NDA), the Committee on Radioactive Waste Management (CoRWM) and the Environment Agency (EA). Non-participating observers were present at the workshops from DECC, the Radioactive Waste Management Directorate (RWMD, part of NDA), The Office of the Nuclear Regulator (ONR), the EA, Sciencewise, the SRG and Icarus.

The first sessions, in Nottingham, were used by Ipsos MORI and DECC to pilot the design of the workshops. Following a review, two significant changes were made to the facilitation plans for the remaining workshops. Firstly, the delivery of the presentation inputs passed from Ipsos MORI to DECC. It was agreed that this role was incompatible with acting as independent facilitators, potentially compromising the neutrality of the facilitation. Secondly, a choice was made to reduce the volume of paper handouts given to participants during the later workshops.

Both days ran from 10 am to 4 pm, with a 45 minute lunch break. The two sessions were held on consecutive Saturdays. The first day was designed to give information and build understanding and provided participants with the background information they needed to give informed opinions about the siting process. The second day enabled consideration and discussion of the key proposals in the consultation document.

The dialogue covered a range of topics:

- Awareness of the GDF siting process.
- Perceptions of the proposed revised GDF siting process.
- Overall attitudes to voluntarism.
- How to define a community in relation to GDF.
- Who should be the decision making body.
- The role of regulators in the siting process.
- Perceptions of the need for a demonstration of community support and right of withdrawal.
- Opinions on the proposed approach to community benefits.
- The approach to providing information about potential socio-economic and environmental effects.
- Information needs and preferred information channels.

The consultation document, while available and referred to throughout, was not overtly used to guide discussion, although each aspect of the workshop gathered information relevant to the document.

The basic model used within the public workshops was one of structured inputs in bite-sized chunks from DECC, followed by a brief Q&A session in plenary, and group work (two groups), concluding each session with headline feedback in plenary. The materials used to stimulate discussion (Powerpoint presentations and handouts) were compiled by DECC and Ipsos MORI, with feedback gained on the materials from the SRG. In addition to presentation inputs, Day 1 also included a series of short talking-head videos from officials from RWMD, the ONR, the EA, CoRWM and Baroness Verma, Parliamentary Under Secretary of State for DECC. Each video outlined the main responsibilities of that person or their organisation, why their organisation believed GDF was important for the country, what their organisation's role would be within the GDF siting process and what they believed the benefits would be to a community of hosting a GDF.

Between Day 1 and Day 2, participants were asked to complete a homework task: either to talk with a friend or family member about what they had learnt and then interview them to gain their opinions (using a schedule provided by Ipsos MORI); or to use the internet to research another country's approach to radioactive waste disposal.

Evidence related to the design of the public workshops indicated a high level of confidence emerged from both participants and commissioners / deliverers that the structure and content of the workshops was appropriate to the task of enabling constructive dialogue around the consultation document.

Participants reported an ability to participate and contribute and that the structure of the workshops aided this. The most useful aspects of the workshops identified by participants were the information inputs, which were described as interesting and informative, the ability to question and interact with experts and the dialogue with other members of the public.

*"It was really good to have the chance to ask direct questions to experts."*

Participant, London public workshop

*"Great collective discussions, which for me is the most effective method of inspiring critical thought."*

Participant, Penrith public workshop

Feedback from those delivering or commissioning the workshops affirmed the design of the events had been appropriate to the task. Ipsos MORI noted that the basic two-day, one week apart, structure of the workshops was an established and proven one, evidenced as effective through previous applications. They also reported that they were pleased with the tone of the materials used feeling that, with DECC, they had struck a good balance between simplicity and complexity in setting out the technical issues linked to the GDF siting work. This view was supported by members of the SRG, who variously described the presentation materials as 'fair', 'impartial', 'clear', 'informative' and 'well balanced'. Feedback from DECC indicated that the structure of the workshops had given the team the opportunity to give good quality information to people, and be able to observe members of public growing in knowledge and confidence in debating the issues. The team also reported that they valued the chance to engage in a conversation with participants and to respond to what members of the public wanted to hear, rather than focusing on what they felt they needed to tell people.

## 2.3 [Resourcing the public dialogue workshops](#)

The notes in this section of the report relate directly to the levels of resource at the workshops. Wider analysis related to whether the overall project provided good value is in Chapter 4.

Staffing from Ipsos MORI comprised a Lead Facilitator, a Support Facilitator and two note-takers. Observation of the workshops suggested overall resource levels were sufficient to enable good levels of participation. The Lead Facilitator delivered the plenary sessions, with input from DECC, and the Lead and Support facilitators delivered the group work.

Recording of participant views was achieved in a number of ways: during plenary sessions, the Support Facilitator made notes of the key points emerging from the discussions on a flipchart; during groupwork sessions, the facilitator leading that group made notes of key points that were also added to a flipchart. Across the event, there was a simultaneous typed record made by a note-taker using a laptop. During the group work, there was a recorder (typist) in each group. In addition, during groupwork and plenary sessions, the facilitators used a 'parked issues' flipchart as a means of managing discussion and retaining a focus on the topic at hand. An audio recording of the sessions was also made.

Possible improvements noted through feedback were: the addition of a 'floating' facilitator who would have been able to observe both groups and pick up on any difficulties arising; and using a more overtly visible process of recording, which may have offered higher levels of confidence among the participants in the accuracy of what was being recorded.

The level and quality of input from the expert contributors (DECC, NDA, NuLeAF, CoRWM) was widely reported as a significant asset to the process, enabling both a good level and standard of input and response to questions raised by members of the public.

Evidence regarding venues was generally positive, reporting sufficient space to deliver the workshops. Some issues of noise pollution between groups were noted, though not at a level that impaired participation. Refreshments were generally of a good standard.

## 2.4 [The approach to the delivery of the workshops](#)

This section provides a summary of the evidence linked to the delivery of the workshops and considers what worked well and what worked less well. A more detailed set of feedback is included in Appendix F.

### 2.4.1 [What worked well](#)

The following aspects of the workshop were reported as being effective:

- The information supplied was presented in an easy to understand, precise and clear manner, and the facilitators were friendly, approachable and accommodating. The use of small group work gave the time and space needed for participants to consider the issues, and the information provided was unbiased in content and delivered in a balanced manner.
- The pace and timing of the workshops was generally good and keeping sessions relatively short, in bite-size chunks, with plenty of breaks, was effective.
- Participation and engagement levels were good (over 80% of participants across the four workshops felt fully able to participate) and the facilitators worked hard to ensure everyone could contribute. Working in groups with other members of the public was valued by participants.
- The expert contributors were reported as approachable and ready to answer questions in an understandable and comprehensive way.

- The homework task was very effective. The large majority completed it, and, feeding back the results at the beginning of Day 2 re-connected participants with the subject matter.

*“We were told that there were no ‘wrong answers’ as the purpose of the exercise was to harvest opinions. This encouraged people to give opinions. The atmosphere was non-combative and I felt comfortable expressing my views.”*

Participant, Bridgwater public workshop

#### **2.4.2 What worked less well**

The following aspects of the workshop were reported as less effective:

- A minority of participants would have welcomed more information in advance of the workshops.
- Although levels of participation were good, there were instances of vocal individuals tending to monopolise discussion at points. This was generally managed well by facilitators.
- A minority of participants found some of the technical language used difficult to follow or interpret.

*“A lot of very confident and out spoken people; I am confident but didn’t feel I was always listened to / my views were not elaborated on.”*

Participant, Nottingham public workshop

#### **2.5 Engagement with the dialogue process**

The evidence indicated that the level of opportunity for participants to engage with the process was high and that these opportunities were well used by the participants at the workshops. The degree of engagement from the majority of participants with the issues and materials at each workshop was observed to be of a good standard.

The core methods used (presentation, Q&A in plenary, group work, feedback) were effective, giving a consistent and understandable format and a high overall level of opportunity to become involved. The choice to use a 2-day format, with day 1 being used primarily as an information giving day, was effective.

The quality of input in plenary sessions from DECC was of a high standard, as were the inputs to the groups and the responses to questions. It was notable that the inputs were at an appropriate level for the public, judging by the questions raised from participants, which were generally relevant and demonstrated understanding. DECC responses to questions were delivered calmly, respectfully and impartially. The anxiety expressed by members of the commissioning / delivery team at the outset of the work concerning an inability of participants to make sense of the technical information was largely misplaced; 67% of members of the public were fully able to interpret the issues and information given to them, with the remaining third reporting partial understanding. This affirms the view that the information given was well presented and well judged.

A further indicator of good levels of engagement was the degree to which the homework tasks were completed (80-90% of participants completed one of the two tasks). The homework task was well suited to this format (two days, one week apart), and encouraged reflection from participants in the break between the two halves of the workshop. This suggests that participants were not averse to working outside of the workshop times (which could indicate potential for exploring preparation in advance of the workshops in future, were this included within the scope of the incentive payment) and that reasonable levels of commitment had been generated through the first day’s involvement.

### **Learning points – design and delivery of the public dialogue process**

- *Established market research recruitment practice, including the use of incentive payments, was effective in obtaining an appropriate representative sample of members of the public.*
- *The delivery model used (two full Saturdays, one week apart plus a home work task between the days) was effective in encouraging retention and in enabling engagement with the subject material.*
- *Asking public participants to undertake advance preparation was not included in this project. This may have added value, though may also have discouraged attendance. It is likely that advance preparation would need to be included in the scope of any incentive payments if included in future dialogue processes. Similarly, participation in follow up evaluation activities may benefit from inclusion within the scope of incentive payments.*
- *Conducting a pilot of the proposed workshop format was valuable and would be advisable in future dialogue projects. The reviewing of the pilot event by DECC and Ipsos MORI was useful in making adjustments that improved the quality of the workshops.*
- *Focusing the dialogue activity on the consultation document was a constructive means of encouraging debate and ensured that the vast majority of discussion was relevant.*
- *If translating agreed objectives into more user-friendly language, as was done in this project for the public workshops, care needs to be taken to maintain the original meaning.*
- *The dialogue model used (structured bite-sized inputs, brief Q&A in plenary, groupwork, feedback in plenary) was effective in generating good quality dialogue. This was aided by a) clear objectives and structure (taken from the consultation document), b) clear and audience-appropriate input materials c) neutral presentation of the inputs d) access to an appropriate range of informed experts and e) a friendly and approachable style from the facilitators and experts*
- *The use of a homework task for participants between Day 1 and Day 2 was effective in maintaining interest between the two days and in re-connecting the group with the subject matter at the outset of Day 2.*
- *Levels of engagement and contribution generated by the facilitators were high across the public workshops.*
- *The levels of resource dedicated to the public workshops were sufficient (Lead Facilitator, Support Facilitator, recorders, experts). Value may have been added through a more visible recording process and by having a 'floating' facilitator able to provide support and input as required.*

## 3. The stakeholder and sector workshops

### 3.1. Recruitment to the stakeholder and sector workshops

A total of 896 individuals were invited to the stakeholder and sector workshops by email from DECC. Lists of potential invitees were compiled by DECC, in consultation with the SRG.

Evidence highlighted concerns about a particular aspect of the recruitment process - the period of notice afforded to potential participants. Comments were received from participants, the delivery contractor (3KQ), members of the SRG and from DECC, each noting that the period of notice between invitations being issued and the dates of the workshops was too short. In reality, the longest possible period between invite and workshop was 24 working days, with the shortest period being 2 working days. On average, the notice given was 18 working days.

This concern was exacerbated by the fact that the workshops were held towards the end of the formal consultation period. Given the intent to encourage and inform submissions to the consultation, a number of participants and stakeholders suggested that the timing, and what they perceived as inadequate notice to attend, potentially compromised the effectiveness of the dialogue process.

*“The gap between the invitations being issued and the event dates was short. This seemed to us (the SRG) to be likely to affect the numbers attending. Given the high levels of time invested in setting up and running these events, the low response was disappointing.”*

SRG Member

The context in which the stakeholder and sector workshops were planned was a complicated one, and two key factors impacted on the recruitment process. Firstly, changes in personnel at DECC at the time of planning the workshops, and secondly, a requirement to revise the scope of the project (see Chapter 4). A lack of time was cited as the most significant challenge in managing the work, and it is clear that this impacted on the recruitment to the stakeholder and sector workshops.

While it is not possible to determine the degree of impact on levels of attendance, it is reasonable to note that: all those interviewed from the management, delivery or oversight of the project indicated more time would have been likely to have led to a more considered and better planned recruitment process; such a process may have increased the volume and range of participation; earlier scheduling would have increased the time available to participants to compile responses to the consultation.

#### 3.1.1 Results of the recruitment

A total of 162 participants attended the stakeholder and sector workshops:

Stakeholder workshops: 96 attendees (Exeter 11, Llandudno 14, London 22, Penrith 49)

Sector workshops: 66 attendees (Industry 20, Local Authorities 28, NGOs 18)

The participants at the four stakeholder workshops came from a variety of professional backgrounds, the most prominent of which was Local Government (25 from Local Authorities and 13 from Parish Councils). Other backgrounds included: Private Sector (13), Scientific and Academic bodies (13), Voluntary organisations, faith groups and campaigning groups (10) and Nuclear Site Stakeholder groups (10).

