Consultation in land and marine planning: understanding methods and public opinion

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ABSTRACT

This study explores the topic of consultation within the context of land and marine planning. Historically, participation developed within land and marine planning as a way of building trust with the public and as a result of bottom-up and top-down drivers. Previous research has shown consultation faces multiple challenges, including consultation fatigue and 'tick-box' consultations. Using Orkney as a case study, public opinions to consultation are examined and compared to the wider literature. An in-depth examination of opinions towards the Community Voice Method as part of the Scottish Wildlife Trust's *Oceans of Value* Project explores how new, creative consultation methods might work in the Orkney context. This research was driven by the need for further research into public opinions around consultations. Findings show that opinions towards consultation are mixed. Evidence exists that genuine consultation and community engagement occurs in Orkney, but wider challenges persist. The issues highlighted within Orkney can be applied across Scotland. This research is relevant for designing engagement in future Regional Marine Plans, such as in Orkney. Possible improvements to the consultation process based on public opinions are suggested. The importance of using a range of methods is emphasised alongside understanding the local context when conducting consultation.

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CHAPTER 1 – INTRODUCTION

1.1 INTRODUCTION TO PARTICIPATION

Participation is a commonly used term that describes different forms of engagement with people. International pressures alongside bottom-up drivers such as a loss of trust in politicians have led to the inclusion of participation within land and marine planning decision-making processes. A range of sectors such as health and social care, conservation, policymaking, and natural resource management use participation. Different types of participation exist and have been widely discussed in the literature. Confusingly, words such as consultation and participation are often used interchangeably [1], [2], sometimes within the same study as can be seen in [3]. This can make the aims of engagement unclear to participants and readers looking at the study. The various frameworks for types of participation will be discussed including different definitions of consultation to provide an overview of the context in which consultation operates. In this thesis, participation is defined as:

> *"The practice of involving members of the public in agenda-setting, decision-making and policy forming activities of organizations responsible for policy development"* [4]

1.2 TYPES OF PARTICIPATION

Perhaps one of the most well-known participation typologies is Arnstein's ladder of participation [5]. This ladder structure (Figure 1.1) shows levels of participation in relation to different balances of power between people running the participation event and participants. The lowest rung is 'manipulation', a form of non-participation and the highest rung is 'citizen control', where the public hold the power. According to Arnstein's ladder, consultation is defined as a type of 'tokenism', because it allows the public to be heard and to hear those running consultations, but there is no guarantee their views will be taken into account [5]. Consultation has been dismissed by some academics as a form of tokenism because it does not allocate true power to participants:

> *"There is agreement among experts in the field that despite its importance, the consultation process is not effective and it is often carried out from the top down with little opportunity for real participation."* [6]

