



## PART ONE

# The Future of Nuclear Power – An overview of the consultation process

- 1.1 This chapter sets out the rationale for the public consultation undertaken by the Government on the future of nuclear power. It gives a detailed account of the design and the running of the consultation.

## Background

- 1.2 The Government concluded in its 2003 Energy White Paper:

*“Nuclear power is currently an important source of carbon-free electricity. However, its current economics make it an unattractive option for new, carbon-free generating capacity and there are also important issues of nuclear waste to be resolved. These issues include our legacy waste and continued waste arising from other sources. This white paper does not contain specific proposals for building new nuclear power stations. However, we do not rule out the possibility that at some point in the future new nuclear build might be necessary if we are to meet our carbon targets. Before any decision to proceed with the building of new nuclear power stations, there will need to be the fullest public consultation and the publication of a further white paper setting out our proposals.”*

- 1.3 In January 2006 the Government undertook an energy review, which assessed progress against the goals set out in the 2003 White Paper and the options for further steps to achieve them. This led to the publication of the Energy Challenge Report in July 2006.
- 1.4 Following the publication of the Energy Challenge, Greenpeace brought a successful Judicial Review in respect of the conclusion Government reached on new nuclear build. In the Judicial Review Mr Justice Sullivan concluded that the legitimate expectations of Greenpeace of the fullest public consultation had not been met and that accordingly the conclusions that the Government had reached on nuclear power could not be validly drawn. In response to the ruling, the Government accepted that it should conduct a public consultation before reaching a final view on the future of nuclear power. It therefore launched a new consultation on 23 May 2007 setting out the Government’s preliminary view on nuclear power.
- 1.5 This consultation explicitly took account of the High Court ruling and the Government’s commitment in 2003 to the fullest public consultation.

## Framing the consultation and setting objectives

- 1.6 In framing any consultation, best practice attaches importance to determining and to communicating precisely the nature of the consultation i.e. to clearly indicate which aspects of the policy the Government is seeking views on. To meet this requirement, the Government sought to make two matters clear.
- 1.7 First, it was a consultation about the possible role for nuclear power within the energy policy framework set out in the 2007 Energy White Paper, not a consultation on energy policy itself. The consultation document on the future of nuclear power was launched in parallel with the Government's 2007 Energy White Paper. The White Paper set out that tackling climate change and ensuring future energy security are the primary considerations in determining the shape of future energy policy, including the role of future nuclear power. Consequently, the nuclear consultation was framed in the context of evaluating the need for future nuclear build in the context of mitigating climate change and ensuring energy security.
- 1.8 Second, the consultation made it clear that the Government had reached a preliminary view. Over the previous two years the Government had reviewed the issue of nuclear new build extensively and as a result formed an initial view that it would be in the public interest to allow new nuclear build. As a result, this consultation was about the Government's initial view and was designed to test the view and its underlying reasoning with the public and stakeholders.
- 1.9 The Government framed the consultation as follows:
- The Government has a preliminary view on the future role of nuclear power within the UK energy mix but has not yet decided; this view is that in the context of climate change and ensuring energy security it would be in the public interest to give private sector energy companies the option of investing in new nuclear power stations.

## Design of and objectives for the consultation process

- 1.10 The Government set itself the following overarching objectives for the consultation process on nuclear power:
- To enable and facilitate a consultation which meets the commitment of the 2003 Energy White Paper to the fullest public consultation;
  - The Government wishes to consult citizens and interested parties for their views and concerns relating to the arguments it has presented;
  - For each strand of activity, to listen to and consider the views of those participating, and to be transparent in the reporting back process.
- 1.11 The design of the consultation process was guided by the above objectives and informed by the requirements of the Cabinet Office Guidance and BERR's own internal guidance on consultation.



- 1.12 The Government reviewed other previous large-scale consultations to understand what worked well and to apply best practice.
- 1.13 The Government's primary concern was to allow for a full consultation that would enable stakeholders as well as the wider public to respond meaningfully. The Government was also determined to seek views not only from its "usual" stakeholders but from as wide a range of people as possible.
- 1.14 As a consequence the Government decided to utilise a range of consultative methods:
- The foundation of the consultation was the Government's consultation document, *The Future of Nuclear Power*, which it published on 23 May 2007. The document set out the evidence the Government had considered in forming its initial view and presented 18 questions that sought views on the evidence and arguments the Government had drawn on and the conclusions it had reached regarding the future of nuclear power. All consultative methods used drew primarily on the content of the consultation document and the evidence it presented.
  - A dedicated website was designed to enable people to respond to the consultation document not only in writing but also online.
  - The Government considered the most appropriate way of engaging the wider public, particularly those not normally engaged in such processes. The Government wanted to understand the views of the public after they had heard the key arguments in the consultation. Specifically, we wanted to ensure we understood the issues in relation to nuclear power that members of the public were concerned about. In the context of these objectives we considered other large scale consultations such as the 2003 GM Nation debate on genetically modified crops, the 2004 Department of Health consultation *Your Health, Your Care, Your Say* and the 2006 National Pensions Debate run by the DWP as part of the consultation on the Turner Commission proposals. All had deployed large-scale deliberative events to gain the views from representative samples of the UK population. We concluded that such deliberative events would be well suited for this consultation as they engage the wider public on a complex technical or scientific issue, enabling discussion about trade offs and conditionality and providing a detailed picture for policy makers on the issues that concern citizens most. In reaching our decision in response to the consultation we have considered those issues and we have also considered to what extent existing policy, or developments of that policy, could address those issues.
  - In addition, the Government wanted to hear from a diverse range of regional and national stakeholder groups to ascertain views on the specific issues raised in the consultation document. It was decided the most appropriate way of engaging such stakeholder groups was through a series of stakeholder meetings.

