

## ISOLUS Project



[www.lancs.ac.uk/users/csec/isolus2/isolus-homepage.htm](http://www.lancs.ac.uk/users/csec/isolus2/isolus-homepage.htm)

## Stakeholder Workshop

Held on 8 February 2007

Transcript Report

20 February 2007

## Document Details

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### Note:

This report is a transcript of the live flipchart recording undertaken during the meeting in full view of all participants, by independent facilitators from 3KQ. During the transcription process we have added occasional words to make it more readable and accessible, we have not changed the meaning of any of the comments. This report is meant as an aide-memoir for participants rather than a definitive record of every detail.

*We have added explanatory notes in boxed italics like this to describe what was happening during the meeting, so that the report make more sense to readers who were not present.*

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### For attendees:

If you have any thoughts to add, on reflection, to the issues discussed in the meeting, or if you believe the transcription has any factual inaccuracies, please contact Tony Lokier from the MoD ISOLUS (Interim Storage of Laid-Up Submarines) team on 0117-9133066 or [SUBIPTISOLUS2@wsa.dlo.mod.uk](mailto:SUBIPTISOLUS2@wsa.dlo.mod.uk) .

### For non-attendees:

If you have any comments on the issues discussed in the report please contact Tony Lokier from the MoD ISOLUS team on 0117-9133066 or [SUBIPTISOLUS2@wsa.dlo.mod.uk](mailto:SUBIPTISOLUS2@wsa.dlo.mod.uk) .

## 1 – Aims, Agenda, the ‘Core Proposal’ and Ground Rules

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The **workshop aims**, defined by MoD, were:

To seek views from a range of stakeholders on how to:

- Ensure the most suitable means for maintaining stakeholder involvement as the ISOLUS project progresses
- Build on the work and learning accrued so far
- Conduct independent assessments of initiatives and outcomes from stakeholder involvement
- Provide a conduit for advice to the MoD ISOLUS Steering Group concerning stakeholder involvement in the project

The **agenda** was:

- Welcome, agenda, groundrules
- Context and background
- Lessons from previous consultations
- ‘Core Proposal’
- The way forward
  - Timetable/ process from here
  - Actions

The **‘Core Proposal’** was presented by MoD

‘To set up a mixed, broadly representative group to act as a sounding board for the MoD ISOLUS Steering Group and project team. Including giving feedback on content proposals and advising on stakeholder involvement processes.’

### **Ground Rules:**

- Mobiles off
- One person speaking at a time
- Punctuality
- Speak up

## 2 – Context and Background

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*A background briefing paper had been circulated in advance of the meeting, Appendix 2. Maggie Taylor, Assistant Director (ISOLUS), gave a presentation giving a brief history of the project to date. A copy of the slides from this presentation is attached as Appendix 3. Participants were then able to ask questions of the MoD ISOLUS project team. The key points from the discussion are recorded below:*

- Today is to talk about stakeholder engagement NOT the technical content of the project.
  - The aim is to build on the work and lessons that have been learnt previously.
- Qu./Comment:* How will the stakeholder process fit into the decision-making?  
*Ans:* The project is in an assessment phase looking at contracting, siting etc. within the context of the work of CoRWM and the NDA. The MoD ISOLUS project team would like to have a sort of sounding board/ peer review mechanism to look at proposals as they are developed. The group could use funds which would be made available to commission independent reviews or joint fact-finding.  
The MoD has to be confident that what it is proposing is sensible, therefore, it is seeking input.
- Qu./Comment:* Concerned as to how information will flow between the steering group and the 'advisory group'.
- Qu. Comment:* Concerned that this could be a very reactionary group rather than being involved at earlier stages.
- Qu./Comment:* As the original five proposals has now gone down to two, concerned that there was no consultation over these.
- Ans:* The CoRWM process caused the ISOLUS project to be put on hold. It is agreed that the current situation may need to be clarified and communicated to stakeholders.  
The MoD ISOLUS project team are currently working up, with other government departments, an audit trail of what's happening against each of the recommendations. This will be taken to the MISG.
- ISOLUS is looking at national issues. There are local representatives from areas where the submarines are currently held on the steering group. As the process moves forward stakeholder arrangements will have to be evolved towards a more local focus.
  - N.B. The Council representatives at this meeting are here to input their experience on nuclear submarines and consultation rather than to represent the County Council.
  - Roles of individuals within the group is to be discussed later this meeting.
- Qu./Comment:* Who is the process guardian?  
*Ans:* Not yet identified.  
*Qu./Comment:* Need to clarify and define the group/ arrangements but also needs to remain flexible.  
*Qu./Comment:* Concern that advice given to the MoD in the past wasn't implemented well. Don't want to waste the time of the participants.

- N.B. There is no assumption that this group gathered today will become the 'advisory group'.

The following topics were noted for the MoD ISOLUS project team to come back to .....

- Local/ national stakeholder involvement
- Are members of the group going to be representing a constituency/ bringing their expertise etc?
- Who is the process guardian?
- A timeline of future decisions for the project.
- Network?
- More detail of different stages of indicative programme
- Does the group have to reach agreement?
- Should the group meet in public? Why shouldn't it?