Consultation is often described as a 'tick-box' exercise [7], including by communities [6].
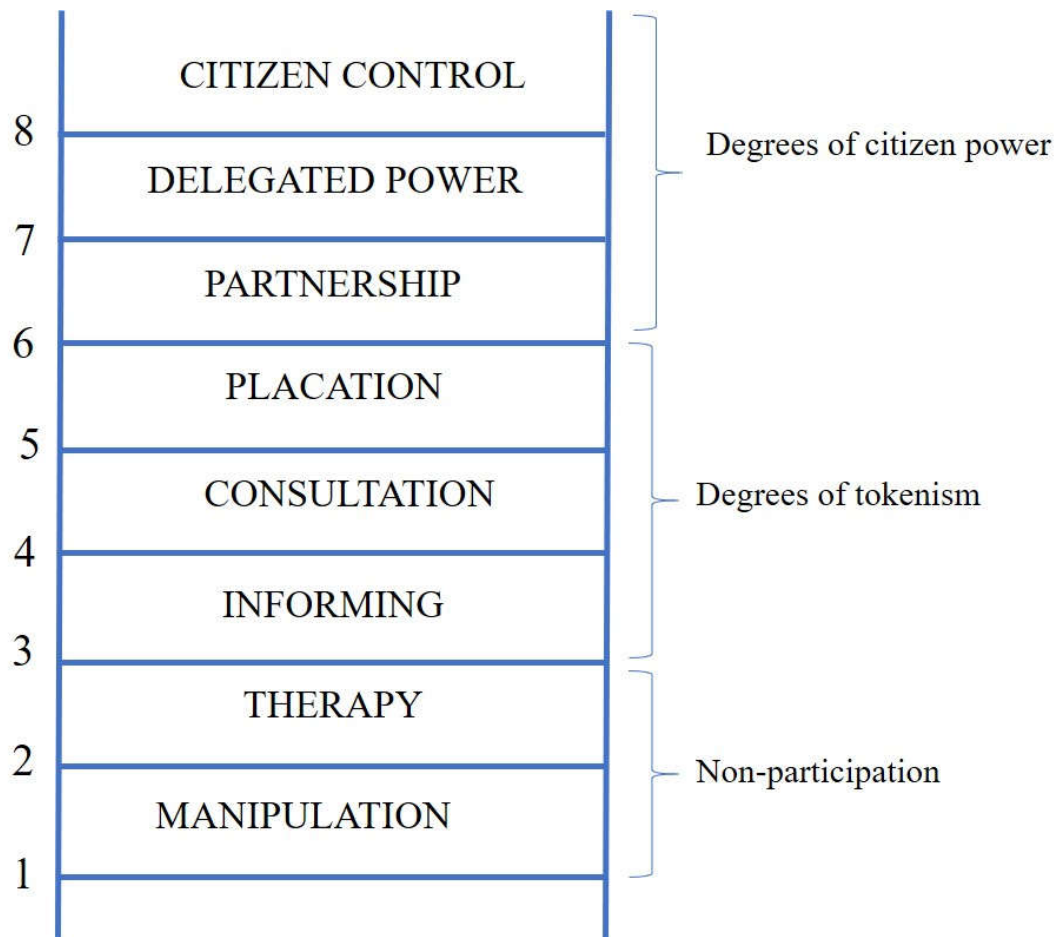
Figure 1.1 Arnstein's ladder of particpation [5]

It has been suggested that Arnstein's ladder is too simple and does not consider the participation method, timing or context [8]. There is a growing recognition that different types of participation are appropriate in different situations. The success of a participation technique has been shown to depend on the local context. Politics, civil society, global settlement and culture have also influenced participation [9]. The timing and expectations of participants have been suggested to impact which method of participation is most suitable [10]. Table 1.1 shows one study that divides participation into five levels: information; consultation; deciding together; acting together and supporting independent community interests. Some researchers have suggested using a 'wheel of participation' to show the equal importance of different participation methods and to convey the message no one method is better than another but depends on the context [11], [12].

Table 1.1 Summary of different levels of participation. Source: [10]

Level / stance	Information	Consultation	Deciding together	Acting together	Supporting
Typical process	*Presentation and promotion*	*Communication and feedback*	*Consensus building*	*Partnership building*	*Community development*
Typical methods	Leaflets Media Video	Surveys Meetings	Workshops Planning for Real Strategic Choice	Partnership bodies	Advice Support Funding
Initiator stance	"Here's what we are going to do"	"Here's our options – what do you think?"	"We want to develop options and decide actions together"	"We want to carry out joint decisions together"	"We can help you achieve what you want within guidelines"
Initiator benefits	Apparently least effort	Improve chances of getting it right	New ideas and commitment from others	Brings in additional resources	Develops capacity in the community and may reduce call on services
Issues for initiator	Will people accept the consultation?	Are the options realistic? Are there others?	Do we have similar ways of deciding? Do we know and trust each other?	Where will the balance of control lie? Can we work together?	Will our aims be met as well as those of other interests?
Needed to start	Clear vision Identified audience Common language	Realistic options Ability to deal with responses	Readiness to accept new idea and follow them through	Willingness to learn new ways of working	Commitment to continue support

An interesting way of dividing up methods of participation has been completed by the International Association for Public Participation (IAP2) in their spectrum of public participation (Table 1.2).   Level of participation is explained by the consultants' goal for public inclusion and the type of promise made to the public.

Increasing impact on the decision

	Inform	**Consult**	**Involve**	**Collaborate**	**Empower**
Public participation goal	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and / or solutions	To obtain public feedback on analysis, alternatives and / or decisions	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution	To place final decision-making in the hands of the public
Promise to the public	We will keep you informed	We will keep you informed, listen to and acknowledge concerns and aspirations and provide feedback on how public input influenced decisions	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible	We will implement what you decide

Table 1.2 Participation Typology as defined by IAP2 International Federation 2018

Two core concepts in these participation models are defining the power balance between participants and consultors and identifying the overall aim for the participation process. The existence of multiple typologies with different forms of participation highlights each type of participation will have limitations and benefits.