- A key concern for the Government was also to engage with those who live near nuclear power stations. For this reason we decided to engage interested parties representing communities living near nuclear power stations through a series of site stakeholder meetings.
- The Government also put in place a range of advertising and awareness raising measures to ensure that anyone who wanted to participate was able to.

## Timetable

1.15 In light of the above objectives and the consultative measures selected, the Government reflected on the most appropriate length for the consultation process. The Cabinet Office guidance on consultation states that departments should generally allow a minimum of three months. However, given the complex nature of the consultation subject, the extensive range of consultative measures adopted and the fact that the consultation would run over the summer holidays the Government felt it appropriate to allow for a 20-week consultation period. The Government believes that the allocated 20 weeks did allow for a substantive consultation and did ensure all the consultative measures identified were undertaken.

## Budget

1.16 Once the objectives for the consultation were agreed and the most suitable consultation methods identified the department allocated a total budget of £2.4m for the implementation and running of the consultation and subsequent collation and analysis of consultation responses.

## Management structures and strategic partners

1.17 The consultation was owned and conducted by BERR. A small team, led by a senior civil servant, was established. The remit of the team was to design the consultation process and to ensure the objectives of the consultation were met within the timetable and available resources. An important role of the team was to secure critical partners in implementing the consultation.

### Central Office of Information (COI)

1.18 BERR appointed the Central Office of Information (COI) to work closely with the department throughout the consultation process, from the initial design work through to the procurement of specialist suppliers in order to ensure that the project was effectively managed. The COI acts as the centre of excellence for marketing in the public sector, providing advice and procurement solutions across all communications and media on behalf of government departments and agencies. COI provided strategic consultancy advice during the initial planning stages of the



project, and as the consultation progressed ensured that BERR was able to meet its objectives.

- 1.19 Specific areas of work for COI have included:
- Strategic advice and guidance for BERR on the design and structure of the deliberative events with the public;
  - Guidance and operational support in facilitating the stakeholder events and summarising the outputs;
  - Procurement and management of specialist suppliers and contractors;
  - Strategic communications advice and guidance;
  - Delivery of a marketing communications plan;
  - Procurement and management of the independent evaluator;
  - Advice and support with project planning and management.
- 1.20 The COI have utilised a core team of four experienced strategic marketing and research consultants to work on the project, and this was supplemented by other COI staff when specialist skills were required (e.g. events management, execution of marketing communications programmes, video filming, etc).
- 1.21 Project management support was provided by COI in the form of a full-time project manager.

### **Procurement of specialist suppliers**

- 1.22 COI has a broad range of Framework Agreements with contractors who are able to provide a wide range of marketing and communications solutions. These are organised by area of expertise and enable government departments to access specialist services in a way that is cost effective and efficient. Suppliers compete openly for inclusion on one of COI's Framework Agreements and this pre-qualifies their services should the Government require them.
- 1.23 BERR made use of COI Framework Agreements to procure specialist contractors in the following areas:
- Market research – Opinion Leader and Dialogue by Design
  - Event production and management – M (previously known as Mice)
  - Video film production – RSA
  - Analysis and reporting of stakeholder findings – Henley Centre HeadlightVision
  - Independent evaluation – Shared Practice
- 1.24 As part of the tender process, a panel of BERR and COI officials reviewed written proposals and took part in face-to-face pitches where appropriate before appointing the successful contractor.

### **Strategic communications**

- 1.25 Strategic advice and planning support was provided by COI for the marketing communications programme to raise awareness of and encourage participation in the consultation. The COI team developed, in conjunction with BERR, the marketing communications strategy, and

then delivered each element of the programme using COI specialist departments (for example Publications for design and artwork, Direct Response for the mailings and Media Advertising Services for the press campaign).