The range of stakeholders engaged is difficult to comment on directly, as no expectations or targets were set concerning the anticipated variety of attendees. Participant feedback from across the

workshops was broadly positive concerning the make-up of the groups who attended, suggesting that there was a reasonable balance and mix of people recruited. Comments from the commissioners, deliverers and SRG suggested areas where they would have welcomed broader representation:

- Higher numbers in the event in the South West (members of the SRG had suggested Bristol would be a more accessible venue than Exeter for that region).
- A wider range and variety of NGOs at the sector event for those groups, in particular participation from national NGOs (none attended).
- Increased participation of Nuclear Site Stakeholder Groups and more broadly from communities where nuclear waste is generated or perceived as a live issue.
- A broader range of Local Authority participation (across the stakeholder and sector events a total of 16 Unitary / County Councils / London Boroughs participated and 5 District Councils. 9 Parish Councils also participated).

### 3.1.2 [Effectiveness of the recruitment](#)

While no specific expectations or target numbers were set for the stakeholder or sector workshops, where participants and internal stakeholders commented on the numbers of attendees, they generally expressed the view that that the number was lower than expected. In addition to notice periods, other reasons put forward for the attendance levels included: travelling distances; a clash of dates (this referred directly to a nuclear industry supply chain event which took part on the same date as the Industry sector workshop) and doubts over the choice of location for one event (Exeter).

Feedback from workshop attendees about the advance information and clarity of purpose of the workshops was mixed. Industry representatives were largely clear about purpose although it was noted by some that there was not a clear outcome for the workshop set out in the initial joining instructions. Some Local Authority attendees also felt there could have been greater clarity. Participants at the NGO sector workshop were most critical, with feedback suggesting that the general organisation of the wider consultation process was flawed. Particular concern was expressed by a minority that, given that most of those present at the workshop also sat on an NGO Forum that meets regularly with DECC, levels of clarity over the purpose and scheduling of the workshops should have been higher.

*"One of the really depressing things about the whole process is that it was very clearly done in great haste, it wasn't properly organised. That was a feature of the previous process in West Cumbria... this was one of the key things that we've been saying - that you can't do these things right unless you take some time."*

Participant, NGO workshop

The general picture gathered across the stakeholder and sector workshops concerning preparedness was a broadly positive one however, with the post workshop evaluation forms showing that, across the seven workshops, 72% of participants described themselves as 'very clear' about what the workshops were about.

## 3.2 [Design of the stakeholder and sector workshops](#)

For the stakeholder workshops, a one-day session was designed. The workshops studied the consultation document using three themes (decision making, technical issues and issues related to

community). A pre-event briefing was held on the day of the workshops to offer participants a chance to familiarise themselves with the issues if desired. The stakeholder sessions were delivered by 3KQ, with expert input from DECC, the NDA, CoRWM and the EA.

The basic model used within the stakeholder workshops was one of structured inputs from DECC before facilitated discussion within small groups (three). The groupwork moved the participants from theme to theme, with each workstation located in a separate room, or distant areas within a large room. This carousel technique enabled dedicated discussion of the chapters and questions from the consultation document related to the three themes, and ensured that each group of participants spent similar amounts of time on each theme. Following each groupwork rotation of the carousel, headline feedback was gathered in plenary.

This model of delivery was used in two of the stakeholder workshops (those at Penrith and Llandudno). A change of approach was adopted for the Exeter and London workshops, which followed more closely the approach used for the sector workshops (see below). This change of approach was made at the Exeter event as the numbers present (11) meant that using a carousel technique would have meant very low numbers within the groups. The immediate feedback from the Exeter event suggested this change was successful and that the workshop was delivered smoothly and effectively. 3KQ also chose to dispense with the carousel approach the following day at the London stakeholder workshop, though on this occasion the change of approach was less successful, resulting in a repetitive format and an observed loss of energy among the group involved. 3KQ commented that, in hindsight, reverting to the carousel approach would have been a more appropriate approach, primarily as there was no continuity of delivery personnel between the two events, meaning that the facilitators at the London workshop had planned one approach, and then were encouraged to adopt another. It should be noted that both approaches covered the necessary issues in relation to the consultation document, though feedback from 3KQ and DECC, and observation of the London event, suggests that the retention of the original format may have led to a more productive session.

For the sector workshops (and at the Exeter and London stakeholder workshops), which were also designed to be one-day sessions, the approach used was a chapter-by-chapter study of the consultation document. The basic model involved structured inputs from DECC linked to the different chapters of the consultation document, followed by Q&A on matters of clarification in plenary, and group work (the number of groups varied depending on numbers at each event) focused on that particular chapter of the consultation document. Headline feedback from each group was then given in plenary.

The sector workshops were delivered by a lead facilitator from 3KQ, with support from DECC and expert input from DECC, the NDA, CoRWM and the EA.

### **3.3 Resourcing the stakeholder and sector workshops**

The notes in this section of the report relate directly to the levels of resource at the workshops. Wider analysis related to whether the overall project provided good value is in Chapter 4.

The stakeholder and sector workshops were resourced differently. The stakeholder workshops were delivered by 3KQ through a team involving a Lead Facilitator, two Support Facilitators and a recorder. The sector workshops were delivered by a Lead Facilitator from 3KQ, with support from DECC staff.

The differences in resource levels trace back to the need to adjust the scope of the project during the planning of the work (see Chapter 4). These adjustments initially prompted DECC to assume the responsibility for the delivery of the sector workshops from 3KQ. Shortly before the start of the sector workshops, it was agreed that a level of independent facilitation was important to the credibility of the



workshops, and 3KQ were requested to supply a Lead Facilitator for these events, but no additional staffing such as support facilitators or recorders.

Levels of resource were observed to be largely adequate within the stakeholder workshops. The Lead Facilitator delivered the plenary sessions and the Lead and Support Facilitators delivered the group work. Within the group work, each facilitator also recorded responses from the group on a series of flipcharts. This necessitated multi-tasking at times (managing discussion, recording), and the degree to which this posed a challenge varied, depending on the level and nature of the discussion and the skill of the facilitator. At the Llandudno workshop simultaneous translation was used. This worked extremely well, and was appreciated by the participants.

Within the sector workshops, the level of resource posed some challenges to the quality of the recording and the levels of participation. The first two sector workshops (Industry and Local Authority) did not have dedicated professional facilitators or recorders for the group work. Participants were asked to take on these roles on a rotating basis within the groups. It was observed that the quality of these inputs was varied and the consequences of this were:

- A mixed quality of note taking within the groups.
- The likelihood of some selective filtering of responses by note takers.
- An impact on the level of participation for the note taker (though this was evenly spread across each group through the day).
- A degree of drifting from the point at issue, depending on the skills of the designated discussion manager.
- A level of cross talk, or multiple conversations happening simultaneously, again depending on the skills of the designated discussion manager.

In addition, there was no overall recorder of the process and findings within the plenary sessions at the Industry and Local Authority workshops. While the headline comments and suggestions that emerged from the plenary sessions were recorded via the notes taken in each group, it appeared that some of the dialogue generated in the plenary sessions may have been lost due to the lack of a recorder.

A review of practice following the first two workshops led to changes for the NGO workshop, with the note taking role within groups and additional recording in the plenary sessions being undertaken by DECC staff. It was observable that the quality of these roles (table discussion manager, table recorder, plenary recording) was substantially improved for the NGO workshop.

Ongoing review was a practice adopted across the delivery teams for the workshops. The evaluation has observed a number of instances of the delivery teams reviewing practice with a view to ensuring as high a quality of experience for participants as possible. This includes: Ipsos MORI reviewing practice between Day 1 and Day 2 of the initial public workshop alongside other stakeholders to the process; 3KQ reviewing workshops through de-briefing sessions alongside DECC staff, the Sciencewise Dialogue and Engagement Specialist and the evaluators; DECC reviewing progress through tele-conferences alongside the delivery team. Examples of the changes brought about by these processes were the choice to move the presentation of information from Ipsos MORI staff to DECC staff within the public workshops, and the introduction of recording by DECC staff to the final sector workshop.

The venues used for the stakeholder and sector workshops were reported to be broadly of a good standard, with sufficient space to deliver the workshops adequately. Again, some issues of noise pollution between groups were noted, though not to a level that substantially impaired participation.

### 3.4 The approach to the delivery of the stakeholder and sector workshops

This section provides a summary of the evidence linked to the delivery of the workshops, considering what worked well and what worked less well. A more detailed set of feedback is included in Appendix F.

#### 3.4.1 What worked well within the stakeholder workshops

The following aspects of the stakeholder workshops were reported as being effective:

- The facilitation was welcoming, energetic and encouraging, and the use of a carousel approach around three themes was felt to be logical and effective.
- The pacing of the workshops was generally good (excepting the London workshop) and participants reported feeling able to contribute.
- Participants were willing to listen to each other and were respectful and constructive, leading to good dialogue.
- The inputs from DECC were clear and understandable, and the response to questions were clear and constructive.

*"The mix of attendees gave a very varied set of arguments and some good debate."*

Participant, Penrith Stakeholder workshop

#### 3.4.2 What worked less well

The following aspects of the stakeholder workshops were reported as less effective:

- The changes in structure for the London workshop created some uneven timings and a repetitive format at this workshop.
- A minority of participants noted difficulty in reading all the facts in the allocated time or contributing to technical discussions. It is possible that advance reading of the consultation document or attendance at the pre-workshop briefings may have alleviated some of these difficulties.
- Some criticisms of the consultation document were voiced (participants asking for greater clarity or suggesting the questions used in the document were restrictive or flawed).

#### 3.4.3 What worked well within the sector workshops

The following aspects of the sector workshops were reported as being effective:

- The workshops were engaging and levels of contribution were good.
- Participants talking issues through with each other was valued.
- The workshops enabled some to develop responses to the consultation.
- The structure of the workshops was felt to be logical and thorough.
- The inputs from DECC were reported to be level, clear and considered.

*"I find it very useful just to talk to each other as there's a huge amount of expertise."*

Participant, NGO workshop

#### 3.4.4 What worked less well

The following aspects of the sector workshops were reported as less effective:

- The quality of facilitation varied across the workshops and the quality of discussion management and recording / note-taking varied at two of the workshops, where these roles were undertaken by participants.
- The sector workshops contained higher levels of challenge and questioning than at the stakeholder workshops, in particular with regard to the accuracy of the information provided, the content of the consultation document and frustration from some participants at not being fully able to discuss wider issues perceived as of relevance (but not covered by the consultation document).

*“I feel we need to go beyond that now as it doesn't really work [this type of consultative workshop]- the questions are just so huge and I felt [the day] was expecting far too much and it was minimising the problems inherent in some of the questions”.*

Participant, NGO workshop

### 3.4.5 NGO sector workshop

The feedback from the NGO sector workshop is the most challenging of that received through the evaluation, and is indicative of a group whose existing relationship with the issues is such that it had a bearing on the way in which they engaged with the dialogue process. For example, some of the participants in the workshop felt frustrated and restricted by the proposed structure of the workshop and by the consultation document and dialogue process. This led to a more combative and sceptical session than was experienced elsewhere, and to the fact that 50% of the participants reported finding it hard to contribute or that they were only partly able to contribute. The comments from the group suggest this was not due to lack of knowledge, but feeling constrained by the structure of the workshop and that of the overall consultation.

However, during the workshop, and in follow up interviews, participants noted a desire to work more collaboratively with Government. A shift from defending positions to move to a more open and collaborative approach where common interests and needs are explored was proposed. This may require a shift in the level of engagement from consultation to a more collaborative approach, where the wide range of experience of both Government and NGOs could be pooled with a view to achieving the best outcome.

*“We have come light years from where we were 20 years ago but are still not sure how we will do this big shift [in the level of engagement]. People are worried about what they might unleash [if government enables a more open dialogue] and we may all find things uncomfortable...but let's find out. We're not irritants; we are so caring and so want to help”.*

Participant, NGO workshop

### 3.5 Engagement with the dialogue process

Within the sector and stakeholder workshops many participants brought a prior level of knowledge of the issues into the workshops based in experience or involvement in previous nuclear consultation processes. This enabled a good quality of dialogue and the range and detail of discussions observed was generally high.

Presentational input from DECC was observed and reported to be broadly clear, relatively brief and pertinent to the issues being consulted upon. As in the public workshops, it was observable that the 'pitch' of the information given was generally appropriate to the audiences, using the volume and tone of questions and requests for clarification as a guide. The basic facilitation pattern for the sector and stakeholder workshops (presentation, Q&A in plenary, group work, feedback in plenary) largely worked

well and seemed understood by participants, with the possible exception of the NGO stakeholder workshop. The responses from the evaluation forms support the view that participants felt able to contribute (75% of participants at the stakeholder workshops and an average of 66% of those at the sector workshops reported that they were fully able to contribute) and were able to make sense of the issues covered by the workshops (90% of participants at the stakeholder workshops and an average of 86% of those at the sector workshops affirming they understood the issues sufficiently well to contribute effectively).