1.3 A FOCUS ON CONSULTATION

In this project, consultation is defined as:

> *"The dynamic process of dialogue between individuals or groups based upon a genuine exchange of views with the objective of influencing decisions, policies or programmes"* [1], [13]

The definition of consultation used in this research is more positive than Arnstein's view of consultation because it has the potential for communities to have an impact on the overall outcome of the consultation process [13]. It has been suggested that in consultation the balance of power should be equal between local people and government [14]. Consultation can have different forms, and Arnstein's ladder has been adapted to demonstrate different levels for consultation within the context of planning with developers [14] (Table 1.3). These forms of consultation can be applied to numerous situations where consultation occurs, such as with more informal community organisation consultations. The approach taken for consultations can have a large influence on the power dynamics between participants and those running consultations. It can demonstrate why there is variation in the success of consultation.

Consultation should involve two-way communication between the public and those running consultations [9].

Table 1.3 Types of consultations. Source: [14]

8	**Citizen control** Communities develop land without planning consent	Citizen power
7	**Delegated power** Community self-build	
6	**Partnership** Developer instigates a planning for real exercise to involve residents in the early development of proposals	Involvement
5	**Involvement** Developer encourages comments on proposals in focus groups, meetings and online forums	
4	**Information** Developer communicates information about a proposed scheme without a means of feedback	Tokenism
3	**Placation** Developer communicates only positive information about a proposed scheme without a means of feedback	

2	**Therapy** Developer use subtle means to discharge residents from objecting to a proposed scheme	Non-participation
1	**Manipulation** Developer actively encourages residents to support a scheme or discourages them from objecting to it	

1.4 PARTICIPATION AND CONSULTATION WITHIN LAND AND MARINE PLANNING

Although land and marine environments differ in terms of rights and ownership, both land and marine planning fundamentally involve regulating uses and development. Land and marine planning by their very nature are crucially important in natural resource management, aiming to balance social, economic and environmental factors. The decision-making processes involved are reliant on multiple actors as well as changing over spatial and temporal scales. The challenges surrounding decisions in natural resource management are recognised within the literature as being complex: they can be difficult to define and separate from other problems; the needs of multiple users must be balanced and there is no one, clear correct solution [9], [15], [16].

The inclusion of participation in decision-making in natural resource management is recognised as a way to improve the transparency of decision-making and consider values of multiple users [9]. Participation can help reduce conflict, improve trust and allow for shared learning [12]. Not all examples of participation show benefits within environmental decision-making and some literature suggests there is a lack of evidence of the benefits [17] or that negative environmental outcomes due to inclusion of participation have occurred [12]. There is however a well-established literature base demonstrating how participation has improved the quality of environmental decision-making [18], [19]. Whether participation leads to successful environmental and social outcomes has been suggested to depend on the quality of the participation processes used [9].

Trends towards participation are growing, due to increased preference for working in partnership; a rising public interest in the state of the natural environment and general public suspicion of science [9]. There are increasing efforts to involve communities in decision-making, and it is acknowledged that the successful implementation of

environmental decisions requires a shared understanding of the importance and value of public participation [20]. Effective participation will therefore be integral to decision-making within land and marine planning.

Consultation is the formal, legal mechanism for participation within land and marine planning decisions. It is also used more informally by organisations to gauge community opinions. Ultimately, consultation is used to understand how people prioritise economic, social or environmental values. The trade-offs communities are willing to see in their local area can be assessed. Many communities around the world are facing pressures from development on land and increasingly in the local marine environment. Coastal communities place a strong traditional value on their perceived rights in accessing marine resources [7]. Increased development of the oceans—as a result of higher rates of development along with expanding industries—is impacting on these perceived rights, leading to greater tensions. Consultation is used as a mechanism to mitigate conflict between community values and development.

Consultation has the potential to be highly valuable as a method to understand public opinion. Despite its importance and multiple guides for best practice that exist there is overwhelming evidence that consultations are not successful in meeting their objectives, leading to the feeling that consultations are 'tick-box' and 'tokenistic' as described above.