### 3 – Lessons from Previous Stakeholder Engagement

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*The participants were then asked to discuss, in smaller groups and then in plenary, what lessons should be learnt from previous activity in the ISOLUS project and come up with headline advice to the project team. These are recorded below:*

#### Key Lessons

- The role of the group has to be meaningful
- And be seen to be meaningful
- There needs to be clarity over the relationship between the NDA and the MoD
- There needs to be co-ordination with other relevant consultations to avoid overlap
- The role of industry, expectations and arrangements need to be clear to all and lines of control. Watch out for the perception of/ actual vested interest involvement, especially in the MISG.
- Stakeholder overload – need to manage capacity
- UNCLE (uncontrolled nuclear consultation leading to exhaustion).
- Once the industry part of the process kicked in, stakeholder engagement deteriorated. Need to maintain stakeholder engagement at all stages of the process.
- Funding of the process needs to be transparent, especially if can/ how will fund consultants/ joint fact finding.
- The position of the ‘advisory group’ and how this fits with MISG needs clarity and buy-in. Need to ensure engagement.
- If there is a gap between the MISG and the ‘advisory group’ this will result in mis-communication.
- Public meetings don’t work.
- Make sure the public have access to information. The quality and amount of this information is very important.
- Methods of working – use a mix of face-to-face meetings (which help establish trust) and e-mail etc (to keep the process moving).
- Also need to use innovative processes to engage other groups such as young people.
- Need to maintain flexibility - this group may do things other than consultation.
- Need to be careful to distinguish between a neutral group advising on process and using the group to input its views on content.
- Access to information (note expectations have been raised by other nuclear engagement processes).
- Need communication to those previously involved about what’s been done during the gap and what the plans are for the future.
- Need to keep the ‘network’ in touch.
- Need to define what is meant by ‘network’ and whether one is required.
- CoRWM has set a new benchmark for consultation BUT that doesn’t mean that all future engagement should replicate the CoRWM process.
- Need to clarify the role of the group in relation to MSIG.
- There is an opportunity to inform people now in order to improve the success of later consultation.

- Public meetings:
  - Can meet the expectations of the public
  - The nature of the public meeting is a political forum. This can be uncomfortable for the 'panel' but give a snapshot of political thoughts.
  - Have a different role to citizens juries etc.
  - Give an opportunity for people to listen to both sides of the debate
  - Shouldn't be dropped because of previous bad experiences
  - Are one of the tools available
  - Are open invitation. An opportunity is given to participate. If they are advertised properly then have given ALL that opportunity.
- Timing is crucial in the process. Do you ask for input before you have a full proposal or consult on an outline only? Learn from expectations about what an outline should include. This will give confidence and remove some suspicions about the gaps.
- One of the main roles of the 'advisory group' should be to ask itself what information does the public want?
- Has international experience moved on? A process in Russia focused on risk management rather than technical solutions. Regulatory confidence is key.
- Need to look at international experience on technical issues and engagement processes.
- There is some information about this on the website but it needs to be made more accessible.
- The role of elected representatives in the engagement process needs clarification.
- Need capacity building of local government representatives.

## 4 – The Indicative Programme

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*At the request of the participants an indicative programme of the stages of the ISOLUS project was drawn up in order to help the stakeholders identify where the 'advisory group' may best be able to contribute. The key points from the ensuing discussion are recorded below:*

### Indicative Programme Stages

- Strategic Environmental Assessment
- Technical options study
- Criteria Identification
- Quantify waste inventory
- Obtain developed industry proposals
- Major public consultation
- Choose sites and contractors – Decision making stage
- Contract for approvals phase EA/ SEPA/NII/DfT/ Planning involvement.  
Assumed public enquiry(s?)
- Design/ Build/ First use

### Notes on the Indicative Programme

- The SEA will be done twice. Once generically and then once the sites are identified. Therefore, will consult twice as well
- Assuming 2 public enquiries required, probably 1
- If all the up front consultation is done properly this will 'de-risk' i.e. remove the need for an early public enquiry which costs time, money and resources.
- Much more likely to get approval if in line with other policies.
- Need to be careful that what MoD sees as risks (uncertainties) aren't necessarily what others consider as risks.
- The Indicative Programme is currently seeking approval, once this has been obtained it can be made public i.e. not until May MISG mtg.
- This is a long process and timescales could easily shift due to a public enquiry etc.
- Alignment with CoRWM – the comment re being put on hold until CoRWM was completed was in reference to CIOP. Now CoRWM has said interim storage is required ISOLUS is able to move onto the next stage.
- Until 'son of CoRWM' decides on the location of the repository it will be difficult to identify interim storage sites due to transport issues.
- Need to clarify if ISOLUS is dealing with hazardous and radioactive waste.
- The NDA & the MoD are working together as well.
- Stakeholder Engagement Liaison Group – this group co-ordinates nuclear engagement and the MoD ISOLUS project team attend. The group looks at logistics overlap not coordinating bigger content issues.
- The ILW storage strategy is being looked at by the NDA this year.
- We shouldn't assume that any of organisations involved will remain the same e.g. Nirex has now become part of the NDA. Flexibility is key.