### ***Learning points – design and delivery of the stakeholder and sector dialogue process***

- *Recruitment processes need to afford potential participants sufficient notice to enable good levels of attendance and a broad balance of representation from stakeholders.*
- *When aligning a dialogue process with a formal consultation, the timing of dialogue activity should be such as to allow a reasonable period following involvement for participants to respond to the consultation.*
- *It is important to select dates of workshops carefully to avoid other events that have a likely impact on the attendance of key people and organisations, as was the case with one workshop in this project.*
- *The two dialogue models used within the stakeholder and sector workshops were largely effective in generating constructive dialogue. Levels of engagement and contribution from participants were high across all events.*
- *Participants indicated that involvement in the workshops was valuable in encouraging and informing responses to the consultation.*
- *Undertaking advance preparation (reading the consultation document) aided participation. The use of pre-event briefings to enable participants to familiarise themselves with the subject matter provided an alternative means of advance preparation.*
- *A clear structure (based on the consultation document), good quality input materials, access to experts and energetic and encouraging facilitation generated good levels of engagement.*
- *Last minute changes to the choice of format within dialogue workshops should be considered with care.*
- *Attention needs to be paid to the resources needed to create good dialogue and accurately capture the key points and comments that are being made in workshops.*
- *The use of simultaneous translation within the Welsh workshop added value to the process and was appreciated by participants.*
- *The ongoing reviewing of the events by DECC and the delivery contractors was useful in making adjustments that improved the quality of the workshops*
- *A consideration of the needs of some stakeholder groups may have enabled a more appropriate structure being designed to deliver the same objectives. This applies particularly to the sector events where participants were largely expert in their field.*
- *The underlying lack of trust in government and the site selection process among some stakeholders resulted in a more combative workshop with the NGO sector. There may be merit when designing*

*future dialogue work with this sector in working more collaboratively to create a process that both Government (or the GDF developer) and the sector believe has value.*

## 4. The management and governance of the engagement project

### 4.1 Management of the project

DECC acted as the overall managers of the engagement project, which was delivered by the consortium of Jacobs, Ipsos MORI and 3KQ. The contractual arrangements agreed with the consortium involved a lead contract between DECC and Jacobs, with Jacobs sub-contracting Ipsos MORI and 3KQ.

The evidence offers two differing pictures of the overall effectiveness of the management of the project, depending on the stage of the project being considered. The feedback relating to the early part of the project (September and October 2013) indicates significant difficulties linked to management, particularly co-ordination, communication and coherence. Evidence related to the latter period of the project (essentially from a few weeks before the delivery of the dialogue workshops began) is much more positive, indicating more settled and effective management of the project.

Three significant factors have been identified as having an impact on aspects of the early management of the project:

- a) Internal staff changes within DECC that took place in the early life of the project.
- b) An initial choice to route all communications through Jacobs, as the lead contractor.
- c) A difference between the available funds and the proposed budget by the consortium that necessitated a reduction in the scope of the project.

The combined effect of these factors has been reported as a mixture of confusion and uncertainty, and a need for those involved to spend more time than necessary in additional or multiple conversations. Without exception, those involved in this early part of the project describe a frustrating lack of structure to communications and decision-making.

*“A high volume of time was spent in the early stages of the project trying to work out communication routes and who we should be talking to.”*

Ipsos MORI

*“There felt to be too much work falling on to the shoulders of too few people in DECC. Things felt very rushed.”*

SRG member

In the weeks preceding the commencement of the dialogue workshops, revision of the scope of the work, the appointment of personnel to the key positions in DECC who would take forward the project, and the choice to enable direct communications between Ipsos MORI, 3KQ and those key officers at DECC alleviated many of the difficulties experienced by those involved in the planning of the project.

The feedback regarding the management of the project by DECC after that time is very positive. As the project moved into the delivery phase, communications are reported as becoming easier and more effective, and decision-making clearer and more responsive.

### 4.2 The governance of the project

Sciencewise encourages funded projects to create an independent oversight group, or similar, comprised of knowledgeable stakeholders to the dialogue issue. This group's role is determined in

partnership with the managers of the project, though is essentially one of guiding, steering and overseeing the delivery of the dialogue project.

For this project, a Stakeholder Reference Group was created. The group comprised of representatives from three bodies with relevant knowledge and expertise: the Co-Chair of the DECC/NGO Nuclear Forum, the Co-Director of NuLeAF (Nuclear Legacy Advisory Forum) and the Head of Policy of the Nuclear Industry Organisation.

The SRG reported on the level of involvement in its own brief account of its work (Appendix G). The group met with the project team drawn from DECC, Jacobs, Ipsos MORI, and 3KQ on three occasions; individual members of the SRG observed some of the events (the Local Government and NGO sector workshops, each of the public workshops except the Nottingham pilot event); the SRG provided advice on the recruitment lists to the stakeholder and sector workshops; the group read and commented on the materials used at the workshops and commented on the reports generated from those events.

Evidence linked to the role and effectiveness of the SRG is positive, though with qualifications. The feedback from DECC and the delivery organisations indicates the contribution of the SRG was a welcome and positive one, offering constructive feedback on materials and plans drafted for the workshops. The SRG's own feedback and report affirms this assessment, indicating they felt their contributions offered a wide range of advice and guidance, ranging from factual corrections to identifying areas where clarity could be improved, advice on how history and policy might be more constructively or neutrally framed and how technical issues such as the siting process or the design of the proposed GDF might be presented. The SRG felt their comments were largely taken into account and acted on by DECC, Ipsos MORI and 3KQ.

The caveats offered by both the SRG members and those they worked with during the project relate to the scope of the group's work, and the potential for it to have contributed more to the project. These comments relate partly to the group's role (there was a desire expressed from the group and the delivery partners that the group develop more of an active 'critical friend' role), and partly to the period of their involvement (there was a widely held view that the project would have benefitted from the SRG's involvement at an earlier stage in the development of the work, and also a suggestion that the group's role could have continued into the policy making stage of the project (it ended soon after the delivery of the dialogue workshops)).

*"We'd hoped for more of a critical friend role from the SRG and, while they did comment on the materials we produced, we'd have welcomed more comment and contact with them."*

Ipsos Mori

*"Our overall engagement with the process was thorough and rewarding, though we always remained a responsive group and never quite got to the point of having a genuinely proactive role."*

SRG member

#### **4.3 Value for money**

Early in the project, a difference emerged between the costs identified by the delivery consortium and the budget available to DECC for the work. A review was undertaken that resulted in a reduction of the scope of the work to fit within the available resources. The consequences of this review (in terms of planned activity) were:

- A reduction of the number of planned public workshops from six to four.
- A reduction in the number of planned stakeholder workshops from six to four.

- DECC assuming responsibility for the delivery of the sector workshops (this was later adjusted to include a Lead Facilitator from 3KQ).
- A general need for DECC to supply more staff time to the project.

The cost estimates provided by the consortium prompted the need to reduce the scope of the project. The evaluators have not had access to budgets during the project and so cannot comment with authority on the specifics of either those estimates or the process used to reduce the number of activities. It is appropriate to note, however, that, following completion of the project, one of the consortium partners was asked to return an underspend arising from the project. This underspend was understood to be of a level that would have enabled the delivery of at least some of the activity which was removed from the programme.

The evidence also suggests that the initial communications arrangement placed an additional layer of management between DECC and the suppliers directly responsible for delivering the workshops. It is likely that an earlier adoption of more appropriate communications arrangements would have been likely to have saved time and offered improved value for money.

While feedback concerning this early stage of the project with regards to value for money is important and lessons can be learnt, there is broad consensus from those involved that, once the project scope had been revised and the work commenced (and excepting the underspend), the project as delivered represented good value for money, providing quality resources and activities and high levels of commitment from the delivery teams involved.

***Learning points – management, governance, value for money***

- *Wherever possible, key personnel should be in place at the outset of a project and staff changes should be kept to minimum.*
- *Clear and effective communications protocols between project managers, suppliers and oversight group need to be agreed early in the life of a project.*
- *The Stakeholder Reference Group offered a constructive and valued contribution to the project, providing both practical advice and a level of independent scrutiny. Future dialogue projects could be enhanced by the possible extension of the period of operation of such a group to include both the initial design stage of the work and the policy development stage.*



## 5. Impacts and outcomes

This section discusses the degree to which the project's objectives were achieved, considers the contribution of the process in terms of influence on the development of the 2014 White Paper and the degree to which the project has encouraged new ways of thinking that may be valuable in future engagement processes linked to the GDF site selection process.

### 5.1 Achieving the objectives

#### 5.1.1 The public workshops

The objectives for the public workshops were concerned with using dialogue to gain a picture of participants' awareness of the issues and on gathering views on the proposed site selection process.

#### Objective 1: Explore and understand the general public's awareness of geological disposal and the site selection process

There is sound evidence that the workshops enabled DECC to explore and understand public awareness of the issues. Firstly, participants and commissioner / deliverer feedback asserts that the structure and delivery of the workshops provided a good working environment in which issues could be explored and where DECC had the opportunity to listen and converse with members of the public. Secondly, levels of engagement were good and workshop participants believed they had gained a good understanding of the issues involved; the post-event evaluation forms indicated 73% of the participants across the workshops said that they had a 'much better understanding' of the issues. Many members of the public were observed to be enthused by the process and the discussion of the issues, and levels of recording at the public workshops were good, suggesting that public views have been adequately captured and reported. Thirdly, DECC reported a clear outcome for them was accessing public views, and gaining the chance to hear opinions from people they would not normally encounter.

A principal benefit identified by the DECC team was understanding what was referred to as the 'starting point' for members of the public (in terms of where information needed to be pitched), and that this insight would be of significant value in planning future communications and engagement activity.

#### Objective 2: Obtain feedback on the proposals for improving the current site selection process for a geological disposal facility

DECC reported that the findings from the workshops had added to the range of evidence being considered in the formulation of the 2014 White Paper. Others involved in the delivery and oversight of the work reported that the workshops had generated good quality feedback on the issues put forward for discussion. It should be noted that the focus of the public workshops was limited to certain questions and chapters of the consultation document. This should not be interpreted as weakening the quality of feedback gained, rather that there are areas that were not explicitly considered by participants.

#### Objective 3: Enable the public's views to be fed into the development of an improved site selection process.

The workshops did elicit views from the public and those views were fed into the review of the site selection process. DECC confirmed that the evidence and workshop reporting had been considered alongside the formal responses to the consultation, and the Government Response to Consultation references the dialogue workshops as complementary to the consultation, saying that the "Government has considered and reflected key themes raised at the events as it developed this revised White Paper". It is important to note this emphasis however i.e. that the public's views (and those of the stakeholder and sector participants expressed in their workshops) did not constitute formal submissions to the

consultation, but provided additional texture and depth to the consideration of the formal submissions.

### 5.1.2 The stakeholder and sector workshops

The objectives for the stakeholder and sector workshops were more evenly split in terms of seeking outcomes for both the workshop commissioners and participants.

#### Objective 1: To help DECC explore and understand stakeholders' issues/questions/concerns about the current GDF site selection process

There is reasonable evidence that the workshops helped DECC to explore issues, questions and concerns with stakeholders. The stakeholder and sector workshops provided solid levels of opportunity for participants to question and debate the site selection process. Levels of engagement were high and participants reported good levels of understanding. Structuring the workshops around the themes and questions set out by the consultation document ensured that the conversations were focused on the site selection process. However, the evaluation has observed some challenges with the recording and reporting of views, and it is likely that the delivery teams at some workshops did not capture the full extent of the dialogue generated by the process. Comments made earlier in this report regarding the recruitment process, and the potential for that process to have attracted a higher volume of participants, should also be considered here. It should also be noted that a minority of participants put forward the view that the content of the consultation document was flawed, or incomplete, and that the consultation process omitted or precluded discussion of issues (e.g. the inventory of existing waste and the merits of the building of new nuclear power installations) that they believed to be pertinent to the site selection process.

#### Objective 2: To allow stakeholders to explore and understand the implications of the Government's proposals for them and other stakeholders

The evaluation forms indicate between 50 – 60% of participants at all but the NGO workshop gained a much better understanding of the implications of the site selection review proposals. This figure was 17% for the NGO participants, though this group reported the highest level of prior knowledge. DECC affirmed that the stakeholder and sector events added value to the formal submissions and, while the general observation was that the workshop views were broadly confirmatory rather than revelatory in nature, had aided in the interpretation of those responses.

#### Objective 3: To obtain stakeholders' feedback on the proposals for improving the current GDF site selection process

The project has provided opportunities that were well used to generate feedback on the site selection process. The structure of the workshops, using the chapters / themes of the consultation document, enabled good feedback to be generated. The notes made above regarding recording and reporting also apply here.

#### Objective 4: To support stakeholders to compile their responses to the public consultation

Feedback relating to this objective was positive across the majority of participants. The findings from the evaluation forms indicate that the workshops provided a level of assistance to the majority (average of 88% across the seven workshops) in developing responses to the formal consultation process.

*“Yes, it meant that [we] were ‘a little more rounded’ in our response. We had the value of listening to others to add to our own thinking. The workshop encouraged us to do this, and we developed the company response after reflecting on what we had heard at the workshop”*

Participant, sector, industry

## 5.2 [Influence on policy](#)

It was intended that evaluation activity undertaken after the publication of the 2014 White Paper would provide data regarding participants' opinions on the degree to which they believed their views had been taken into account in the writing of the document. Although fewer responses were gathered than hoped, the available evidence, which includes post White Paper interviews with DECC, members of the SRG and a small number of public participants and survey responses from a small number of members of the public and stakeholders, does enable a level of analysis to be made. In addition, it is possible to study the content of the White Paper and align this with the key findings of the reports of the dialogue workshops.

This evidence indicates that there have been a number of areas of influence brought about by the dialogue activity. The degree of influence is difficult to determine with authority, as the findings and feedback from the dialogue process are, as noted, complementary to the primary analysis undertaken by DECC of the formal responses to the consultation. Rather, this report is able to discuss and assert, where evidenced, where and in what way the findings from the dialogue process have contributed to the development of the White Paper.