1.5   RESEARCH AIMS

This thesis explores trends in changing consultation practice over time within the context of land and marine planning. An overview of different consultation methods will be considered along with public opinions towards consultation.

1.5.1   Research questions

1. How has consultation developed within the context of land and marine planning?
2. What challenges to consultation have emerged and what consultation methods have been developed?
3. What are the range of public opinions towards consultations? What patterns can be identified explaining why opinions vary?

The proposed research questions aim to contribute to the knowledge base of effective consultations. Public opinions within consultations are an overlooked area. Some

literature claims that not much research has been done to understand public opinion to consultations [13]. Understanding the range of opinions that exist and the reasons why participants hold views is important for designing consultations that will be accepted by the public. Opinions towards a range of consultations on different topics—not limited to land and marine planning—will be examined to fully understand mechanisms and reasons behind success and failure within consultations. Learning can be shared between different sectors and this knowledge can be used in the context of land and marine planning. This research focuses on opinions of the wider public, rather than specific stakeholder groups because consultation should be a way for public opinions around environmental decisions to be expressed.

The development of consultation in land and marine planning will be investigated to help understand the drivers and rationale for the consultation framework present today. This will be discussed in Chapter 2. Multiple methods have been developed for consultation and are used with varying degrees of success. Understanding the range of methods available, alongside the common challenges to consultations will be discussed in Chapter 3.

The focus for the study will be the Orkney Islands Archipelago as an example for communities finding themselves in similar situations with developments in land and marine planning around the world, including across Scotland. Although results will be specific to Orkney, it is likely that key messages can be generalised and applied across Scotland as a whole, or even further afield. Orkney is an excellent case study because work is starting on the development of a statutory Regional Marine Spatial Plan (see Chapter 4). There are extensive recent experiences of consultation relating to all environmental decision-making including the development of marine renewable energy in the area. Regulatory requirements for stakeholder engagement and consultation have multiplied but the people living in Orkney have doubts about the results and trust they place in them [21]. The methods used for consultation and opinions towards the existing consultation process will be investigated as part of this research. Types of consultation occurring in Orkney will also be assessed.

This thesis is part of the *Oceans of Value* Project (OoV), run by the Scottish Wildlife Trust (SWT) with funding from the Calouste Gulbenkian and John Ellerman Foundations. OoV aims to understand hidden and cultural values of communities using the Community

Voice Method (CVM) for consultation [22]. CVM is of interest for this thesis as a relatively new, creative approach to consultation. Public opinions towards this method will be explored alongside how CVM might work within the Orkney context.

1.6   THE RESEARCH GAP FILLED

The thesis will provide insight into how the wider public in Orkney view consultations, which is the first time this has been done. Attitudes towards consultations can be applied to the wider context of communities across Scotland, which is highly relevant within Scottish marine spatial planning due to the ongoing development of Regional Marine Plans [23]. The CVM method has not been used before in Orkney and public opinions towards the method have not been examined. The use of CVM as part of the OoV in Orkney can be compared to other CVM projects examining cultural values in the literature.

CHAPTER 2 – LITERATURE REVIEW PART 1 – HISTORY AND TRENDS IN PUBLIC PARTICIPATION AND CONSULTATION

2.1 THE DEVELOPMENT OF PARTICIPATION IN LAND PLANNING

Drivers for land planning

After World War II there was a need to rebuild cities. Increased population growth, urban expansion and industrialisation contributed to the need for land planning. Two reports were crucial in providing the evidence needed for planning: The Scott Report and the Uthwatt Report.

Planning on land was the result of a social movement aiming to improve the quality of life for people living in cities faced with increasing populations and industrialisation. Land was finally seen as a finite resource. It was recognised that the outcomes of development could have severe negative impacts on the welfare of the public. As land was privately owned, the planning system was introduced to allow the interests of private landholders to be subjected to the wider public good. With an increased building height, the value of land increased and became more of a tradable commodity, leading to citizens wanting more protection from private developers.