## Implementing the consultation process

- 1.26 There were four main elements of the consultation:
- The written consultation process
  - The website
  - The stakeholder events
  - The public events
- 1.27 In total 2,728 people or organisations submitted a response to the consultation. The majority of these were submitted online (2043) but people also sent responses by post or email (685).
- 1.28 The majority of those who responded were individuals (1,784). Full analysis of participant type is available in the Dialogue by Design report, (Part Two of this document).

## A written consultation process

- 1.29 A consultation document, 'The Future of Nuclear Power' was published on 23 May 2007. The document was available electronically, as a hard copy, in Welsh, Braille, large print and audio. In total approximately 5,200 copies of the documents were distributed or mailed out during the consultation period. A further 29 were distributed in Welsh, 13 in large print, 8 in Braille and 3 in audio.
- 1.30 When people requested a hard copy of the document they also received a Response Form. The form was designed to enable handwritten responses.
- 1.31 A freepost address was set up to enable those who wanted to respond by post to do so free of charge. In addition a dedicated telephone number was established for people to direct their queries to. This telephone number was publicised in the consultation document and at all our stakeholder events.

## Consultation website

- 1.32 A dedicated website was set up to enable people to respond to the consultation document online. The website went live on the same day the consultation document was published and was available throughout the consultation period. The web address is [www.direct.gov.uk/nuclearpower2007](http://www.direct.gov.uk/nuclearpower2007). The site was designed and managed by Dialogue by Design.



## During the consultation

- 1.33 The website was designed to make the consultation document more accessible. The material in the formal consultation document was broken down into sections that respondents could click through easily and each question had an accompanying dialogue box for the answer to be entered. All text shown on the website was identical to the published consultation document. The site met the AA+ standard of disability access. The website included an email address and telephone number where people could direct any queries to.
- 1.34 During the consultation the site had approximately 46,000 unique visitors of which approximately 5,200 were returning visitors.
- 1.35 To take part in the online consultation users registered and were then given a unique name and a password. Over the course of the consultation 3,800 people registered on the site. The site was designed to be flexible so, once registered, participants could input their response directly online and throughout the consultation they could print, edit and update their submission. Only once the consultation was closed were participants' submissions considered to be final. Before the consultation closed all those registered were sent an e-mail to remind them that they had a few weeks to complete their response.
- 1.36 The website also included a section where the summaries of the stakeholder events as well as materials used during the consultation were published.

## After the consultation

- 1.37 The same website has been used to publish all written responses in a way that allows people to view the data by question and theme as well as by specific submission. This ensures that the data received can be considered in an organised and systematic way.
- 1.38 The responses can be viewed by anyone visiting the site. To make the consultation as open and transparent as possible respondents' names are published alongside the associated response. However, in line with standard Government practice, respondents were given the option of requesting confidentiality. In total 261 confidential responses were submitted which have not been published.
- 1.39 In addition the consultation site includes materials received from respondents during the consultation such as articles or other documents which were not submitted as formal responses but contained useful information in respect to the subject matter.

## Collation of responses

- 1.40 All responses received (whether online, post, email or fax) were managed in the first instance by Dialogue by Design. Each response was read carefully to discern whether the respondent agreed or disagreed with the Government's proposition and what further arguments they presented. Full explanation of the methodology used is set out in the Dialogue by Design report of this document.

## Deliberative events with the public

- 1.41 The objective of the deliberative events was to engage a demographically representative sample of UK citizens in an informed debate and to enable the Government to understand the views of such people on the Government's preliminary view on nuclear energy as outlined in the consultation document.
- 1.42 Opinion Leader on behalf of the Government led nine deliberative events with 949 participants across the UK on 8 September 2007. The events took place in Edinburgh, Newcastle, Liverpool, Leicester, Norwich, Cardiff, London, Exeter and Belfast. Citizens were recruited to be demographically representative of the UK population. (See the Opinion Leader report in Part Three of this document for further details).
- 1.43 The content for the deliberative research was developed by Opinion Leader with the main source of material being the formal consultation document prepared by BERR. Events management support for these events was provided by M, a specialist events management company. As part of the deliberative work, Opinion Leader convened a Citizens' Advisory Board to provide input in terms of the structure and agenda for the deliberative day, as well as to ensure clarity of any stimulus material prepared.
- 1.44 In addition, BERR commissioned Richard Harris of 3KQ to gather the views of a range of stakeholders on the materials that were presented at the deliberative events.