This contribution has been made in three areas. Firstly, the findings from the dialogue workshops have supported the development of the content of the White Paper, in particular the choice not to seek immediate answers to some of the more challenging issues involved but to continue to work with stakeholders and communities to seek solutions. Secondly, the experience of conducting the workshops and the feedback emerging from them has influenced the style of the White Paper, specifically the choice to produce a document easily understandable by lay people. Thirdly, DECC have identified learning from the process that has influenced how the department will undertake future consultation and engagement activity within the GDF siting process.

### 5.2.1 [Content of the White Paper](#)

The feedback from members of the SRG, the DECC team and Ipsos MORI noted a strong level of alignment between the reported workshop results and the issues within the White Paper. DECC noted this offered them a level of confidence in the analysis emerging from the formal responses and a member of the SRG commented that, while the results from the workshop had not, 'pulled any rabbits out of the hat' in terms of new policy direction, they had confirmed similar issues and questions were real for participants in the dialogue workshops and those who had made formal submissions.

The limited feedback from workshop participants was consistent with these views:

*"I've seen my participation work through into what the Government has chosen to do – this is very valuable."*

Participant, public workshops

*"It (the White Paper) accords with many of the sentiments I heard at the event."*

Participant, stakeholder workshops

A brief study of the key findings noted within the three reports published of the results from the dialogue workshops and the issues discussed within the White Paper confirms these impressions:

Key finding of the dialogue workshops	Reported by			Considered by White Paper?
	Ipsos Mori (public)	3KQ (stakeholder)	DECC (sector)	
Low public awareness of radioactive waste management and geological disposal	✓			Section 4.1 – 4.6
Need for awareness and education for the wider public through clear and accessible information	✓	✓	✓	Section 4.1 – 4.6
Affirmation of voluntarism	✓			Section 4.1
Challenging to define 'community'	✓	✓	✓	Choice of two year period to prepare to work with communities <sup>9</sup>
Challenging to identify form of governance to manage GDF	✓	✓	✓	Choice of two year period to prepare to work with communities
Affirmation of test of community support and right of withdrawal	✓	✓	✓	Section 7.20 – 7.21
Affirmation of need for community benefits package, though challenging to define content	✓	✓	✓	Section 7.13 – 7.23
Need for transparent and open process	✓			Section 4.3
Desire for efficiency	✓			Section 3.18 – 3.20
Desire for fairness	✓			Section 4.3
Need for more information on geology at an early stage		✓		Chapter 5

DECC reported that the choice within the White Paper to take a period in which to prepare to work with communities is a consequence of the experience of taking part in the dialogue workshops as well as a response to the formal responses. DECC noted the dialogue workshops were important in confirming for them that the development of the new siting process would be an ongoing conversation between Government and citizens. This led to the choice set out within the White Paper not to attempt to find immediate, specific answers to some of the most challenging aspects of the process (defining 'community', setting out governance arrangements, determining community benefits / investments) but to continue the conversations begun by the dialogue workshops over the coming two years. One

<sup>9</sup> The White Paper proposes a Community Representation Working Group whose responsibilities will include:

- developing approaches to defining 'communities'
- defining roles and responsibilities for community representatives
- developing options for ensuring all levels of local government have a voice
- developing clarity around the timing of a test of public support for a GDF
- developing options for the disbursement of community investment (referred to as 'benefits' in the consultation document)

member of the SRG described this influence as ‘profound’, suggesting that the approach to decision making set out in the White Paper was ‘fundamentally different’ to that described in the consultation document.

### 5.2.2 [Style of the White Paper](#)

DECC indicated very clearly that their involvement in the dialogue workshops influenced the style in which the White Paper was written and presented.

Individually and collectively, via a focus group, members of the team reported being pleased with the reaction from stakeholders, and particularly from members of the public, to the information they had provided at the dialogue workshops. The realisation, as one team member put it *“that we can talk to people about this in a way that is understandable, and that people can contribute once they have that understanding”* prompted consideration, when drafting the White Paper, not just of the messages to be conveyed, but how they were to be communicated.

This resulted in a conscious choice to create a document that would be easily understandable by lay people and one which set out a clear picture of how the process would move forward, that was not overly reliant on text, was visually appealing and offered info-graphics to interpret the narrative, and was capable of ‘standing alone’ without the need for recourse to lengthy scientific reference texts.

DECC also identified in their feedback what could be described as a change of spirit, indicating that the dialogue process had given them the opportunity to talk with members of the public they would not ordinarily encounter. The team suggested this was significant in offering a contrast to the tone and character of the conversations more commonly held with established stakeholders to the waste management debate, which could be challenging and conflictual. The importance of this, the team suggested, was that, had the conversations with the public not taken place, it is possible the new policy would have been driven by this dynamic of challenge and conflict. The dialogue with members of the public, the team suggested, had helped to shift the attitude of the team to one that was (is) more optimistic and outward looking.

### 5.2.3 [Future engagement](#)

A further influence is the intention of DECC to continue to use this type of dialogue within the process in the future. One of the team described the process set out in the White Paper as one that jointly asks the questions with others and works through possible answers together. Another member of the team noted that participation in the dialogue workshops has given them the confidence to work in this way and that engagement of this type had a value in informing future policy development.

### 5.2.4 [Value to others](#)

DECC and members of the SRG identified further potential influences from the project:

- Within DECC, the experience of the dialogue project has been shared with the Department’s Customer Insight Team and been identified as having value beyond the GDF work, meaning a likely legacy of the project will be improved communications across other aspects of DECC’s work.
- The company appointed as the developer (Radioactive Waste Management Limited) of the GDF site selection process has commenced a programme of consumer research with the goal of exploring public perceptions of the UK’s nuclear history. This research will form part of the backstory within future communications within the process, and echoes the importance placed on good communications within the analysis of the consultation and dialogue process evidence.

- DECC noted that the results of the dialogue process may be of interest to developers in other countries.

### 5.3 Thinking differently

The workshops generated both levels of cynicism from some participants, and surprise at the openness of the consultation process and what was available to be influenced from others. The observations of the workshops suggested that the highest likelihood of people thinking differently is among the public, many of whom were encountering the issues for the first time. There were also observable and reported shifts in thinking and consideration being made within the sector and stakeholder workshops.

The degree to which participants views had been influenced can be seen from the evaluation forms. 52% of public participants reported that their views had been significantly affected as a result of their involvement. This figure dropped, on average, to 12% for the participants in the stakeholder and sector workshops, reflecting the differing levels of prior knowledge between the groups. However, a further 53% of stakeholder and sector participants reported that their views had been partly affected, suggesting an impact for the majority of participants.

Some of the areas of new knowledge gained through involvement and reported by some participants include:

Public participants:

- The seriousness of the issue of nuclear waste.
- How complex the issues are.
- The role of DECC.
- The options for disposal.
- The GDF siting process.
- The fact that a solution has to be found.

Sector and stakeholder participants:

- Recognition of the need to engage communities.
- Understanding that further geological information needs to be obtained to currently enable site selection choices to be made.
- Increased knowledge of the planning and community engagement elements.
- Realisation of the importance of a GDF.
- Learning about the timeline for a new facility.
- Learning about the role of different organisations.

There has also been new thinking and learning for those involved in delivering the work. Ipsos MORI reported valuable learning in making scientific information accessible to the public, and in the value to public engagement processes of the inclusion of good quality, neutral experts across both days of the dialogue activity. 3KQ noted the added value of working with simultaneous translation during the Llandudno workshop and Sciencewise reported that the effectiveness of the two-day model of public dialogue would be valuable in planning future engagement activity.

Arguably, the strongest influence from the process has been among DECC personnel. Feedback from the DECC staff involved and from other partners in the process suggests that involvement in the project has helped the Geological Disposal Team to develop their thinking in a number of ways. In particular, the process appears to have enabled the team to think that meaningful public dialogue can be undertaken

on controversial issues and that the team is able to play an integral role within that dialogue. As a member of the SRG noted, this is highly significant in the context of the White Paper and the commitment to voluntarism.

#### 5.4 A meaningful and valid process?

The dialogue process has provided participants with robust and clear information and well structured opportunities to use that information. There is evidence to assert that the quality of dialogue and engagement with the issues has been broadly of a good standard. While aspects of the early management of the project have been identified as areas where quality could have been improved upon, and more generous timings may have aided recruitment to the stakeholder and sector strands of the project, the overall assessment of the project is one of sound design and implementation that has achieved its intended objectives.

The history of this issue, and the wider context in which it sits, is one of high levels of controversy, and dialogue around the issues within the consultation document could have been expected to include levels of scepticism, challenge and cynicism.

The evaluation forms suggest that, while levels of scepticism were present, a majority of those involved emerged with a broadly constructive outlook. One indicator is the willingness of participants to come to similar events in the future. Among public participants, 83% said they were more willing than before to attend such an event, while 55% of stakeholder and sector participants gave this response. Only 3% of public participants and 2% of stakeholder and sector participants said they were less willing to attend future events. Participants also commented on the degree to which they believed DECC would take account of the views they and others had put forward in the workshops. The results were broadly positive, with 63% of public participants and between 66% and 88% of participants from the stakeholder, Industry and Local Authority workshops expressing the view that they believed their views would be taken into account. Stakeholder and sector participants noted a perceived willingness to listen on behalf of DECC, and a genuine appetite to learn from the dialogue process.

The counter views expressed suggested a past history which has not been characterised by listening from Government and a concern that views will be 'cherry picked' to support an existing or pre-determined position.

It should also be noted that the level of confidence that DECC will take participants views into account from the NGO sector workshop was low, at 10%, and commentary from participants offered a generally low level of trust in the actions of Government. However, the process does seem to have prompted some NGOs to consider a more collaborative approach to their relationship with Government.

It had been intended to re-visit these figures after the publication of the 2014 White Paper, though the low response levels to the survey of participants makes this impossible. The level of correlation between reported findings from the workshops and the content of the White Paper does suggest the optimism of participants that their views would be considered has been, in large part, realised. A willingness to support Government to make good choices through engagement ran through many responses, countered by a level of scepticism. DECC, in choosing to use the immediate future of the process to continue a discourse with citizens and stakeholders over the shape and the challenges of site selection, appears also to trust that good engagement will bring about positive choices for the future.

### **Learning points – impact and outcomes**

- *While limitations in resourcing at some of the sector workshops partially compromised the volume and quality of information gained from those events, the overall assessment of the project is one of sound design and implementation that achievement of the agreed objectives.*
- *Anecdotal evidence suggests that the dialogue project assisted stakeholders in developing responses to the consultation, though this could not be confirmed. There may be value in future dialogue projects linked to consultations in tracking the actions of participants to gain clearer levels of attribution.*
- *The results and findings of the dialogue project were viewed as complementary evidence to the formal responses to the consultation and the key themes raised at the workshops were considered by Government in the development of the White Paper.*
- *The process and results of the dialogue project indicated a level of influence on a) the development of the content of the White Paper (in particular the choice to view the siting process as an ongoing conversation between Government and citizens) b) the style of the White Paper in terms of how messages are communicated and c) the intent to continue to use dialogue within the new site selection process.*
- *DECC has gained confidence through involvement in the process in the role and value of dialogue, and in particular public dialogue, to the GDF siting process.*



## 6. Conclusion

It is the evaluators' view that, based on the evidence gathered, the engagement project has been a credible and effective piece of stakeholder and public engagement. The design, delivery and recruitment of the two strands of the project provided sound opportunities for appropriate dialogue, enabled good levels of engagement that was largely well managed and recorded and was relevant to the siting review.

The engagement project was effective in delivering its objectives. DECC was able to explore and gain understanding of the views of both stakeholders and the public through the project, and to gain feedback on participants' views on improving the site-selection process. These views have been confirmed by DECC as complementary to the findings of the formal consultation and have formed part of the evidence considered by Government in the drafting of new policy. There is also good evidence that the engagement project encouraged and aided stakeholders to compile responses to the formal consultation (though there is no formal evidence to confirm this correlation).

The outcomes from the engagement project have been positive. The findings from the dialogue activity have supported DECC to develop the content and style of the 2014 White Paper, and DECC have gained much from the process, in particular a confidence in the role of dialogue with the public, and their ability to contribute to it, that will benefit the future site selection work.

The evaluation is also able to confirm that the engagement project has contributed learning about the effectiveness and use of public dialogue.

The evaluation has confirmed the effectiveness of the two-day model of dialogue used with the public and the value of aspects of that model, in particular the use of a pilot event, incentive payments, and a homework task. The value of impartial, plain English inputs from well prepared experts, and structuring dialogue around the consultation document have also been affirmed by the evaluation.

The stakeholder strand of the project also benefitted from use of well planned inputs from experts and being structured around the consultation document.

Lessons can be identified for future practice in stakeholder dialogue with regard to offering a longer lead-in period to aid recruitment, the provision of adequate resources for facilitation and recording and in applying care when considering changes to facilitation approaches at short notice. The evaluation of parts of the sectoral dialogue work suggests a more collaborative approach to the design of the dialogue process alongside stakeholders may be beneficial.

Clear lessons can be identified with regard to the management of future dialogue work. This project would have benefitted from increased planning and preparation time and the presence of a settled team at DECC from the outset of the project. Clear communications protocols between managers, deliverers and any oversight group involved need establishing early in the life of a project.

Overall, it is the evaluators' view that the engagement project was a worthwhile, credible and valuable exercise that generated outcomes and learning that were of benefit to the GDF siting review and will support the ongoing development and delivery of the work set out in the White Paper.