## 5 – The Core Proposal

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*The core proposal: ‘ To set up a mixed, broadly representative group to act as a sounding board for the MoD ISOLUS Steering Group and project team, including giving feedback on content proposals and advising on stakeholder involvement’.*

*The Core Proposal was supported as the basis for further discussion.*

*An initial discussion was held in plenary as to the role of the group and whether there was a need for more than one group. The key points from the discussion are recorded below:*

### Potential Role for ‘Advisory Group’

- Reviewing / commenting on the environmental strategy
- Advising on who should be engaged as part of the SEA (beyond statutory consultees).
- Be involved in the whole process design and in ensuring each piece of engagement is connected to the others.
- Help the MoD with challenging the rationale for not releasing information
- Group acts as a monitor of openness and transparency in order to inspire public confidence
- ‘Process Guardian’
  - Champion of ethics
  - To safeguard the process
  - Element of evaluation
- Give guidance on what information should be given out re the options study. Help with the selection of relevant information?
- Co-ordination of an independent peer review of the options study
- Help identify the questions which need to be answered and who should answer them i.e. at the stage of setting up the scope of work – not just a retrospective review of work done.
- Identify areas where there are likely to be differences of view and joint fact finding could be of most benefit
- Advising on the consultation process on the technical options study
- Need to define what we mean by ‘advise’
- N.B. The technical solutions may be linked to sites BUT need to start somewhere or can’t move forward
- The group could help the MoD work through such dilemmas and identify what the overall dilemmas are
- CoRWM found it useful to get key stakeholders to review the inventory
- Share the dilemma of what should be in the inventory and who should be asked?
- Input to the contractorisation process. What should a contractor provide in a bid? How much effort should be put into the bid? What is the incentive?
- Problem solving role
- Help develop the criteria for making the decision
- Supervise and oversee the public consultation process? Is this the role of the MISG? Is it something the MISG would want help with?
- The group shouldn’t try to do process design by committee

- Discuss the dilemma of how to do good engagement with Local Authorities without being seen as 'identifying' potential sites. This is an area of great sensitivity

Should it be one group or should there be a split between content and process?

- There shouldn't be a split. There may be a need for sub groups at times to look at specific issues
- If make more than one group then there will be more administrative work/ time for participants.
- This project has a long time scale – want continuity so need flexibility – suggestion that have one standing group with sub-groups
- Need to look at funding and support from experts for capacity building etc.
- Caution re setting up unnecessary infrastructure from the beginning.

Questions re mandating

- Will the group be part of the 'selling' process?
- Will it respond as a group?
- What does the MoD expect from the group?
- What does the group expect from the MoD?

## 6 – Terms of Reference for the Group

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*The participants were then asked to work in smaller groups with each group looking in more detail at either membership, operation, resources or communications for the group. A checklist for the development of Terms of Reference was supplied as a prompt and is attached as Appendix 4. The key points from each table were then discussed in plenary and are recorded below:*

### Membership

- Include (looked at what skills would need in the ‘Advisory Group’)
  - Regulators (civil and other?) - SEPA, EA, NII
  - Site specific representatives from where the submarines already are
  - Independent consultation skills
  - MoD ISOLUS team
  - NGOs
  - (Nuclear) industry
  - NDA
  - HPA (used to be NRPB)
  - NuLeaf
  - Generalists who can take an overview of the content and process
- Could there be deputies?
- Is it invite only?
- Who makes the invitations?
  - All of these questions are dependent upon the role and responsibility of the group
- The MoD should carry out the invitation process with the MISG
- Further suggestions for membership
  - + ‘Son’ of CoRWM
  - + Member (or 2) of the public?
  - + University student?
- MoD to be secretariat/ organiser

### Operation

- The group needs to look at reporting/ minute taking – should be independent or MoD?
- If the Chair was on MISG s/he could provide a good link
- Rotating chair?
- It was suggested that MoD could Chair the group.
- Draft agenda should be circulated for openness and transparency
- Meet 2 or 3 times a year in between MISG meetings so there can be a feedback loop. Plus adhoc meetings on specialist areas if required.
- Normally would be chaired meetings but use a facilitator if required for specific issues
- Whether a group member is representing the of individual or an organisation needs to be made clear
- Chatham House Rules but make as much public as possible and say why if can’t put something in the public domain. Audit trail of decisions and actions required.

- Utilise different locations to make transport easier for different group members but use free venues if possible
- Perhaps have a meeting at a site to combine with a site visit/ and or a meeting in public.
- Need to keep the group informed outside of meetings
- Plenty of prep time required so members can be prepared and make the meetings more productive.
- If there are disagreements, these should be escalated to the steering group (this also keeps them informed)
- Evaluation/ review after about one year - within the group
- Aim for initial get together before next MISG i.e. late April/ early May so can get going

### Resources

- Chair and secretariat should be funded
- People's time at meetings and preparation time should be paid for e.g. MoU the MoD has with the EA
- There could be a difficulty if costs for photocopying etc are required
- All of the above assumes that no one on the group would be on contracting rates. If a contractor were required for their expertise then they would be contracted by the group for a particular piece of work.