## Developing the stimulus materials

- 1.45 The aim of the stimulus material was to inform participants of the Government's preliminary view and to allow them to respond in an informed way. Materials included information handouts, a 'pub quiz' and a number of short videos. To ensure all participants received the same information, table moderators read out selected pieces of information from handouts during the discussion sessions.
- 1.46 The main source of the stimulus material was the formal consultation document prepared by BERR. Opinion Leader provided initial drafts of all materials that were reviewed over a three-month period by COI and BERR officials. The materials were also reviewed twice by stakeholders and by the Citizens' Advisory Board. Draft stimulus materials were also tested at a development event to ensure they were accessible to the general public.
- 1.47 A number of key stakeholders were invited to comment on the materials at two points in the process. Firstly, a stakeholder workshop was convened on 13 July 2007. The workshop was designed and facilitated by an independent convener (Richard Harris of 3KQ). Stakeholders were identified by 3KQ in consultation with BERR and invited to attend by 3KQ. A copy of the draft materials was supplied to attendees in advance. The organisations represented at the workshop



were: Greenpeace, SERA, Friends of the Earth, Environment Agency, Nuclear Industry Association, British Energy plc, EDF Energy, GMB, Unite, Nuclear Decommissioning Authority, CBI, Renewable Energy Association, Cardiff University, UK Sustainable Development Commission, COI, BERR, Opinion Leader and Shared Practice (the independent evaluator; attending in observer capacity).

- 1.48 Comments made during the workshop were recorded by 3KQ and the transcript was sent to all attendees. Opinion Leader also sent a note outlining the key actions being taken as a result of the workshop. In addition, attendees were invited to submit detailed comments in writing on the draft materials.
- 1.49 The second opportunity for stakeholders to review the materials took place when all those who had attended the workshop were sent a revised draft for their comments.
- 1.50 In addition, a selected number of those stakeholders (Unite Union, CBI, Nuclear Industries Association, Greenpeace, and Renewable Energy Association) were also invited to present their views in the videos to be shown to participants at the events, in order to represent a range of views on the issues. However, the Greenpeace contribution had to be removed the day before the events when they, along with other environmental groups, announced in the media that they were withdrawing from the consultation process and requested their contribution not to be shown. Due to the short notice of this announcement, it was not possible to film another stakeholder from the green lobby to replace the Greenpeace contribution, so a voiceover was used instead to reflect the Greenpeace position.

### **CAB and Development event**

- 1.51 The Citizen's Advisory Board (CAB) was made up of 12 members of the public whose primary role was to provide comments on stimulus materials to assess its accessibility. The CAB convened three times to fulfil this role.
- 1.52 In August, a development event took place with 30 members of the public who were recruited to ensure that they broadly reflected the demographics of the UK. The development event took place after the completion of the three CAB meetings to provide further opportunity to review materials and the structure of the day and thus make refinements based on real-life experience.

### **The running of events**

- 1.53 During forum sessions, the facilitators took notes of the table discussions using a proforma on a laptop computer. The proforma contained a number of set prompts exactly following the discussion guide and space to enter notes under each discussion section. After the event, Opinion Leader took all of the notes taken by table facilitators and organised them into a grid. Each table's notes (collected within the proforma) were given a row in the grid, and each column

referred to a specific discussion session of the day. The approach allowed the totality of responses on a single area/question to be looked at. Following this, key themes were identified from each discussion session and these themes provided the basis and structure for writing core sections of the report on the deliberative events.

- 1.54 A number of note takers were present at each of the events to capture verbatim comments to reflect the range of discussion taking place at each event.
- 1.55 Quantitative data was collected at various points of the day to aid the understanding of any changes in the participants' views. The use of individual voting keypads for this purpose with the data collected electronically meant that individual responses could be linked directly to the demographic data of each participant. This also enabled quantitative data to be analysed against key sample variables and any significant differences highlighted.

### Observers

- 1.56 Stakeholders who attended the stimulus workshop on July 13 were invited to observe one of the deliberative events. Additionally, invitations were extended to other parties known to have an interest in the events or who had pro-actively requested to attend. No request to observe an event was turned down.
- 1.57 In total, 28 observers attended the events. They were provided with guidelines before they attended which encouraged them to watch rather than contribute to the participant discussions.
- 1.58 At the end of each deliberative event, a copy of the consultation document was made available. A leaflet with a list of organisations where participants could gain more information, and advice on how they could respond to the consultation document was also handed out.
- 1.59 A summary of the key themes from the day were published on the BERR website and e-mailed or posted to participants within two weeks of the events taking place.

### Stakeholder events

- 1.60 A series of events with interested parties were held across the UK during the consultation period.
- 1.61 These meetings fell into two categories:
  - Meetings with representative organisations in the regions and devolved administrations.
  - Meetings with community groups, near existing nuclear sites.



## Meetings in the regions and devolved administrations

- 1.62 These events gave representatives of organisations and groups the opportunity to hear more about the consultation and to voice their views or use the meetings to help them draft their written response. In total thirteen of these meetings were held, one in each of the English regions and devolved administrations.
- 1.63 To enable a full and open discussion, comments made during the meetings were recorded but not attributed to individuals.