# Appendix A

## About Icarus

Icarus specialises in the design, facilitation, delivery and evaluation of planning and decision making processes which draw people and organisations together – often called stakeholder engagement. Much of the work we undertake involves the design of processes where multiple stakeholders, multiple issues and multiple positions are involved. Our approach is underpinned by a commitment to a shared journey, working collaboratively to build skills, understanding and capacity with our clients and with the organisations and individuals we are seeking to engage.

Icarus provides professional support, policy advice and direct delivery in a wide range of inter-related fields. We have particular expertise in environmental issues, health and social care, child and family services and voluntary sector development.

Our work is across the public / not for profit sector and our main client base is with governmental organisations, local authorities, the voluntary sector, partnership bodies, communities and community organisations. We only work with organisations committed to positive social change.

[www.icarus.uk.net](http://www.icarus.uk.net)

## Appendix B

### Evaluation Framework: Public and stakeholder engagement during the review of the GDF siting process

Evaluation objectives:

1. To provide an independent assessment of the credibility, effectiveness and success of the public and stakeholder engagement conducted during the review of the GDF siting process.
2. To identify lessons that can increase the effectiveness and development of good practice in public dialogue.

Evaluation questions	Source of data						Evaluation methods						
	Event participants public	Event participants Stakeholder	Policy makers	Stakeholder reference group	Commissioners	Facilitator/s, deliverers	Baselining exercise	Observe events	Event feedback form	Interview sample participants	On line follow up survey - dialogue participants	Professional stakeholder interviews (inc SRG)	Professional stakeholder focus group
<b>Key area 1: Impact (outputs and outcomes)</b>													
A) To what extent has the dialogue process met the expectations and / or stated objectives of members of the public?	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
B) To what extent has the dialogue process met the expectations and / or stated objectives of stakeholders?		<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>
C) To what extent has the dialogue process met the expectations and / or stated objectives of the project partners (commissioners / SRG)?			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	
D) To what extent do the findings from the public and stakeholder dialogue activity have the potential to influence policy development in relation to the GDF siting process?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
E) Has the project encouraged/generated responses to the formal consultation process?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
F) Who needs to see the findings?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
G) Have the findings been effectively communicated to those who need to see them?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

H) What influence have the findings had to date? What is their likely impact?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
J) Have there been any unintended influences / outcomes?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
K) What insights from the dialogue have been most useful / interesting for policy makers?			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
L) Are there other / further opportunities for influence?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
M) Is there anything else that has, or will, be done to make it more likely that the findings will be impactful?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
N) To what extent have participants: - Taken value and benefit from their participation? - Developed confidence in the process and feel that their views will be impactful in developing plans and policy?	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
P) Have participants' views been changed in any way through involvement in the process?	<input type="checkbox"/>	<input type="checkbox"/>				<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Q) Having taken part in the dialogue, are participants more or less willing to be involved in future dialogue initiatives?	<input type="checkbox"/>	<input type="checkbox"/>						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
R) What are the lessons from the dialogue process, and how will those lessons be disseminated and used to improve future dialogue processes?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
S) Having been involved in this dialogue, to what extent are the commissioners and policy makers willing and able to use public dialogue in future?			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>							<input type="checkbox"/>	
<b>Key area 2: Inputs</b>													
A) Were the objectives of the dialogue process the right ones?			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
B) Were the objectives changed or adjusted in any way during the project? Why? What has the effect of any changes been?			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						<input type="checkbox"/>	
C) Have the inputs (time, money, resources) to the process been sufficient to deliver the projects' purposes?				<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	
D) In what way has the project provided good value for the resources invested?				<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	
E) Has the governance of the process been appropriate and effective?		<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						<input type="checkbox"/>	

F) What contribution has the Stakeholder Reference Group made to the project?		<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						<input type="checkbox"/>	
G) Has the management of the process been appropriate and effective?				<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						<input type="checkbox"/>	
<b>Key area 3: process</b>													
A) Has the process of recruiting and selecting members of the public been appropriate and effective?	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>			
B) Has the process of recruiting and selecting stakeholders been appropriate and effective?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>			
C) Has the overall delivery of the dialogue process been appropriate and effective?	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>
D) Has the delivery process changed during the project? What has been the effect of any changes?	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>
E) To what extent have members of the public been able to engage with the content (environmental, technical, economic data and policy) of MRWS and contribute their perspectives on these issues?	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
F) To what extent have stakeholders been able to engage with the content (environmental, technical, economic data and policy)?		<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
G) To what extent have members of the public been able to contribute their views and opinions?	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
H) To what extent have stakeholders been able to contribute their views and opinions?		<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
J) Have the dialogue activities been appropriate and engaging?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
K) Have there been particularly successful approaches or challenges in the process design, delivery or reporting that future dialogue processes could learn from?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
L) Did the approach (workshops and events) provide the best way to achieve the objectives of the project? How else could the objectives have been realised?	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
M) How are the dialogue results, and the influence of those results, being communicated back to public participants and other stakeholders?	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					<input type="checkbox"/>	<input type="checkbox"/>	
N) Did the process connect well with the formal consultation?			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>							<input type="checkbox"/>	

Key area 4: context													
A) Has the process been designed in a way that reflects regional as well as national policy circumstances / needs?			□	□	□	□		□	□	□	□	□	
B) To what extent has the process related to and complemented other dialogue and wider decision making processes regarding nuclear issues?			□	□	□	□		□			□	□	

## Appendix C

### Data sources for the evaluation

The evaluation draws on the following data sources:

- d) A short baselining questionnaire completed by members of the teams that designed, commissioned and delivered the dialogue workshops (8 responses from 15 stakeholders).
- e) Guided observation at 8 of the 11 dialogue workshops (the public workshops at London and Penrith, the stakeholder workshops at Llandudno, London and Penrith, each of the three sector workshops).
- f) Workshop evaluation forms completed by participants at each of the 11 dialogue workshops
  - 63 responses from a total of 63 participants at the public workshops (100% return rate).
  - 125 responses from a total of 162 participants at the sector and stakeholder workshops (77% return rate).
- g) Structured telephone interviews with a range of participants from each group of workshops, conducted shortly after the workshops
  - 10 members of the public from the 63 participants in the workshops (2-3 participants from each of the four public workshops).
  - 9 participants from the 66 attendees of the sector workshops (3 from each workshop)
  - 3 participants from the 22 attendees at one of the stakeholder workshops (London).
- h) A focus group with the DECC delivery team (6 members of staff).
- i) Structured telephone interviews with those involved as commissioners, managers and deliverers of the project:
  - The lead manager / facilitator from Ipsos MORI.
  - The lead manager / facilitator from 3KQ.
  - The DECC project manager.
  - The Head of Strategy and Communications for GDF within DECC.
  - The three members of the project Stakeholder Reference Group.
  - The Sciencewise Dialogue and Engagement Specialist involved in the project.
  - The Stakeholder Engagement Advisor from the NDA.
- j) Follow up telephone interviews, after publication of the 2014 White Paper, with members of the public spoken with shortly after the events – see d) above (2 interviews from 10 potential respondents).
- k) An online survey, after publication of the 2014 White Paper, with participants at all dialogue events who had consented to be contacted (6 responses from 118 recipients, 5% response rate).
- l) Follow up interviews, after publication of the 2014 White Paper, with two members of the DECC team and with two members of the Stakeholder Reference Group.

Qualitative feedback from the participants at the Women's Institute event has been considered alongside other data. Quantitative responses from that event were not included in this report, as the process experienced by these participants (i.e. a one day workshop format) was not the same as that of the participants at the public workshops.

The evaluators have also considered the following documents as part of their work:

- Report on the findings of the public dialogue workshops on the revised Geological Disposal Facility Siting Process, prepared by Ipsos MORI (January 2014)
- Report from the National Stakeholder Workshops on DECC's Review of the Siting Process for a Geological Disposal Facility, prepared by 3KQ Ltd (January 2014)
- Report from Sector Workshops held during DECC's review of the siting process for a Geological Disposal Facility, prepared by DECC (January 2014)
- Consultation on the Siting Process for a Geological Disposal Facility - Report from the Stakeholder Reference Group (January 2014)
- Government Response to Consultation – Review of the Siting process for a Geological Disposal Facility (DECC, July 2014)
- Implementing Geological Disposal – A Framework for the long-term management of higher activity radioactive waste (DECC, July 2014)

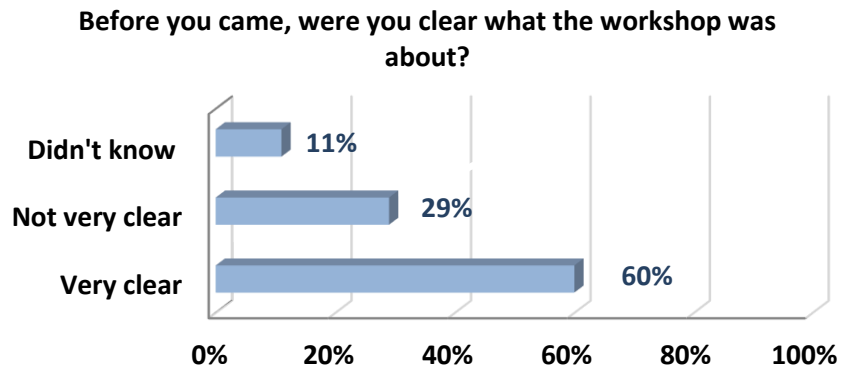


## Appendix D

Data from participant evaluation forms

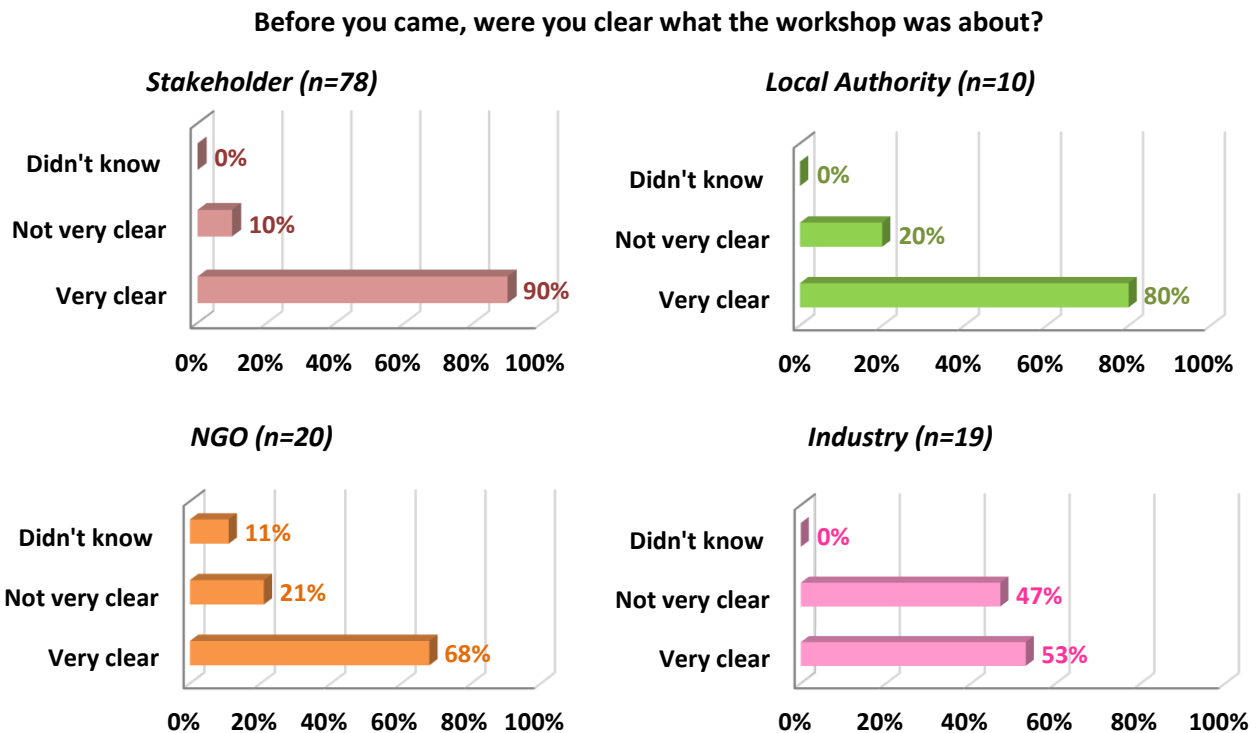
**Table A:**

clarity of purpose, participants at public workshops (n=63)



**Tables B – E:**

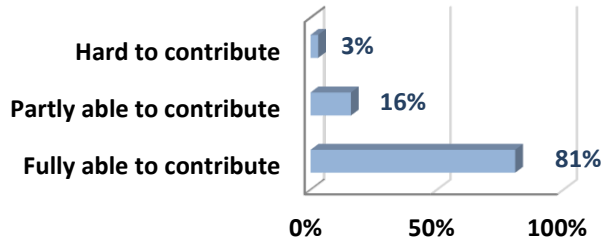
clarity of purpose, participants at stakeholder and sector workshops



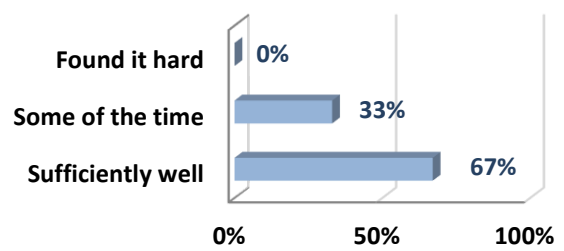
**Tables F - G:**

**ability to contribute, public workshops and understanding of issues, public workshops (n=63)**

To what extent did you feel able to take part in the workshop and give your views?