### Communications

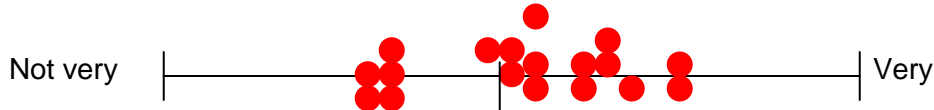
- An audit trail between advice given, response and action-taken is key
- Communication will need to evolve at different stages of the programme
- Need communication with the NDA, CoRWM etc
- Communication needs will have to be refined as the purpose of the group is clarified
- Any advice from the group should be put onto the website
- Need to make sure that local level people know that the process will reach them in time

## 7 – Evaluation and Actions

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### Evaluation

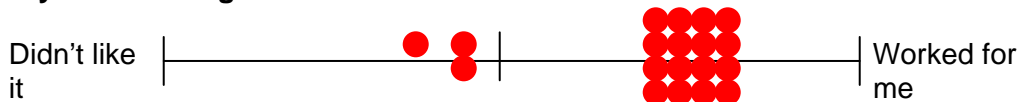
#### How confident are you in the way forward?



#### *Comments*

- Want to see the programme and how the group can input
- Need to see a more defined purpose
- Want different underlying principles

#### Style of working?



#### *Comments*

- When focused on the front can't see the faces and body language of other participants, prefer to sit in a U
- Style needs to be open and engaging but focused

### Actions

<b>ACTION</b>	<b>WHO</b>	<b>WHEN</b>
Let Tony know if not happy sharing your email address with the rest of the group	All	Today
Circulate names and e-mails	AL	With meeting report
Provide more detail on indicative programme at MISG or Advisory Group if meets earlier	MT	16 May
Circulate record of meeting to all invitees	MT/ AL	End Feb
Send additional comments/ thoughts on meeting notes to ISOLUS team and participants	All	2 weeks after report receipt
Arrange 1 <sup>st</sup> meeting of Advisory Group	MT/ AL	ASAP

## 8 - Glossary

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<b>CIOP</b>	<b>Consultation on ISOLUS Outline Proposals</b>
<b>CoRWM</b>	<b>Committee on Radioactive Waste Management</b>
<b>DfT</b>	<b>Department for Transport</b>
<b>EA</b>	<b>Environment Agency</b>
<b>HPA</b>	<b>Health Protection Agency</b>
<b>ISOLUS</b>	<b>Interim Storage of Laid-Up Submarines</b>
<b>MISG</b>	<b>MoD ISOLUS Steering Group</b>
<b>MoD</b>	<b>Ministry of Defence</b>
<b>MoU</b>	<b>Memorandum of Understanding</b>
<b>NDA</b>	<b>Nuclear Decommissioning Authority</b>
<b>NGOs</b>	<b>Non-Governmental Organisations</b>
<b>NII</b>	<b>Nuclear Installations Inspectorate</b>
<b>NRPB</b>	<b>National Radiological Protection Board</b>
<b>NuLeaf</b>	<b>Nuclear Legacy Advisory Forum</b>
<b>SEA</b>	<b>Strategic Environmental Assessment</b>
<b>SEPA</b>	<b>Scottish Environment Protection Agency</b>

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## Appendix 1 - Attendees at meeting

Name	Surname	Organisation
Mark	Bentley	CIRIA
Dr Louise	Brown	Scottish Environmental Protection Agency
David	Collier	Faulkland Associates
Andy	Daniel	British Nuclear Group Project Services
Mark	Hannon	N-Ovation Ltd
Dr Jane	Hunt	Lancaster University
Peter	Lanyon	Nuclear Submarine Forum
Di	MacDonald	Nuclear Information Service
Les	Netherton	Plymouth City Council
Phillipa	Owen	Defence Estates
David	Senior	Health and Safety Executive, NII
John	Shepherd	Representing Naval Base Commander Devonport
Jane	Tallent	Nuclear Submarine Forum
Dr David	Whitworth	Institution of Nuclear Engineers
Capt. Mike	Wareham	Representing Naval Base Commander Clyde
Doug	Wiles	Defence Logistics Organisation Policy & Secretariat
Maggie	Taylor	Assistant Director ISOLUS
Chris	Hargraves	ISOLUS1
Antony	Lokier	ISOLUS2
Lt Mike	Gooch	ISOLUS3

### Invited to meeting but unable to attend

Kerrie	Campbell	Scottish Executive, Environment and Rural Affairs
Steve	Chandler	Environment Agency
Elizabeth	Gray	Scottish Executive, Environment and Rural Affairs
Richard	Griffin	Nuclear Decommissioning Authority
Roger	Jackson	BMT Isis Limited; Associate Consultant
Stewart	Kemp	LGA Nuclear Advisory Forum
Andrew	Layton	Department for Trade and Industry
Alastair	MacDonald	Highland Council
Prof Judith	Petts	University of Birmingham
Cllr George	Regan	Dundee City Council & CoSLA
Dr William	Thompson	Lancaster University

## **Appendix 2 - ISOLUS Stakeholder Workshop Background Briefing Paper**

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### Summary of Project ISOLUS (Interim Storage of Laid-Up Submarines)

"Project ISOLUS is committed to the timely development and implementation of a solution for the dismantling of the UK's defuelled nuclear powered submarines which inspires public confidence, is safe, environmentally responsible, secure and cost-effective."