Sources: [55], [39], [53], [13]

Figure 2.1 Drivers for land planning

In contemporary society, planning was formalised after World War II in the 1940s (see Figure 2.1). The first UK Town and Country Planning Act was introduced in 1948. The core elements of this were: local and regional development planning to set economic and community wellbeing priorities; spatial zoning for land use and control over developments through permission required for change of land use [21]. The decision-making process was given to elected officials rather than private landowners as a result of this Act.

Planning had a modernist approach, where science was used in a rational way to allocate land and resources to achieve political objectives [21], [24]. This form of planning assumes that scientists and authorities had all the answers. Therefore, there was **no scope for public participation**. The only form of public engagement would have been through approval or discontent of decision-makers at elections [21], [26].

2.2 DRIVERS FOR INCLUSION OF PARTICIPATION

2.2.1 *International drivers*

Mandates and treaties from international organisations such as UN, WHO and UNICEF have driven forwards participation and the role of community involvement [11]. Legislative frameworks by the EU have led to the implementation of policies that include participation.

2.2.1.1 *The global sustainable development agenda*

A key component of sustainable development is providing an opportunity for people to influence decision-making [11]. A pivotal agreement in sustainable development discussions at the global level was the 1992 Rio Declaration of Environment and Development. Under Principle 10 of this agreement, participation is the best way to address environmental issues [2]. Since then, other international organisations such as the Convention on Biological Diversity (CBD) have stated the need for participation of major stakeholders from different sectors to help facilitate sustainable development alongside biodiversity conservation [2]. Participation is also included in the Sustainable Development Goals:
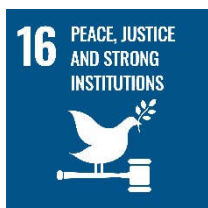
Target 5.5: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political economic and public life.

Target 10.6 Ensure enhanced representation and voice for developing countries in decision-making in global international economic and financial institutions to deliver more effective, credible, accountable and legitimate institutions.

Target 16.7: Ensure enhanced representation and voice for developing countries in decision-making in global international economic and financial institutions to deliver more effective, credible, accountable and legitimate institutions.

2.2.1.2 *Public participation is an international law under the Aarhus Convention*

An important piece of legislation around consultation and participation is the Aarhus Convention. Signed in 1998, it made public participation an international law for Parties. Under the Convention, Parties are required to uphold three pillars of rights around environmental decision-making [25]:

- **Access to information**

  The right of everyone to receive environmental information held by public authorities.

- **Access to participation**

  The right to participate in environmental decision-making.

- **Access to justice**

  The right to review procedures to challenge public decisions made without respecting the two previous rights.

The Aarhus Convention has been described as the cornerstone for environmental governance principles within the EU [20].

2.2.1.3 *Implementation of participation under EU legislation*

The EU recognises that citizens have a right to take part in decisions about their environment. Member states should provide the public with the opportunity to engage in decision-making, such as through public consultations [20]. The EU "Principle of Subsidiarity" indicates that decisions must be made at the lowest level capable of making them [26]. A recent EU report stated barriers around participation are numerous and growing, and these restrictions are dangerous for both democracy and the environment [20]. The importance of participation in environmental decision-making can be seen through its inclusion in several different Directives relating to environmental management issues (see Table 10.1, Annex 10.1).

2.2.1.4 *Participation is a key part of future EU growth strategies*

The 2019 EU Green Deal sets out ambitious, high-level plans for how the EU will decouple resource use from economic growth; have no net emissions and use resources efficiently [27]. It aims to address one of the global challenges facing society today—climate change—whilst balancing economic, social and environmental needs. Inclusion of citizens is seen as key to delivering this strategy.

> *"Recent political events show that game changing policies only work if citizens are fully involved in designing them"* [27]

Similarly, in the updated Blue Growth Strategy of 2012, the EU states consultation with a range of stakeholders was a central principle of the Strategy [28].

2.2.2 *Trust in officials and politicians declined*

A key driver for the inclusion of participation within planning was a shift in society towards a loss of respect and a lack of public trust for authorities and experts. The public shows increasing cynicism towards public institutions [29], [30]. Lack of trust in public institutions leads to doubts about the ability of Local Councils to achieve positive benefits on the lives of local communities [29]. Politicians and government are facing increased expectations to be able to solve the huge issues facing society, but at the same time, people are increasingly distrustful of politicians and are less interested in politics [31]. The loss of trust and credibility can be seen in the decrease in numbers in electoral turnouts. In the 2005 elections, 54% of the people that did not vote stated this was because of a lack of trust in politicians [30].