Were you able to make sense of the complex issues covered by the workshop?



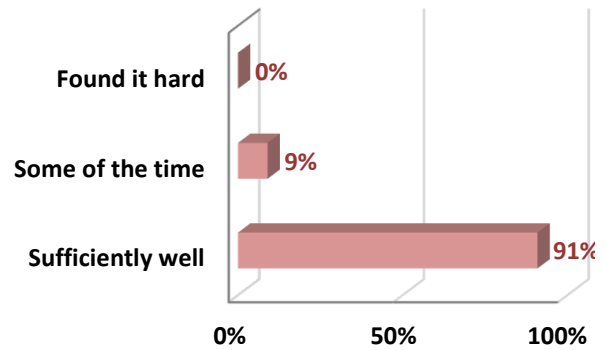
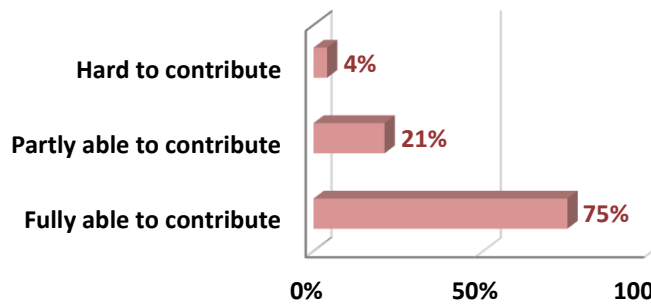
**Tables H - R:**

**ability to contribute, sector and stakeholder workshops and understanding of issues, sector and stakeholder workshops**

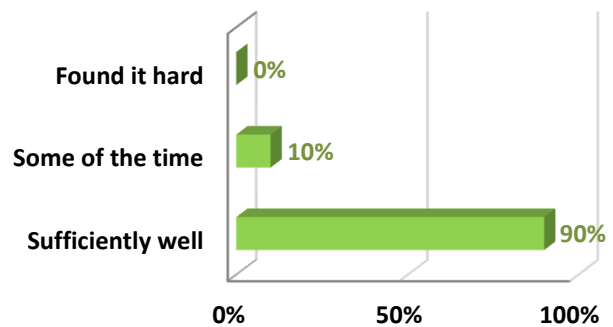
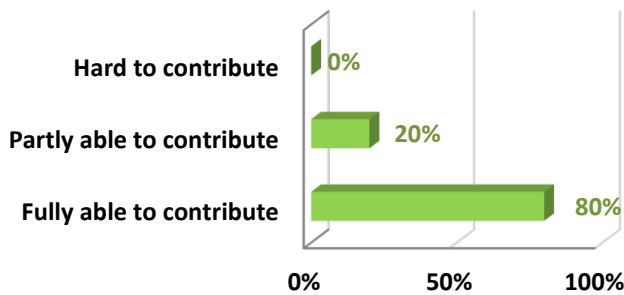
To what extent did you feel able to take part in the workshop and give your views?

Were you able to make sense of the complex issues covered by the workshop?

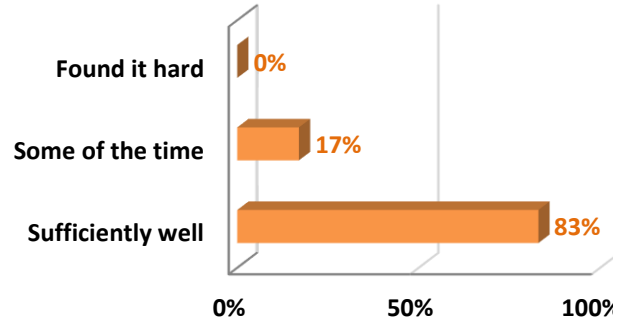
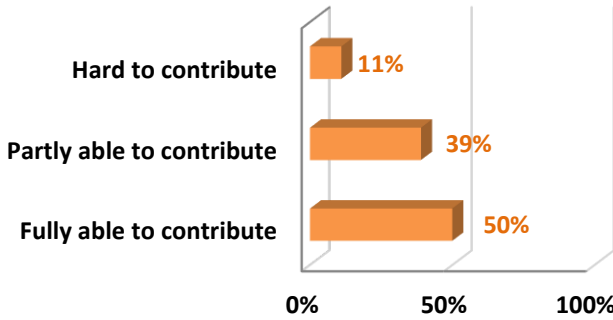
**Stakeholder workshops (n=78)**



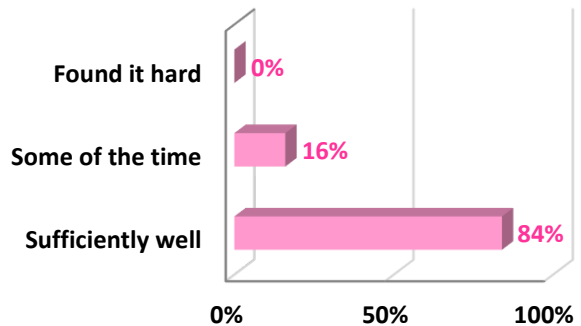
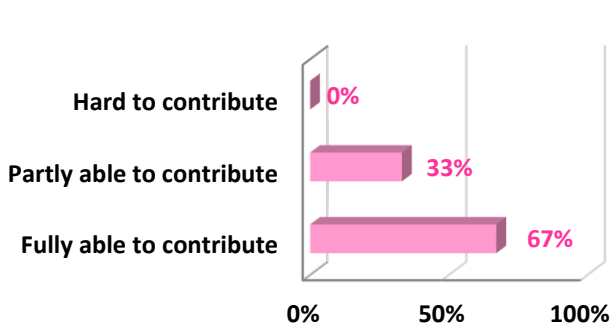
**Local Authority (n=10)**



**NGO (n= 20)**



**Industry (n=19)**

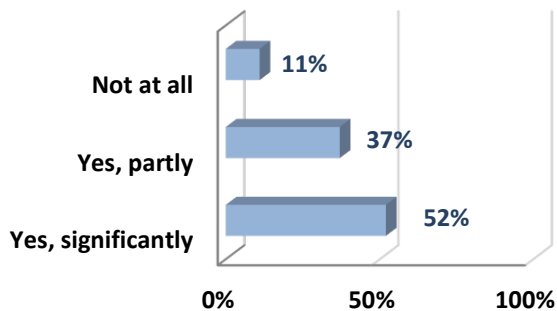


**Tables S-W:**

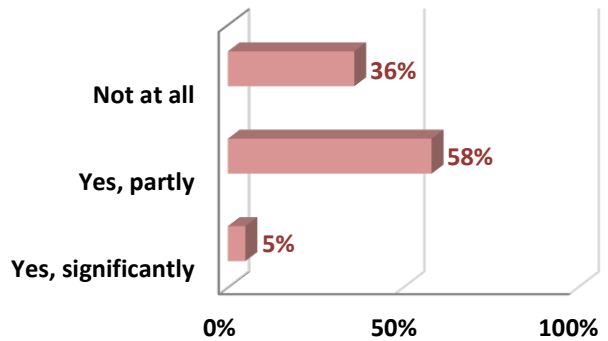
**degree to which participants views have been affected, all workshops**

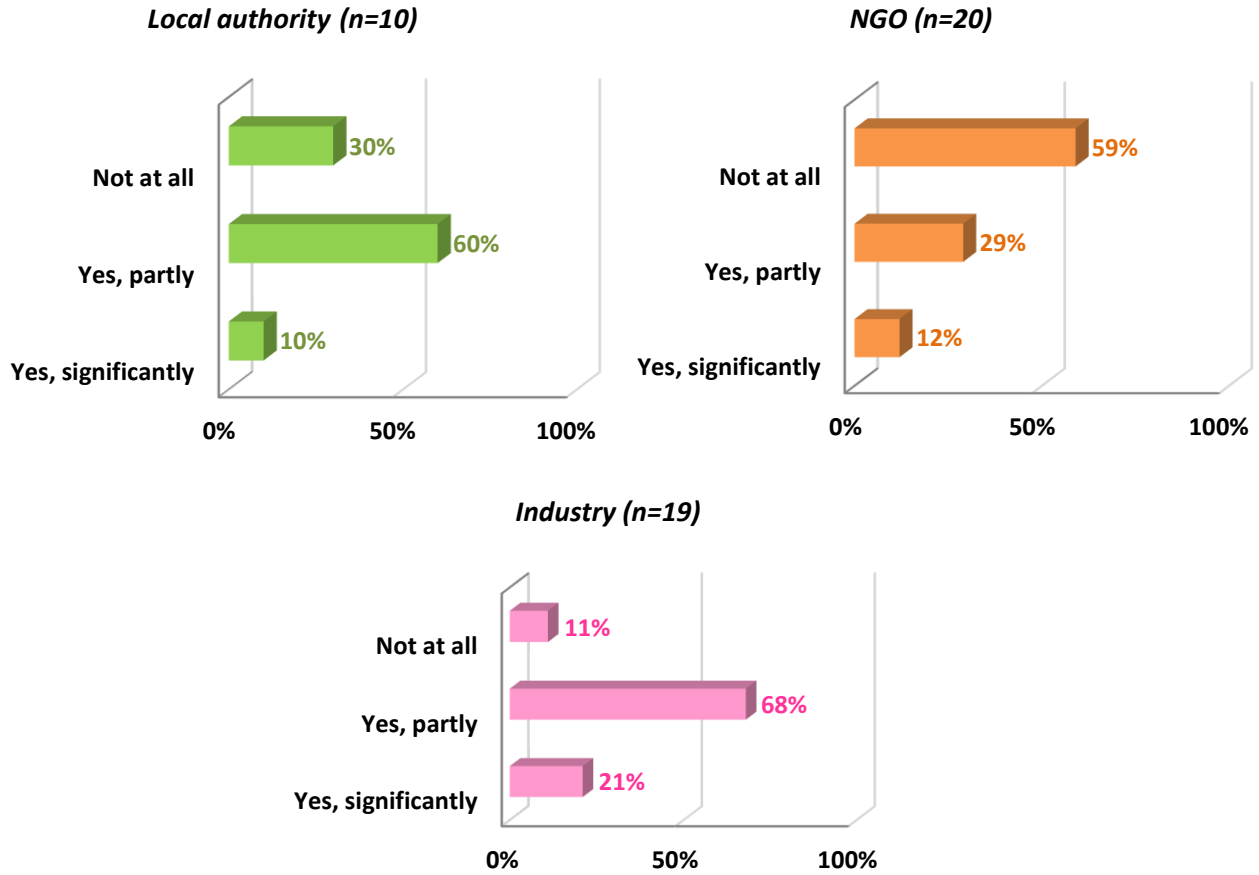
**Have your views been affected in any way as a result of participating in the workshop today?**

**Public (n=63)**



**Stakeholder (n=78)**

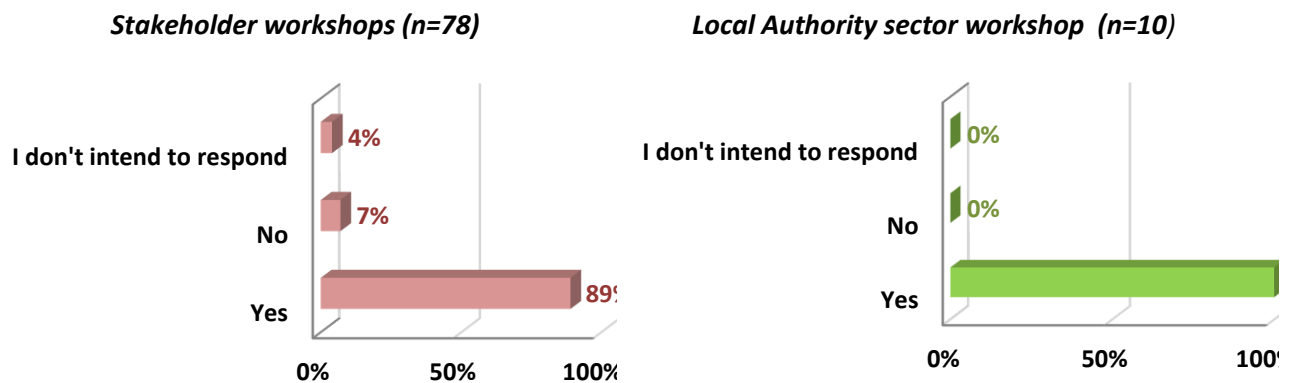




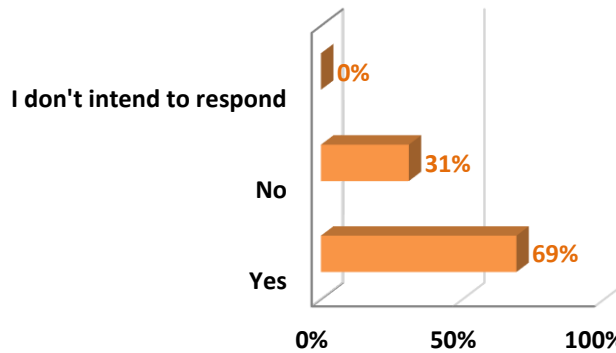
**Tables X - AA:**

**Degree to which the process has helped inform submissions to the Public Consultation**

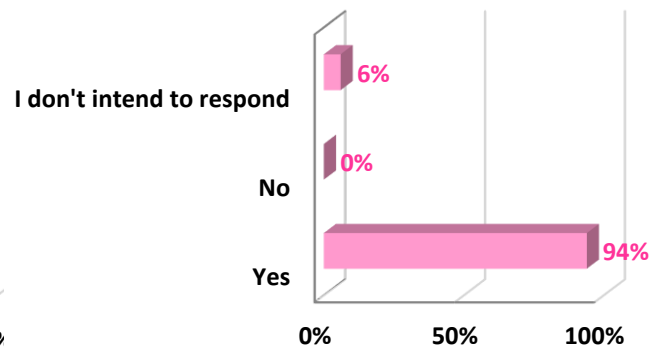
**Will attendance at the workshop help you to compile a response to the formal public consultation process?**