### Invitations

- 1.64 Local authorities, businesses, non-governmental organisations, unions and other community-based organisations were invited to participate. The invitation list was principally sourced via the Regional Development Agencies, the Government Offices, and from the devolved administrations. Large umbrella organisations (for example the British Chambers of Commerce and Friends of the Earth) were approached to ask if they could disseminate the invitations through to their regional representatives. Additional desk based research was undertaken to identify faith based organisations and other community groups in each region. The policy was to enable as many representatives from a wide range of organisations to attend and where groups recommended additional participants, they were invited and encouraged to attend.
- 1.65 In total, only two people were turned away from the meetings throughout the consultation. This was at the Manchester event, which was already over subscribed. These people were invited to attend a subsequent event at a different location.
- 1.66 Approximately 3,350 invitations were sent out and over 400 attended the meetings. (A complete list of those organisations invited and those who attended can be found on the nuclear consultation website [www.direct.gov.uk/nuclearpower2007](http://www.direct.gov.uk/nuclearpower2007)). Invitations were followed up with a reminder email and also a phone call to encourage attendance. Once people registered to attend, they were sent a registration pack which included logistics for the event and a copy of the consultation document. Occasionally, by necessity (for example when an individual registered late or had been invited at the suggestion of another stakeholder) the registration pack and consultation document were sent out with short notice.

1.67 The meetings took place in the locations and dates below:

<b>Region</b>	<b>City</b>	<b>Date</b>
North East	Newcastle	23 July
Yorkshire	Leeds	24 July
North West	Manchester	25 July
West Midlands	Birmingham	26 July
East of England	Cambridge	27 July
South West	Bristol	30 July
East Midlands	Nottingham	12 September
London	London	13 September
South East	Reading	14 September
Northern Ireland	Belfast	17 September
Wales	Cardiff	19 September
Scotland	Glasgow	21 September

1.68 Following a specific request, an additional meeting was held for faith groups in Carlisle on 20th September.

### **Logistics and format**

1.69 The events were managed by M who secured the meeting venues and were responsible for registration, staging, catering and recording of the plenary discussions.

1.70 The July events started at 10am and finished at 12:30pm, followed by lunch. Participants at the July events thought the meetings too short and as a result we extended the meeting times for our September events to 13:00, followed by lunch. At each meeting participants were given a pack which included an attendance list, copies of the presentations and an evaluation form (which they were asked to complete at the end of the meeting). Additional copies of the consultation document were also available.

1.71 All the events followed the same format and were designed to give the most time for participant discussion, enabling the Government to listen. The agenda for the meetings is included in the stakeholder analysis report from Henley HeadlightVision (Part Four of this document). A senior BERR official led the facilitation at each of the events.

1.72 Participants sat at round tables and each table had a facilitator equipped with a laptop computer. BERR officials gave three short presentations:

- Overview of the consultation process, followed by Q&A;
- Why the Government is considering new nuclear, followed by table and plenary discussion
- Waste, security and safety, followed by table and plenary discussion.



- 1.73 Points made during the table discussions were captured by the table facilitators on a laptop, using a proforma. Following the table discussions a plenary discussion was managed by the lead facilitator. All comments during the plenary discussion were recorded and a summary published on our nuclear consultation website.

### **Protests and withdrawal from some Green NGO's**

- 1.74 Following the withdrawal of a number of environmental organisations from the consultation on 7 September the events at Nottingham and Glasgow had small protests which attracted local media interest. Also, participants from Greenpeace and Friends of the Earth who had registered did not attend any of the September meetings. Other stakeholders registered their disappointment that these groups were not present. Their absence from some of the meetings meant that a more vigorous opposing view was only present in a very limited form.

### **Meeting outputs**

- 1.75 Following each of these meetings, a summary of each discussion was posted on the consultation website. Full analysis of the outputs from these meetings has been undertaken by Henley Centre HeadlightVision and their report is included in this document.

## **Site Stakeholder meetings**

- 1.76 To help understand the views of those who live near nuclear facilities a series of meetings were held with existing community groups located near such sites.

### **Invitations**

- 1.77 In inviting the community groups BERR worked closely with operators (both British Energy and the NDA). The operators liaise regularly with their local community through both the site stakeholder groups (SSGs) and the Community Liaison Councils (CLC) as well as wider networks, and therefore using these existing channels of communication was considered the most effective way of disseminating the invitations. On all occasions the operators ensured that all SSG / CLC members were invited and they also extended the invitation to wider interested parties, for example local schools and church representatives. In addition, for the meetings near Heysham, Torness and Wylfa, the meeting was advertised in the local press. This approach was consistent with what the sites would usually do before a community meeting.
- 1.78 528 invitations were sent out and in total approximately 200 attended the meetings. No one was turned away from any of these meetings.