Project ISOLUS was established by MOD in 2000 to determine the means of managing radioactive and other materials from UK nuclear powered submarines after the vessels have been withdrawn from service with the Royal Navy and defuelled. MOD currently has 27 nuclear submarines, of which 14 have left naval service. Seven are stored afloat at Rosyth and Seven at Devonport.

MOD strategy for the decommissioning of nuclear submarines is based on Government policy as set out in the Department of Trade and Industry's paper "The Decommissioning of the UK Nuclear Industry's Facilities" of Sep 04, which updated Command 2919 of July 1995. The principle is to carry out decommissioning operations as soon as reasonably practicable. Decommissioned submarines undertake a De-Fuel, De-Equip and Lay-Up (DDLUP) period, with the fuel removed for long term storage at Nuclear Decommissioning Authority Sellafield. The submarines are then stored afloat, awaiting transfer to the ISOLUS project. ISOLUS is concerned with the disposal of Low and Intermediate level waste, not the used fuel.

In 2000, MOD commissioned the Centre for the Study of Environmental Change (CSEC) at Lancaster University to conduct a Front End Consultation (FEC). This was to ascertain the issues that the public and other stakeholders believed should be taken into account in the development of a safe and publicly acceptable method for the interim storage of the radioactive material from decommissioned submarines. The FEC report was published in Nov 01 and contained 65 recommendations.

In March 2003, MOD issued a Pre-Qualification Questionnaire (PQQ) to Industry, inviting initial proposals for the management of redundant submarines. Five responses were submitted in May 2003, one of which was subsequently withdrawn.

The Industry proposals formed the subject of a second round of consultation, the Consultation on ISOLUS Outline Proposals (CIOP), undertaken by CSEC under contract to the MOD. This took place between September – December 2003 and the report was published in May 2004, in the form of 50 recommendations. A limited evaluation of the CIOP was undertaken by Fred Barker, Consultation Steering Group Member, February 2004. A summary of the Key Learning Points and 'Process Guardian' Conclusions are at Annex A, the full evaluation is available on the [www.isolus.org.uk](http://www.isolus.org.uk).

In parallel, as part of the Government's "Managing Radioactive Waste Safely" programme, the Committee on Radioactive Waste Management (CoRWM) was set up by Government in November 2003 as an independent body to recommend a strategy for the long-term management of UK higher activity solid radioactive waste.

MOD's response to the CIOP necessitated extensive consultation with Other Government Departments (OGDs), Devolved Administrations and Industry, and was

released through Lord Bach, the then Minister for Defence Procurement, in February 2005. The response, which was published on the ISOLUS website, stated that future ISOLUS considerations should closely align with the work of CoRWM, and therefore no further work on potential sites would be undertaken until CoRWM reported its recommendations in Summer 2006.

Industry was subsequently asked to re-submit their Outline Proposals, taking into account the recommendations of the CIOP and MoD's response. During this opportunity industry formed the following two alliances:

- The Serco Consortium, consisting of Serco Assurance, Parsons Brinckerhoff and RWE NUKEM, who have formed an Alliance with Devonport Management Limited.
- Babcock Support Services Ltd, British Nuclear Group and Mowlem Nuclear Services have formed the other alliance.

MoD received revised Outline Proposals from the two Industry Alliances in July 2005.

In October 2005 the MoD ISOLUS Steering Group (MISG) was instituted as an element of the corporate governance of Project ISOLUS. The MISG is chaired by the Submarine Support Integrated Project Team Leader and its Secretariat is provided by the ISOLUS Project team. The MISG constitution is at Annex B. The Notes of the MISG are available on the ISOLUS website.

CoRWM delivered its recommendations in its report to Government on 31<sup>st</sup> July 2006. The UK Government and the Devolved Administrations responded in October 2006. The key recommendation of the CoRWM report most relevant to Project ISOLUS is that a programme of robust, safe and secure long term interim storage of Intermediate Level Waste (ILW) is required until the geological disposal facility is established. This aligns with the ISOLUS requirement for long term interim storage of ILW, pending development of a final disposal solution.

This important development opens the way for the ISOLUS project team to develop its siting strategy for the processing of waste from submarines, and the interim storage of the arising ILW (noting that these are separate activities which do not necessarily take place at the same site). This work will be conducted over the coming months, in consultation with relevant stakeholders. In parallel, the team will be continuing the programme of technical and environmental studies that will inform future decision making in relation to the technical baseline for the project.