2.2.3 *Participation reinforces/repairs public trust*

Participation is a way of repairing the loss of trust between officials and the public. Alternative approaches to participation are also becoming more important to meet expectations and restore public trust [30]. Decision-making is moving more towards having a network of relationships between different actors at different scales [8]. In 2004, a report from the Joseph Rowntree Reform Trust demonstrated that the public was interested in having more say over policymaking. People were asked how much power ordinary voters should have over government policies. More than half the respondents (56%) replied to say 'a great deal' [32]. In the same survey, people were then asked how much power ordinary voters had over government policies. Only 6% stated 'a great deal' with 18% stating 'none at all' [32]. This demonstrates there was a bottom-up demand for having an increased influence over policies, potentially through public participation [11].

2.2.4 *Shifting the power dynamic*

The shift towards greater public participation can be seen as a shift in the power balance, as described by the ladder of participation in the literature [5]. Power is moved away from elected officials towards the public by giving them a say in the decisions that directly

affect them. Since its inclusion in the 1960s, participation is increasing in popularity and used as a way to overcome the gap in democracy the public feel has developed [30].

2.2.5 Principles of good governance

Throughout history, there have been changing theories of democracy. Participation is an important part of democracy and consultation is linked to principles of good governance. Governance can be defined as:

> *"Steering human behaviour through combinations of state, market and civil society approaches in order to achieve strategic objectives"* [33].

The EU defines the principles of good governance as openness, **participation**, accountability, effectiveness and coherence [31].

2.2.6 Legitimate decisions

Alongside the growing mistrust in public officials, there is the recognition that to achieve democracy civic institutions cannot operate without the consent of people. The involvement of citizens leads to decisions being made that are legitimate [29]. Legitimacy within governance refers to how accepted a political system, its outcome and the quality of policymaking are by its citizens [34]. When the public takes part and influences issues that directly impact them, it improves the legitimacy of decisions [35]. Participation itself can be seen as a public good through improving legitimacy or democratic practice [29]. Even though a small number of people are involved in each participation, benefits can have a wider impact on society. Participation has an existence value and people have a right to participate [29].

2.3 THE TURNING POINT FOR PARTICIPATION IN PLANNING IN THE UK

To address the growing concern around lack of participation and the top-down approach to planning, the Labour Party commissioned the Skeffington Report in 1969 [14], [36], [37]. This report was the first attempt to understand community participation in planning, assessing how the public might become more involved in developing plans [38] and addressing concerns about the top-down nature of the post-war planning system [14]. It represented a turning point for the inclusion of participation in UK planning. The report was well received, concluding the planning process was inefficient and there was a need

for participation. Possible ways for participation to occur were suggested which recognised the need for plans to be looked at by the public [14], [39]. The Skeffington Report was thought to be well-received but not many recommendations were put into place as they were considered too vague for implementation. Even with the lack of implementation, it has been suggested to have influenced political thinking for participation in planning for subsequent decades [14].

The shift away from the rational scientific approach and experts holding all the solutions has led to the rise of post-modernist planning [21]. Members of the public help provide solutions to problems and increase the effectiveness in the delivery of policy [40]. Participation of the public became important in the decision-making process. The involvement of the public within planning has taken many forms since its introduction. After being introduced by the Skeffington report, public involvement could be described as tokenistic. The public was considered as one body with the same view, and participation was seen as a way to validate and legitimize planning decisions that had been made already [24]. In fact, in the 1970s there was still widespread cynicism about public involvement in planning [41]. Multiple forms of participation were occurring, from tokenism to citizen-power as described by [5] and discussed in Section 1.1. The use of different planning models has influenced the role of public participation [24].

2.3.1 *The influence of politics*

Planning in the UK is heavily influenced by politics. Different political agendas drive forwards different approaches to planning: from a shift towards privatisation and a reduced role of communities under the Conservative Government from 1979 – 1997; towards the embedding of consultations into the culture of councils and parishes in the UK by Labour; and more recently the concept of bringing communities and local government together to inform decisions and solve problems under the Coalition Government from 2010 [14]. Consultation alongside planning is therefore open to 'ideological capture' and used to promote political agendas [42]. Politicians often aim to use consultations to their advantage, assisting with spin. Consultations can lack transparency around which political departments are responsible for driving it forwards, which can increase the opportunity for influencing the overall aims [13]. It has been claimed that officials sometimes use consultations to pursue their own agendas [13].