**NGO Sector workshop (n=20)**



**Industry sector workshop (n=19)**

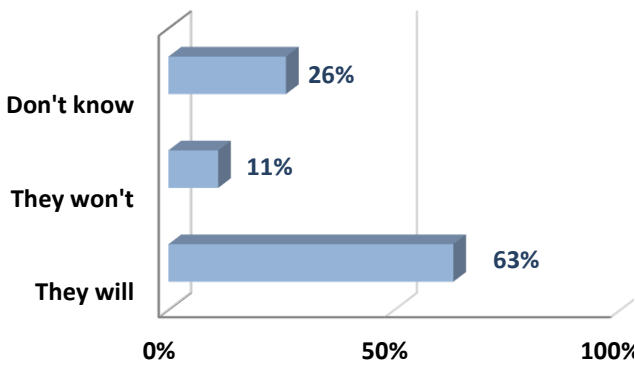


**Tables BB-FF:**

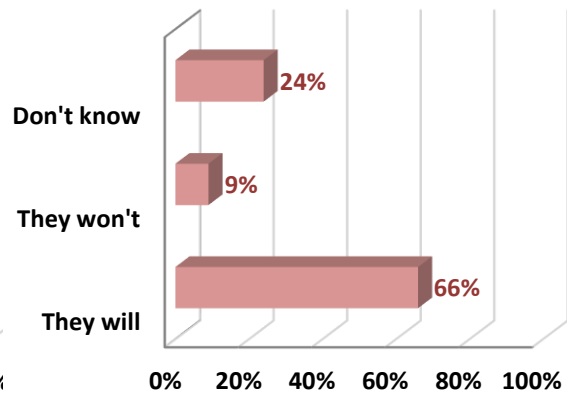
**Degree of confidence that participants views will be considered**

To what extent do you think DECC will take account of participants' views from this workshop in their future planning around the GDF site selection process?

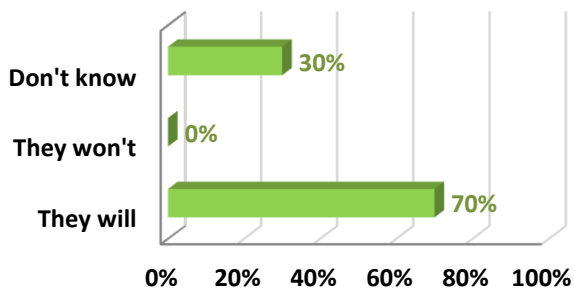
**Public (n=63)**



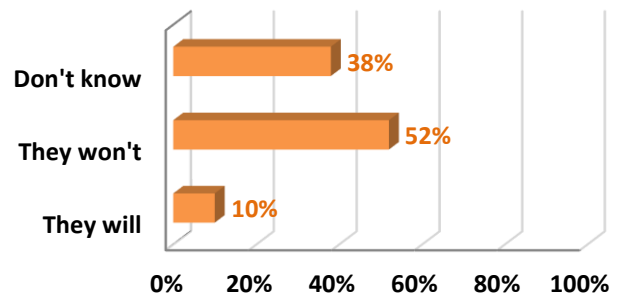
**Stakeholder (n=78)**

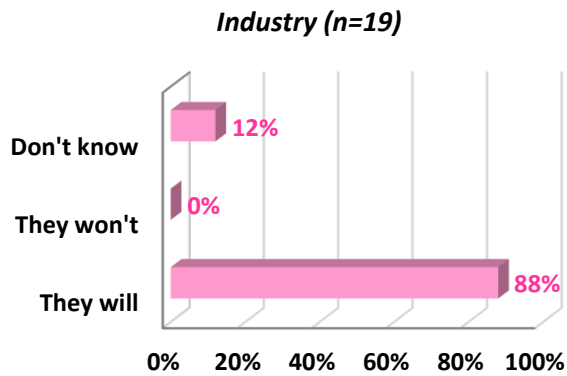


**Local authority (n=10)**



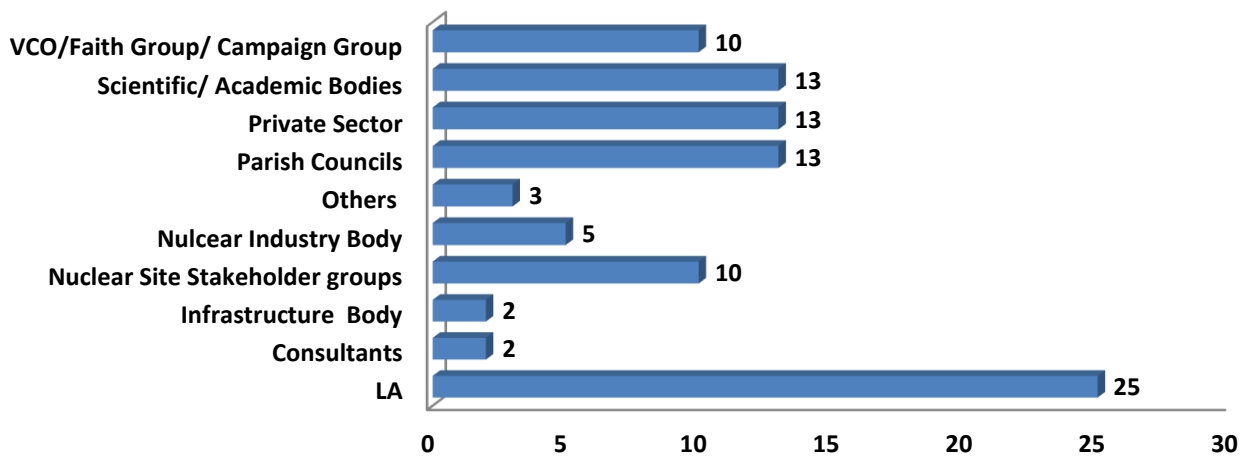
**NGO (n=20)**





**Table GG:**

**backgrounds of participants at stakeholder workshops (n=78)**



## Appendix E

### Composition of public workshop participants

Recruitment criteria	Public workshop participants			National		
Gender	Men: 52%		Women: 48%	Men: 49%		Women: 51% <sup>10</sup>
Age	<35: 29%	35-54: 41%	55> 30%	<35: 44%	35-54: 28%	55>: 28% <sup>11</sup>
Social group	ABC1: 54%		C2DE: 46%	ABC1: 56%		C2DE: 44% <sup>12</sup>
From households with children	Dependent children: 32%		No children: 68%	Dependent children: 28%		No children: 72% <sup>13</sup>

<sup>10</sup> 2011 Census

<sup>11</sup> 2011 Census

<sup>12</sup> National Readership Survey 2008

<sup>13</sup> Office of National Statistics, 2012

## Appendix F

### Detailed commentary on effectiveness of delivery of workshops

#### **A: Public Workshops**

What worked well
<p><u>Style of workshop</u></p> <ul style="list-style-type: none"><li>• The initial information input set out clearly what the workshop would address and what it would not.</li><li>• Information was presented in an easy to understand, precise and clear manner.</li></ul> <p><i>“The materials used were fair, clear, informative and helped people to get up to speed quickly and participate in a positive manner. The discussions were well managed and the flow of conversation was generally good.”</i> SRG member</p> <ul style="list-style-type: none"><li>• The facilitators were friendly, approachable and accommodating.</li><li>• The use of slides and visual material was helpful in explaining the topics / issues.</li><li>• The information was produced and delivered in a neutral and balanced manner.</li><li>• Small group work gave the time and space to consider the topics / issues.</li><li>• The video inputs were a good way of bringing the policy maker’s perspective into the event without the need for them to be present.</li><li>• DECC valued the opportunity to interact with members of the general public and hear new perspectives.</li></ul> <p><u>Pace / timings</u></p> <ul style="list-style-type: none"><li>• The workshops were well paced. Timekeeping was generally good and where overruns occurred, they were corrected through discussions within the team at breaks.</li><li>• Keeping sessions relatively short, in bite-size chunks, with plenty of breaks, was effective.</li></ul> <p><u>Group dynamics</u></p> <ul style="list-style-type: none"><li>• The facilitators worked hard to make sure everyone in the room could contribute their views.</li><li>• There was a non-judgmental atmosphere where differing views were presented and welcomed.</li></ul> <p><i>“We were told that there were no ‘wrong answers’ as the purpose of the exercise was to harvest opinions. This encouraged people to give opinions. The atmosphere was non-combative and I felt comfortable expressing my views.”</i> Participant, Bridgwater public workshop</p> <ul style="list-style-type: none"><li>• There was a general sense of participants feeling comfortable within their groups.</li><li>• Participants broadly embraced the opportunity to be interactive and to participate in the workshops. The post event evaluation forms indicated that over 80% of participants across the four workshops felt fully able to participate.</li></ul>



- Participants found it helpful to be in a group of peers with the same level of prior knowledge (usually a low level) – this enabled participants to feel comfortable and able to ask seemingly ‘obvious’ questions.

*“I felt comfortable as everyone in the group had the same level of understanding.”*

Participant, Nottingham public workshop

- Participants gained a lot from talking to each other informally over breaks.
- There was a great deal of learning about nuclear waste issues reported by participants.
- A number of participants reported learning from each other’s comments and views.

#### Contribution of the experts

- The expert contributors were reported by participants as valuable and approachable and ready to answer questions in an understandable and comprehensive way.
- Having attendance from experts on both days of the workshop was reported as adding value for participants.

#### Facilitation

- The lead facilitators at both workshops observed were good, offering a relaxed and informal style, reflecting back views and re-capping / summarising progress.

*“Very good facilitators, allowed everyone to give their view, summarised well, impartial.”*

Participant, Nottingham public workshop

- The facilitators’ approach quickly allayed people’s anxieties about not knowing enough about the subject.
- The facilitators played an important role in keeping the groups on track and focused, while maximising participation among those present.
- The recording of issues and points was generally sufficiently visible, with key points going to flipcharts. In addition, a typist recorded a contemporaneous record of each group’s discussions (though see earlier comments regarding a desire for increased visibility). The use of ‘parked’ issues was positive; it aided the flow of the sessions and it was notable that the parked issues from day 1 were addressed and checked off at the beginning of day 2. This was observed to be an effective means of offering participants confidence that their concerns and questions were being considered. Some feedback suggested the visibility of recording could have been improved at points during the workshops.
- The homework task was very effective. The large majority completed it, broadening out the influence of the workshops and, by feeding back the results at the beginning of Day 2, grounding the groups back in the subject matter.

## What worked less well

### Preparation

- As noted, a minority of participants reported wanting more information in advance about what to expect from the workshop. Other comments identified that time in advance of the workshop to receive and read information about the process / content of the workshop would have been valued.

### Pace/timings

- Time constraints hindered some discussions, and some participants noted the process felt too rushed to allow participants to fully understand the topics.
- The video inputs used could perhaps have been timed better (they were used after a lunch break) or dotted throughout the day rather than in one large chunk, and could have been shorter.

### Group dynamics

- There were instances of vocal individuals tending to monopolise the discussion at points. This was generally managed well by facilitators, but led to comments from a minority of participants related to the need for more even contributions. It should also be noted that overall responses indicated high levels of ability to participate effectively.

*“A lot of very confident and out spoken people; I am confident but didn’t feel I was always listened to / my views were not elaborated on.”*

Participant, Nottingham public workshop

### Contribution of an observer

- One instance was reported of an observer acting out of role and questioning the motivation and integrity of participants. The member of the public involved reported feeling devalued and upset by this individual’s comments. This incident came to the attention of the evaluators after the event and was reported to DECC. It should be noted that observers were briefed by Ipsos MORI prior to the start of each workshop concerning their roles and how they were, and were not, permitted to interact with participants. This incident was clearly an instance of an observer not respecting those boundaries.

### Technical issues

- A minority of participants noted it was hard to participate due to no prior knowledge of the subject. While the balance of evidence suggests that this challenge was alleviated for the large majority of participants, it is likely that a few participants would have benefitted from the opportunity of advance reading or preparation. It should be noted that it was DECC’s intent to engage people unconnected to the issues to gauge levels of knowledge.

*“I did not know anything about GDF or DECC before coming here and did not know what to say.”*

Participant, Bridgwater public workshop

- A minority of participants identified parts of the technical language used as difficult to follow / interpret.
- There were minor issues with some of the slides used (a lack of animation, print that was too small to be read and the use of black print against dark blue backgrounds).

## Facilitation

- The quality of work from the support facilitators did not feel to be as high as that of the lead facilitators. This meant that some poor behaviour from participants was not well managed at one workshop, and that some sessions were felt to lack focus at times. The overall feedback suggests these instances were occasional and did not significantly impair the progress or quality of the experience for participants.

## **B: Stakeholder Workshops**

### **What worked well**

#### Style of workshop

- The informal, relaxed and open style of facilitation was valued by participants.
- Participants reported feeling free to ask questions.
- A positive atmosphere was noted in the majority of the workshops.

#### Pace / timings

- The pacing of the workshops was generally good (although see notes below regarding the London workshop).