In addition MoD is observing the strategies emerging from the work of the Nuclear Decommissioning Authority.

**ANNEX A - CONSULTATION ON ISOLUS OUTLINE PROPOSALS (CIOP):**  
**A LIMITED EVALUATION**

Below is the summary of Key Learning Points and 'Process Guardian' Conclusions from the evaluation by Fred Barker, Consultation Steering Group Member, 5 February 2004

The following **key learning points** have arisen from the limited evaluation of the CIOP stage of ISOLUS:

*The National Stakeholder Forum (NSF)*

- If key stakeholder groups do not feel comfortable with the overall decision-making process and the place of consultation within it, they will challenge that process, rather than focus on the content detail of the consultation. This suggests that a wider range of stakeholder views should be taken into account in developing the overall decision-making process.
- The siting component means that local stakeholders are likely to respond strategically in a detailed national review of the pros and cons of interim management proposals. Although deliberative processes can be designed to enable areas of consensus to be maximised, and reasons for remaining disagreements to be clarified, this is likely to take longer than a couple of two-day meetings.
- In a deliberative event involving stakeholders it is necessary to ensure that information is, or can be made, available to participants about linked processes. This might be achieved through the advance provision of written briefing material, verbal presentations in the early stage of the event, or by having a relevant expert on hand during the course of the event to provide explanations as necessary.
- Consideration needs to be given to the best way of securing expert input to future engagement processes and individual deliberative events. A preferred approach is likely to entail securing expert advice that is perceived to be independent by the widest possible range of stakeholders. Such advice is most likely to be secured from an academic institution or professional consultancy, rather than from any expert associated with a specific stakeholder sector.
- For future deliberative events, consideration should be given to ways of achieving a clearer and less onerous division of roles and responsibilities. This could include separating out facilitation and drafting tasks within the facilitation team, and having an expert/s present throughout who can make an appropriate input on content issues when requested to do so by participants (see also learning point 4).
- The siting of a new radioactive waste management facility will almost inevitably cause strong local feeling. In such circumstances, it is important that representatives of the local communities around the sites being considered are able to have a significant input into the design of the siting process, particularly about consultative elements and the nature of any compensation/benefit packages.

*Drop-In Exhibitions*

- The value of drop-in exhibitions could be significantly improved by ensuring (a) the availability of high quality exhibition material, (b) adequate staffing of the exhibitions, and (c) improved methods of capturing participant comments. Increased resourcing of such activity could be beneficial, particularly from bidding contractors who were in

the main conspicuous by their absence in the Plymouth event. In addition, consideration should be given to developing a quick and simple method of asking attendees to record their main organisational affiliations. One possibility might be to have a check-list for people to tick at an exhibition reception desk.

### *Public Meetings*

- The public meeting provided an adversarial setting that encouraged participants to 'have a go' at the speakers, and led to the re-iteration of some well-known campaigning positions. The dynamic of the public meeting format tended to militate against social learning, the development of respect and trust, and the assessment of contractors' outline proposals. As such, the value of a traditional public meeting to the consultation appears to be highly questionable. Further thought needs to be given to developing open access events in ways that enable participants' views to be expressed in a non-confrontational setting, contributing to social learning, and the development of respect and trust.

### *The National Citizens Panel (NCP)*

- Members of the public do not normally bring the strategic positions of stakeholder groups into a deliberative event. As such, they are not so likely to be as sensitive to issues of overall process design, nor as resistant to undertaking a detailed review of site-based interim management options. It appears that a couple of two-day meetings were sufficient to enable consensus to be reached on the outline proposals.

### *Discussion Groups*

- Careful assessment is needed of whether a single three hour session provides sufficient time for members of the public to understand, discuss and comment on the sorts of options contained in the outline proposals. Consideration should be given to what might be done to increase the likelihood that discussion groups can move beyond the expression of basic concerns similar to those raised in the 'Front End' consultation. Possibilities might include provision of advance briefing material, and more time for discussion, including a follow-on session a week or so later.

The 'process guardian' role of the CSG is to advise the MoD on the appropriateness of CIOP activities, and on CIOP's integrity, transparency and independence. As a result of the limited evaluation, the following '**process guardian' conclusions** can be drawn:

- *NSF*: Notwithstanding the concerns about the overall decision-making process, it is clear that the NSF itself was an appropriate activity. The NSF enabled significant stakeholder involvement in discussion of the outline proposals, helped to start identifying conditions for public acceptability, and provided much food for thought for future MoD decision-making. The NSF can also be viewed favourably in terms of independence (in particular the outputs were determined by participants) and integrity (participants views were honestly identified and explored). It is also anticipated that it will be possible to describe the NSF as transparent in that a report of its proceedings will be available, and it should be possible to see how its

conclusions have been fed into the overall CIOP report and the formulation of recommendations.