1.79 Meetings were held at or near operational sites across the UK.

Site	Meeting venue	Date
Hinkley	On site	15 August
Heysham	In hotel	17 August
Dungeness	On site	20 August
Hartlepool	On site	30 August
Sizewell	On site	31 August
Hunterston B	On site	25 September
Torness	On site	26 September
Wylfa	On site	27 September
Bradwell	In hotel	3 October

1.80 The meetings were held in the same venues where the local SSG or CLC meetings would be typically held.

### Logistics and format

1.81 For the meetings in August the consultation document was not mailed out in advance, but due to the feedback received, the document was distributed for the events in September. Where people were late in their registration for the meeting, they were sent an email suggesting they look at the document online.

1.82 The meetings adopted the same format and agenda as that of the meetings in the regions and devolved administrations. Table facilitators recorded the table discussions. The plenary discussions were not recorded and transcribed but were captured by the facilitators on laptops who completed a pre-designed proforma.

### Meeting output

1.83 Following each of these meetings, a summary of the discussions was posted on the website. Full analysis of the outputs from these meetings has been undertaken again by Henley Centre HeadlightVision and their full report is included in this document.

### Other meetings

1.84 BERR undertook a number of other meetings where officials either raised awareness of the consultation by presenting the Government's preliminary view or where views from participants were explicitly sought.

1.85 These meetings included: speaking at the Annual Sitting of the Youth Parliament; speaking at the stakeholder event organised by the Energy Institute; a presentation to the Prospect trade union; a lunch with representatives from banking and finance companies; and a meeting in Whitehaven, West Cumbria with local community representatives. In addition key stakeholders were invited to a ministerial roundtable meeting with the Secretary of State where they were invited to discuss the issues in the consultation document.



## Awareness raising – Marketing Communications

- 1.86 There was also a programme of marketing communications activities to support raising awareness of the consultation and to encourage response from members of the public.
- 1.87 Previous consultations have used similar communications activity to encourage participation. For instance, ‘National Pensions Debate’ advertising was placed in the national press, and ‘Your Health, Your Care, Your Say’ promotional activity was undertaken in consumer magazines. Additionally, both The GM Debate and Your Health used media partnerships to drive awareness.
- 1.88 The over-arching aim of this activity was to raise awareness amongst people who do not normally get involved in a public consultation, and to encourage response to the consultation.

### Activity and audiences

- 1.89 The target audience for marketing communications activity was defined as ‘All UK Adults’ given the need to drive broad awareness, as well as the consultation being of interest to everyone living in the UK.
- 1.90 Additionally, as approximately 35% of the UK population do not use the internet (MORI, 2004), the strategy included specific approaches to reach such audiences and encourage response.
- 1.91 In summary, the communications strategy had five key elements:
- National press advertising plan
  - Google paid-for search marketing activity, supported by presence on BERR and Directgov websites
  - Mailings to some 5,000 grassroots organisations
  - Mailings to all UK Libraries on the DWP Publicity Register
  - Media relations activity

### National press advertising plan

- 1.92 The objective was to ensure the consultation reached a wide range of audiences and encouraged participation. Overview of activity undertaken:
- National Print was selected due to the medium’s ability to effectively reach a broad UK audience, as well as including those who are not currently online;
  - Announcement style adverts were placed in national newspapers between 30 July and 8 September (the end date coincided with the citizen deliberative events);
  - The advert had a clear call to action of encouraging people to share their views via the consultation site or by ordering a paper version of the consultation document;
  - Two bi-lingual (Welsh/English) ads were placed in the Western Morning News and Liverpool Daily Post (Welsh edition).

## Results

- 1.93 The campaign achieved 72% coverage of the target audience over the period, at an average of 4.1 opportunities to see (OTS). This compares to the target of minimum 60% coverage, and breaks down regionally as follows:
- England: 73.3% coverage at 4.1 OTS
  - Scotland: 81.4% coverage at 4.3 OTS
  - Wales: 70.6% coverage at 3.6 OTS
- 1.94 In total, 60 inserts were placed with 93% appearing within the first half of the newspaper, helping to drive standout (An example of the advert is at Appendix 1).

## Google paid for search marketing

- 1.95 The objective was to ensure the consultation site had a strong online presence and to drive Internet traffic to the consultation site. Overview of activity undertaken:
- Search terms relevant to the consultation were sponsored, meaning that when people place them into a search engine a link to the consultation appeared either on the right hand side or top of the search results.
  - To help achieve cost effectiveness, the activity was restricted to Google, which accounts for approximately 60% of all UK search engine traffic.
  - The campaign started on 13 June and ended on 10 October.