#### Group dynamics

- The facilitators ensured the workshops were not dominated by any one person – everyone had a chance to express their views.
- The modest numbers of participants (at each workshop except Penrith) meant it was easier to contribute. Similarly, where round table group discussions were with modest numbers, there was a high level of participation. Where low numbers (in Exeter) may have been a challenge to the proposed methodology, the delivery team adjusted their approach to avoid this.

*“The seminar was fairly intimate and relaxed, so everyone felt confident about contributing.”*

Participant, Exeter Stakeholder workshop

- There was generally a good level of background knowledge and familiarity with the issues meaning that participants made sense of the material that was being presented.

*“I enjoyed the opportunity to hear points of view from outside my relatively narrow technical field. This gives me a fresh view to further inform my own position and facilitate communications within my own organisation to a non-technical audience.”*

Participant, London Stakeholder workshop

- Given the structure of the workshops, preparation (e.g. reading the consultation document) aided participation. Conversely, not being prepared hindered participation (see below). A pre-event briefing was provided within the stakeholder and sector workshops designed to allow participants

to get up to speed on the issues and the GDF siting review process.

- There was a good mix of participants.
- Participants were willing to listen to each other; they were respectful and constructive and this led to good dialogue.

*“The mix of attendees gave a very varied set of arguments and some good debate.”*

Participant, Penrith Stakeholder workshop

#### Contribution of the experts

- The experts addressed questions well and there was sufficient technical knowledge to ensure a range of questions could be addressed. The contributions from DECC, NDA etc. within the group work were constructive and open. Technical matters were clearly explained.
- The informational inputs from DECC were clear and understandable, and pitched at the correct level for the participants.
- Questions were answered in a way that was easy to understand by non-experts.

#### Facilitation

- The facilitation from 3KQ was welcoming, energetic and encouraging.
- Using a carousel approach around three themes from the consultation document (decision making, technical, community) was felt to be effective and logical.
- Having translation available at Llandudno (and a Welsh speaking resource person) added value.

### **What worked less well**

#### Preparation

- A minority of participants would have liked more information in advance about what to expect from the workshop.

#### Pace/timings/structure

- A minority of participants noted difficulties in reading all the facts in the allocated time and that there was not enough time to discuss all the issues that were being considered.

*“It was challenging to read all the information in a particular section before feedback on the questions in the short time allocated.”*

Participant, Exeter Stakeholder workshop

- The changes in structure for the London stakeholder workshop. The chapter-by-chapter work through of the consultation document led, on this occasion, to some uneven timing of sessions, and a repetitive format that led to an observable loss of energy and momentum towards the latter stages of the workshop.

#### Group dynamics

- There were occasions where some vocal people sought to monopolise the discussion. This was generally well managed and no reports were given of significant disruption to sessions.

### Technical issues

- A minority of participants noted difficulties with aspects of the technical discussions, and others reported limited knowledge of the issues restricting the ability to contribute. It is possible that reading of the consultation document in advance or attendance at the pre-workshop briefing may have alleviated some of these difficulties.

### The consultation document

- Some participants indicated that greater clarity over aspects of the language of the consultation document would have helped them to contribute. Examples given were a better description of what was included in the inventory of waste, and a working definition of 'community'.
- A minority of participants across the workshop felt the questions posed in the workshop assumed that participants accepted the proposals and were therefore restrictive and / or leading.
- Others suggested that the content of the consultation document was flawed or incomplete and thus provided the wrong starting point for dialogue.

### Facilitation

- Minor challenges were noted at the first workshop in Penrith (needing to introduce the team and the resource people, crowded slides) which were adjusted for later workshops.
- Multi-tasking (same person facilitating and recording) was noted as a challenge within the group work sessions, particularly at Penrith where numbers were larger and the discussion more lively.

## **C: Sector Workshops**

### **What worked well**

#### Style of workshop

- The workshops were engaging. Everyone attending had good opportunities to put across their points of view.
- The part of the days that were in plenary, enabling a whole group discussion, were well received. The small numbers made this approach possible and successful.

#### Group dynamics

- Talking with other participants and hearing their views was noted as a key benefit (particularly within the NGO workshop).

*"I find it very useful just to talk to each other as there's a huge amount of expertise."*  
Participant, NGO workshop

- Also within the NGO workshop, participants noted that the sector had been able to put across some hard hitting views to DECC.

### Contribution of the experts

- The inputs from DECC, and the responses to questions, were reported by participants and observed to be level, clear and considered.
- The inputs of the other resource people present were also generally reported as effective and clear.

### The consultation document

- The links to the consultation document were explicit and repeated through the workshops.
- The majority of participants reported that the structure of the sector workshop (chapter-by-chapter consideration of the consultation document) was logical and thorough, if a little laborious.

### Encouragement of responses to the consultation

- There was scope for the learning and discussion from the day to inform the responses to the formal consultation.
- Participants at the NGO workshop noted it was valuable working together as it was decided to respond to the consultation as a group as well as through individual organisations.

## **What worked less well**

### Group dynamics

- There was little mixing of people between groups during the workshops. This meant that people had to work with the same people all day which was commented on negatively by a minority of participants.
- Some discussion groups had a low number of participants, (two or three) with the numbers made up by observers. There was some comment across the sessions that having observers in discussion groups detracted from the group dynamic and made the conversations feel strange.
- Within the NGO workshop, the knowledge and passion in the group in relation to geological disposal and other related nuclear matters meant that it was difficult to keep a focus on the specific consultation questions and people were leaping ahead and bringing in much wider points and perspectives than the fairly tight focus of the consultation questions.

*"I feel we need to go beyond that now as it doesn't really work [this type of consultative workshop]- the questions are just so huge and I felt [the day] was expecting far too much and it was minimising the problems inherent in some of the questions".*

Participant, NGO workshop

### Facilitation

- The quality of the facilitation varied across the workshops. This was partly dependent on the challenge and dynamic of the particular group but also of the skill and experience of the facilitator.

### Recording, discussion management

- In the Industry and Local Authority workshops, the quality of discussion management and recording / note-taking varied in groups, as these roles were undertaken by participants on a rotating basis. In the last part of the Local Authority workshop and the NGO workshop the

responsibility for recording was taken up by DECC staff which improved the recording considerably.

### Challenge

- Within the NGO workshop, a number of comments questioned the accuracy of the information in DECC's presentations and the perceived level of experience of the DECC team present on the day. The latter point was also raised within the Local Authority workshop.
- The NGO participants also challenged the quality of the consultation document itself and it was felt by a number of respondents that lessons from previous engagement on the issue hadn't been incorporated within this consultation process.

*"The consultation is trying to look at something where there has already been a lot of good work and consultation in the past which the government has ignored. The consultation document doesn't embrace the learning from the past."*

Participant, NGO workshop

- There was also concern expressed within the NGO workshop that other Government priorities were perceived to be driving the GDF process, in particular the prospect of the new nuclear power station construction programme and the future waste that it will generate. This issue was also noted within the Local Authority and Industry workshops.

*"The underlying message behind the process was one of support for nuclear new build, and that the NDA seemed to be trying to underpin support for the new build programme" [based on the assumption that a GDF will become available to store the waste produced].*

Participant, Industry workshop

### Flow of the workshops

- A number of participants reported that the linear progression through the chapter-by-chapter structure worked against broader more cross cutting discussions.

*"Each question in the consultation document covered a number of overlapping and complex issues, so covering the bases well was always going to be a challenge."*

Participant, Industry workshop

- Similarly, some participants noted issues of time management and the allocation of time to questions being too large for some issues and too small for others. Within the NGO workshop, there was frustration at the time allowed for deliberation given the enormity of the issues and decisions (a one-day workshop with very limited time for each topic didn't feel appropriate to some of the participants).

*"The facilitator was very much focussed on time, some of the discussions were cut off before they had time to develop. He might have been a bit more responsive to let some of the conversations run."*

Participant, local authority workshop

## Appendix G

### Report from the Stakeholder Reference Group

#### Consultation on the Siting Process for a Geological Disposal Facility (GDF)

##### **Role of the SRG**

The Stakeholder Reference Group (SRG) was established to provide independent oversight of the stakeholder and public engagement elements of the consultation on the review of the siting process for a GDF. Its membership consists of three representatives (with a nominated substitute), respectively from the nuclear industry, local government and environmental non-governmental organisations (NGOs). Its role is to provide advice to the Engagement Project Team on such matters as the provision of information, organisation of events, the range of participation and the reporting of events. The key purpose of the SRG is 'to provide a credible, independent voice during the operation of the public and stakeholder events in support of the consultation'. The Terms of Reference of the SRG are attached.

The SRG met with the project team drawn from DECC, Jacobs, Ipsos-MORI, and 3KQ on three occasions in London. Individual members also observed some of the events. These were the local government and NGO sector workshops held in London and the public dialogue workshops held in Bridgwater, Penrith and London. We were unable to attend any of the four national stakeholder workshops, the industry sector workshop or the public dialogue pilot workshop in Nottingham. We had no involvement at all with the event held with the WI. The SRG read and commented on the materials used at the workshops and commented on the reports on the outcomes of the three types of events.

##### **Organisation of the Engagement Project**

The Project was ambitious, complex and comprehensive. It involved three strands, national stakeholders, sector stakeholders and public engagement, each led by a different team of facilitators. A considerable amount of printed material was produced by experts for each workshop alongside short video clips and presentations.

The SRG was able to provide criticism and commentary on the written materials and our comments were largely taken into account. We made a wide range of comments covering the factual basis, the need for clarity, the problem of selectivity, interpretation of history and policy and the description of repository design, the siting process, inventory and so on. We also commented on the proposed list of stakeholder invitees to the events and made suggestions for additions, to ensure a spectrum of opinion would be represented. In general we were satisfied that the list of invitees was comprehensive and representative.

The SRG has two criticisms of the organisation of the events. First, the whole process seemed to be rushed. It took time to assemble the teams and therefore the workshops and deliberative events did not commence until part way through the consultation period. Even so there was little time to set up and send out invitations for the early events and the consultation period had to be extended to provide an opportunity for those attending late events to make formal submissions to the consultation. The compressed time scale left little time for review and revision of presentational material. As a



consequence the SRG felt less engaged with the process and less able to provide advice than might have been the case with a less challenging timetable. However, this is not a criticism of the teams who worked hard and efficiently to set up and run the process. The SRG wishes to congratulate them on the efforts made to make the process successful within severe time constraints.

Our second criticism concerns the locations of the events. While there was a logic in holding the industry sector workshop in Warrington in a region which has a substantial association with the nuclear sector, we question the locations chosen for the national stakeholder workshops. The choice of Exeter, Llandudno and Penrith (less so) seems perverse since they are all small and relatively inaccessible locations. Attendances at Llandudno (14) and Exeter (11) were low while that at Penrith (50) was high because around half of those attending were from local rather than national groups. These were 'national' workshops and the need for regional differentiation is not imperative. Locations such as Manchester (the north), Bristol (for the south west and south Wales) or Birmingham along with London would have been more accessible to a larger population. We were less concerned about the locations for the public dialogue events since they were designed for a representative sample of the local population and the choice of London and sites in the north (Penrith) and south (Bridgwater) provided a broad regional differentiation.

### **The operation of the events**

As indicated above the members of the SRG observed only a few of the events. Our general impression was that these were well run, kept to a timetable and had a good mixture of presentations, break out groups and plenary discussions. The participants were motivated and the facilitation encouraged debate while maintaining focus. The management of the public dialogue workshops was especially impressive and able to develop understanding and capture insights that gave a pragmatic interpretation of the issues. The reporting back was thorough and, from our observations, the participants were motivated and, in the case of the public workshops, seemed to find the experience illuminating and challenging.

Our one criticism would be that the presentations and questions did not open up all the key issues, notably the problem of governance of the siting process and the complexities of the inventory. However, this was more the fault of the consultation document itself and the materials provided for the events. The facilitators were able to respond to ideas and criticisms from the participants which sometimes provided interesting and different perspectives on the material.

### **Reporting of the Events**

The three strands of the events were each reported in draft documents which the SRG have considered and commented upon. Our main observation was that the purpose of the reports and their relationship to the policy making process needs to be clarified and presented clearly. The reports provide a recapitulation and synthesis of the events but they also serve as an input into the policy process. Although the limitations, lack of representativeness and absence of specific recommendations necessarily constrain their utility, they are important resources in their own right. They provide perspective on the process and content of the consultation, identify areas of widespread consensus as well as those of clear difference and identify gaps and limitations in the proposals and alternative approaches. The SRG has suggested the reports provide a clearer indication of the value as well as the limitations of the engagement processes for the policy making process. The SRG has also stressed that the government's response to the public and stakeholder dialogue and workshop should indicate how

the outputs have been used and the reasons for accepting or rejecting key issues of concern.

### **Conclusion**

The SRG considers that within the constraints of time and the limitations of the consultation proposals the public and stakeholder dialogue events were well conducted, fruitful and a reasonably successful engagement with a wide range of interests as well as an in-depth interaction with selected citizens. We wish to thank the engagement team for their open and collegiate approach to our work and their receptivity to advice and criticisms.

We consider that the involvement of a SRG provides some independent oversight and would recommend that a similar process is established as an integral part of the proposed public awareness raising and engagement process which is expected to mark the start of the GDF siting process under a revised MRWS policy to be announced later this year.

Prof. Andrew Blowers, Co-Chair DECC/NGO Nuclear Forum  
Stewart Kemp, Co-Director NuLeAF  
Peter Haslam, Head of Policy, NIA