- *Plymouth Open Access Events*: The drop-in exhibition and traditional public meeting are sharply contrasting examples of local open access events. In principle, the former provides good opportunity for people to familiarise themselves with the project, clarify points, and discuss views and concerns with different parties in a non-confrontational setting. As long as sufficient time and resources are available to develop high quality material, provide adequate staffing, and capture participants' views, a drop-in exhibition offers good potential to contribute to the fulfilment of consultation aims. In contrast, the traditional public meeting can provide an adversarial setting and encourage positional behaviour, particularly on issues beyond the frame of the consultation as defined by the project sponsor. These features are likely to militate against the fulfilment of consultation aims, and present a challenge to process integrity.
- *NCP*: The NCP was a highly appropriate activity. It enabled involvement of a sample of the public in the assessment of outline proposals, identified conditions for public acceptability, and provided clear recommendations for input into MoD decision-making. The NCP can also be viewed favourably in terms of independence (in particular the outputs were determined by participants) and integrity (participants views were honestly identified and explored). It is also anticipated that it will be possible to describe the NCP as transparent in that a report of its proceedings will be available, and it should be possible to see how its conclusions have been fed into the overall CIOP report and the formulation of recommendations.
- *Discussion Groups*: The discussion groups provided opportunity for a sample of the public from locations named in outline proposals to familiarise themselves with the project, clarify points, and discuss views and concerns. However, the extent to which individual discussion groups were able to enter into detailed discussion of the outline proposals varied from group to group. The discussion groups were therefore an appropriate activity, but only up to a point. The discussion groups can be viewed favourably in terms of independence (in particular the outputs were determined by participants) and integrity (participants views were honestly identified and explored). It is also anticipated that it will be possible to describe the discussion groups as transparent in that a report of its proceedings will be available, and it should be possible to see how its conclusions have been fed into the overall CIOP report and the formulation of recommendations.

## **ANNEX B - MISG CONSTITUTION**

### **Preamble**

1. The Team Leader of the Submarine Support Integrated Project Team (SUBIPT TL) is the MOD's responsible officer for Project ISOLUS (Interim Storage of Laid Up Submarines). As the budget holder, the Team Leader is accountable through Director General Nuclear and Chief of Defence Logistics to Ministers for the ISOLUS programme and carries the delegated authority to deliver it.
2. Within the SUBIPT the Assistant Director ISOLUS (AD ISOLUS) has day-to-day responsibility for project managing the programme.
3. The Lancaster University ISOLUS Consultation Steering Group (CSG) was established in March 2001 to oversee the two rounds of Project ISOLUS public consultation that were conducted in 2001 and 2003. The CSG held its last meeting in July 2005, having completed its formally mandated task.
4. The MOD ISOLUS Steering Group (MISG) has been instituted as an element of the corporate governance of Project ISOLUS. The MISG is chaired by the SUBIPT TL and its Secretariat is provided by the ISOLUS Project team.

### **Purpose**

5. The principal purpose of the MISG is to contribute to the timely development of a solution for the dismantling of the UK's defuelled nuclear powered submarines which inspires public confidence, is safe, environmentally responsible, secure and cost effective. The MISG may through its chairman influence the planning and implementation of the solution in the light of effective future public consultation and national decisions on radioactive waste management.
6. In support of the purpose of the MISG, an advisory group will be created to provide a vehicle for conducting independent assessment of initiatives and outcomes, and to furnish a conduit for providing scrutiny advice and counsel to the MISG aimed at facilitating the ISOLUS programme.

### **Conduct of Business**

7. The MISG shall meet as necessary but no more frequently than two or three times a year. In general:
  - Discussion is to be kept at a high level to review the programme and to identify and seek to resolve major issues and impediments to progress. Actions may be placed on members of the MISG as agreed;
  - No formal MISG minutes would be produced, but the Secretary will issue notes of meetings and collate reports which may be produced from time to time. After ratification by members, notes of meetings will be published on the ISOLUS website. The website will be maintained by the Lancaster University Centre for the Study of Environmental Change;

- Reports produced for the MISG may be used to support the purposes of the MOD ISOLUS Project team as directed by SUBIPT Team Leader;
- Business will be transacted in an open and transparent manner. Appropriate restraint will inform the handling of security and commercial sensitivities, where these may arise.
- Business may be conducted by correspondence where appropriate.

## **Membership**

8. Membership of the MISG is through personal invitation of the Chairman. From within the MOD, the Devonport and Clyde Naval Base Commanders are members of the MISG. Relevant other Government departments, the DTI, Defra and the Scottish Executive, are also included to reflect their views.

9. Outside central Government, membership on the MISG includes NGO and local authority practitioners, together with representatives covering the various interests of public consultation, industry, nuclear regulators and advisers on radioactive waste management.

10. Over time, the constitution and the composition of the MISG will evolve to reflect the focus and priorities of the Project as it develops, particularly in respect of any Ministerial decisions following consideration of the recommendations of the Committee on Radioactive Waste Management (CoRWM) and the Low Level Waste Policy Review.