## Results

- 1.96 The campaign drove a total of 15,170 clicks at an average cost per click of £0.98. This cost per click is slightly higher than that of similar COI campaigns, due to the highly competitive nature of generic search terms sponsored. These included:
- "Nuclear power", which generated 5931 clicks
  - "Nuclear", 1162 clicks
  - "Power stations", 556 clicks
- 1.97 The conversion rate of clicks to arrival at the consultation site was 69.7%, equating to 10572 arrivals.

## Additional supporting activity

- 1.98 The Google search activity was also supported by presence on both the BERR and DirectGov sites:
- A link to the consultation site was placed on the BERR homepage throughout the consultation period
  - The consultation was featured on the homepage of DirectGov between 23-31 May 2007, and on the DirectGov public consultations page for the duration of the consultation.



- 1.99 During the first week of the consultation, 1099 visitors clicked through from the DirectGov site to the consultation site. Of these, 90% came from the DirectGov homepage and 10% from the DirectGov consultation page. There were also 765 visits to the news page about the Energy White Paper.

### **Mailing to grassroots organisations**

- 1.100 A mailing (either posted or via email) was sent in June 2007 to regional or local organisations who might have an interest in the consultation. The mailing was designed to notify the organisation of the consultation and encourage them and their members to share their views via the website or by ordering a copy of the consultation document.
- 1.101 Almost 4,500 mailings were sent to regional and local organisations, broken down as follows:
- 1,400 regional or local umbrella organisations, ranging from local authorities, community groups, NGOs, professional institutions
  - 3,100 individual groups, ranging from faith and youth groups to environmental groups.
- 1.102 The database of contacts used for the mailing was held by Dialogue by Design, who had gathered the information from publicly accessible lists.
- 1.103 Additionally, information about the consultation was included in the June edition of the Nuclear Decommissioning Authority's (NDA) regular newsletter. This was sent to 229 NDA contacts via the NDA convenor.

### **Mailing to all UK libraries on the DWP Publicity Register**

- 1.104 To drive awareness of the consultation and increase access to the consultation document we placed promotional material and a copy of the consultation document in all public libraries that have indicated they are willing to display Government communications. Overview of activity undertaken:
- The DWP Publicity Register contains details of a range of organisations or institutions that have agreed to receive and display government information. One of these groups is libraries, of which there are approximately 1,500 on the Register.
  - The mailing was sent to all 1,500 libraries in June 2007, and consisted of: a consultation document for librarians to place in their libraries; 2–3 copies of a poster to display on library noticeboards, containing information about the consultation as well as how people could respond; (a copy of the artwork is contained at Appendix 2); a covering letter from BERR.
  - This was followed up by a second mailing wave to Welsh libraries in August 2007 of a Welsh version of the consultation document (the English version of the consultation document had already been sent to Welsh libraries in June 2007).

## Evaluation

1.107 BERR through COI contracted Shared Practice to undertake a full and independent evaluation of the consultation process. The purpose of the evaluation is twofold:

- To assess whether the department has achieved its objectives
- To gain understanding and learning for the future.

1.108 A full evaluation report will be published once completed.



# Print advertising creative

DEPARTMENT FOR BUSINESS  
ENTERPRISE & REGULATORY REFORM

## Have your say on the future of nuclear power

**The Government is consulting on the future of nuclear power generation in the UK, and wants to hear your views.**

Keeping the lights on for the decades ahead whilst also cutting carbon emissions is one of the biggest challenges of our time.

Your views will help the Government assess the arguments before it reaches its decision later in the year.

- Visit our website at [www.direct.gov.uk/nuclearpower2007](http://www.direct.gov.uk/nuclearpower2007)

- You can order a copy of the consultation document from:

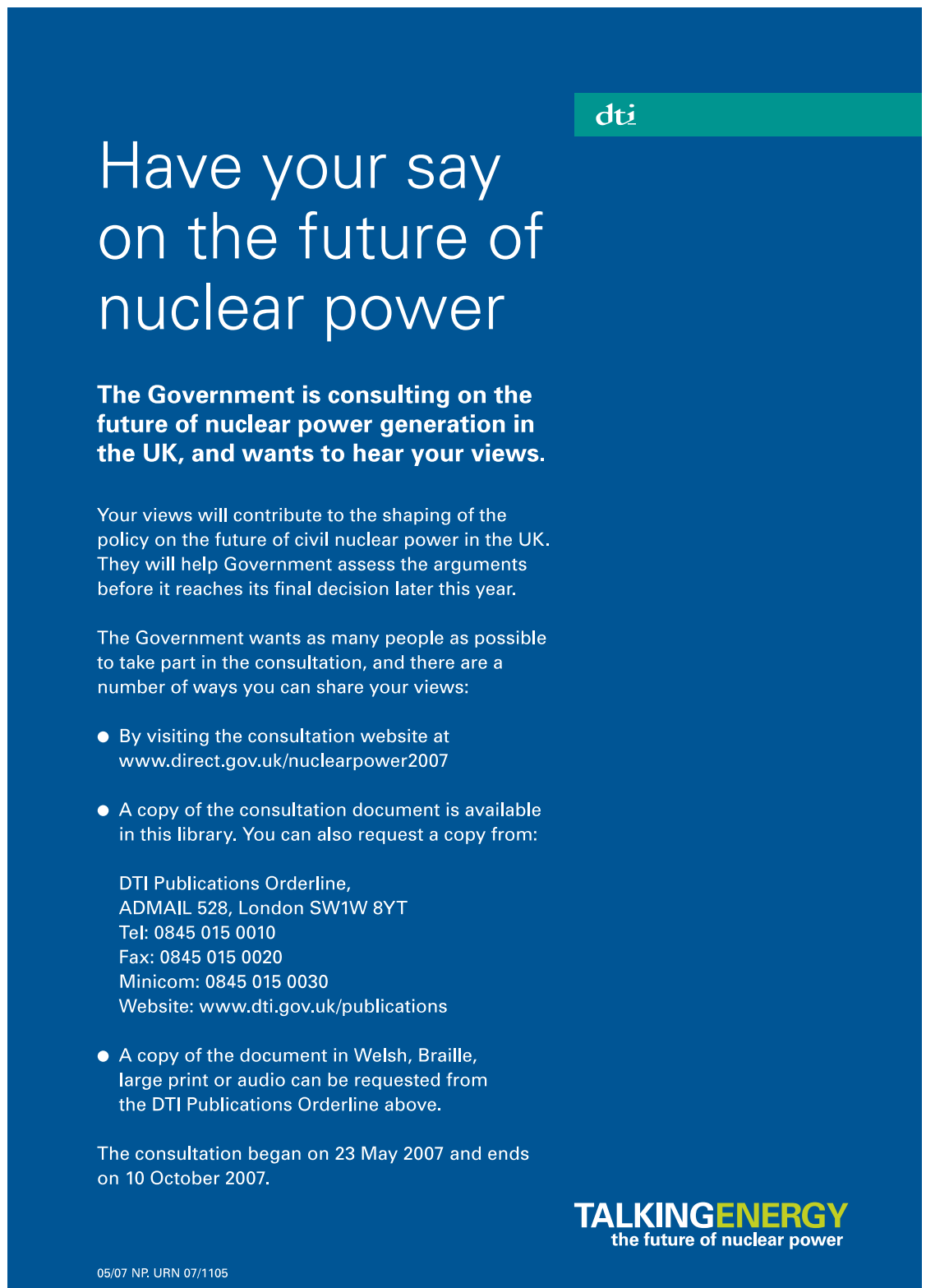
Publications Orderline  
ADMAIL 528, London SW1W 8YT  
Tel: 0845 015 0010 Minicom: 0845 015 0030

- A copy of the document in Welsh, Braille, large print or audio can be requested.

**Your views are important. Have your say now.**

**TALKINGENERGY**  
the future of nuclear power

# Library poster artwork



The poster is a dark blue rectangle with white and yellow text. In the top right corner, there is a teal horizontal bar containing the white lowercase letters 'dti'. The main title is in large white font. Below it is a bold white subtitle. The body text is in a smaller white font, followed by two bullet points. The contact information is in a smaller white font. The second bullet point is followed by more contact information. At the bottom right, there is a logo for 'TALKINGENERGY' in yellow and white, with the tagline 'the future of nuclear power' in white. At the bottom left, there is a small white reference number.

**dti**

## Have your say on the future of nuclear power

**The Government is consulting on the future of nuclear power generation in the UK, and wants to hear your views.**

Your views will contribute to the shaping of the policy on the future of civil nuclear power in the UK. They will help Government assess the arguments before it reaches its final decision later this year.

The Government wants as many people as possible to take part in the consultation, and there are a number of ways you can share your views:

- By visiting the consultation website at [www.direct.gov.uk/nuclearpower2007](http://www.direct.gov.uk/nuclearpower2007)
- A copy of the consultation document is available in this library. You can also request a copy from:  
  
DTI Publications Orderline,  
ADMAIL 528, London SW1W 8YT  
Tel: 0845 015 0010  
Fax: 0845 015 0020  
Minicom: 0845 015 0030  
Website: [www.dti.gov.uk/publications](http://www.dti.gov.uk/publications)
- A copy of the document in Welsh, Braille, large print or audio can be requested from the DTI Publications Orderline above.

The consultation began on 23 May 2007 and ends on 10 October 2007.

**TALKINGENERGY**  
the future of nuclear power

05/07 NP. URN 07/1105