11. The members of the MISG are as follows:

- Howard Mathers – SUBIPT TL (Chairman)
- Commodore Simon Lister – Naval Base Commander Devonport
- Commodore Carolyn Stait – Naval Base Commander Clyde
- Andrew Layton – Director Nuclear Liabilities, DTI
- Dr Robert Jackson – Head Policy Development Unit, Radiological Substances Division, DEFRA
- Elizabeth Gray – Head Radioactive Waste Team, Environmental Group, Scottish Executive
- Paul Hamer – Managing Director, BNG Project Services Limited
- Robert Gray – Nuclear Installations Inspectorate
- Fred Barker – Local Government Associations Nuclear Legacy Advisory Forum
- Peter Lanyon – Consultant
- Roger Jackson - Consultant
- Dr Jane Hunt – Lancaster University Centre for the Study of Environmental Change
- Peter Brazier - Nuclear Decommissioning Authority
- George Regan - Convention of Scottish Local Authorities
- Maggie Taylor – AD ISOLUS (Secretary)



*Submarine Support IPT*

PROJECT ISOLUS -The  
Interim Storage Of Laid Up  
Submarines  
Stakeholder Workshop 8 Feb 07  
Maggie Taylor  
AD ISOLUS



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Public Consultation

**Front End Consultation (FEC)**

- Conducted by Lancaster University's Centre for the Study of Environmental Change (CSEC)
- Independent Steering Group (Consultation SG)
- Completed in 2001
- FEC Report made 65 recommendations



## Public Consultation

### Consultation on ISOLUS Outline Proposals

- Carried out in 2004
- Based on proposals from Industry
- Aim: to gather views on which of the outline proposals are acceptable to the public
- Facilitated by Lancaster University's CSEC
- All information summarised by CSEC into a final report comprising 50 recommendations
- MoD's response issued Feb 05



## PROJECT ISOLUS

### CIOP Report - CoRWM

- ISOLUS considerations would closely align with the Committee on Radioactive Waste Management (CoRWM) deliberations for a long-term radioactive waste management solution
- The Committee on Radioactive Waste Management (CoRWM) was set up by Government in Nov 2000 as an independent body to recommend a for the long-term management of UK higher activity solid radioactive waste



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## PROJECT ISOLUS

### CIOP Report - MoD's Response

- No further work to be carried out under the ISOLUS project on potential interim storage sites until CoRWM makes its recommendations to Government
- In the meantime, work was to concentrate on technical and other studies to inform future decision making
- This response was agreed with Other Government Departments and the Devolved Administrations



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## Public Consultation

### Consultation Steering Group

- Set up by Lancaster University
- Managed activities associated with FEC and CIOP consultations
- Last meeting 29 July 05



## Public Consultation

- MOD ISOLUS Steering Group
- Chaired by Howard Mathers, MOD
- Includes OGDs, Devolved Administrations, Local Government, Naval Bases, Industry, Regulators, Consultants



## Project ISOLUS - Public Consultation: Lessons Learned

- More effective to consult on specific proposals
- Have clear Terms of Reference for support groups
- Lessons learnt from ISOLUS Consultations taken on board by other organisations
- Recommendations from previous consultations will be carried forward in future



## Project ISOLUS

### **AIM**

**Project ISOLUS is committed to the timely development and implementation of a solution for the dismantling of the UK's defuelled nuclear powered submarines which **inspires public confidence**, is safe, environmentally responsible, secure and cost-effective**



## Project ISOLUS

### Inspiring Public Confidence

- policy of openness and transparency: website ([www.isolus.org.uk](http://www.isolus.org.uk))
- coherence with rest of Government
- robust processes for ongoing stakeholder engagement
- MoD ISOLUS Steering Group and supporting advisory group
- pull through recommendations from previous consultations into decision-making process
- engage pro-actively with Industry

### Terms of Reference

*N.B. This checklist for the development of a “Terms of Reference” is based on our experience of working with other similar groups. Headings should be self-explanatory and should not be taken as exhaustive.*

#### **1. Purpose of the group:**

- **Clearly stated:** What is the group to do (or not to do) – e.g. *inform, advise, carry out, achieve etc*? Objectives?
- Outputs? - What will the group produce?
- Outcomes? - What will change as a result?
- Who is the sponsor?
- To whom will the group report?
- What is the limit of its responsibilities?
- When will the group complete its work?

#### **2. Membership:**

- Who?
- How many?
- Representation? (Optimum)
- Limit on time of membership?
- Succession management?

#### **3. Operation:**

- How often to meet?
- Facilitated or chaired?
- Ground-rules? (Overarching and meeting specific)
- Location?
- Work outside meetings?
- Life of group?
- Decision-making – consensus? In the event of disagreement?
- Style of reporting? Responsibility for this?
- In the event of dissatisfaction? (Of member, of group, of sponsor)
- Frequency of review? Evaluation?

#### **4. Resources:**

- How will the group be supported?
- What resources (people, time, money)?
- Limits? Control?

## 5. Communications:

- Internal to the group?
- Communication to others beyond the group - Form? Responsibilities?
- Media relations?

*3kq: Generic ToR checklist*