2.4 THE LEGAL BASIS FOR CONSULTATION

Shifts in attitudes and perspectives towards planning, and different changes in government have impacted on the legislation for community involvement within planning. A discussion of all legislation around planning is beyond the scope of this thesis. Instead, some of the key policies that increased community ownership and consultation are described in Table 2.1.

Table 2.1 Examples of policies increasing community ownership and consultations [14], [43]–[45]

Policy	Aim
The Localism Act (2011)	Introduced a requirement for developers to consult local communities before submitting a planning application. The rationale behind this was to provide the opportunity to reach early consensus on controversial issues to lead to better decisions that matched community needs.
The Equality Act (2010)	Introduced the 'Public Sector Duty Equality' where 'public bodies must give due regard to their obligations to achieve a range of socially desirable goals'. It aimed to promote equal opportunity and foster good community relations.
Community Empowerment Act (2015)	Aimed to "help to empower community bodies through the ownership or control of land and buildings, and by strengthening their voices in decisions about public services". The Act allowed communities to request to be part of processes delivered by public services to improve the outcomes.
Land Reforms Act (2016)	Sets out requirements for Scottish Ministers to provide guidance on engaging communities about decisions relating to land that directly affects them.
The Islands Act (2018)	The Islands Act was significant for Orkney, Shetland and the Western Isles because it requires Scottish legislation to undertake an impact assessment. Scottish Ministers are required by law to take the particular impact on legislation on islands, recognising islands are a special case.

2.4.1 *Consultation standards*

Just holding a consultation is not enough. The consultation must be completed to a certain standard proposed in 1985 known as the Gunning Principles—a set of rules to guide public consultation. Four principles must be met [13], [46]:

> **Principle 1:** Consultation must take place when the proposal is still at a formative stage
>
> **Principle 2:** Sufficient reasons must be put forwards for the proposal to allow for intelligent consideration and response
>
> **Principle 3:** Adequate time must be given for consideration and response
>
> **Principle 4:** The outcome of consultation must seriously be taken into account

The Gunning Principles have been influential in cases where consultations have been taken to court by lobbying groups and communities. An example can be seen from the 2007 case where Greenpeace—an environmental protection lobbying organisation—took the Secretary of State for Trade and Industry to court around proposed new nuclear power plants [13]. Greenpeace argued the Government had failed to present clear proposals and information on key issues surrounding the proposed new plants and had therefore not met the requirements laid out in the Gunning Principles. The Courts ruled in favour of the consultation being unfair, declaring that it was not only inadequate but the information provided was misleading and the period for consultation was insufficient [47], [48]. After this ruling in 2007, the UK Government published an updated code of practice around consultations in 2008 [13], [49]. This was not a formal legal requirement but more of a guide around best practices for consultations.

In addition to the quality of the consultation, whether or not a consultation should take place at all has been closely examined leading to four general categories that may lead to court intervention if not met [13]:

1. There is a statutory requirement to have a consultation.
2. When there has been a promise of consultation to the public.
3. Where the nature of the relationship between the public body and the citizens suggests there is a need to consult.
4. Where not carrying out a consultation would cause unfairness.

2.5 BENEFITS OF PARTICIPATION

Despite the range of benefits, some research suggests that the hard evidence base for the benefits of including community involvement in planning is small [17]. Comparative tests have been suggested as a way of demonstrating the benefit of community involvement [14]. One example of evidence that exists for the benefits of community participation in planning looked at whether stakeholder participation strengthened the quality of planning outcomes for ecosystem management. The authors found that there was a trade-off between developing high-quality plans and generating plans where the implementation was supported through stakeholder participation [50]. This fits in with the literature that suggests whilst there are benefits of participation, there are also some examples where participation in environmental decision had negative outcomes [12].

DEVELOPERS

BENEFITS:
- Improves and justifies policies
- Local knowledge can provide answers to problems
- Reduces the overall policy costs through reducing the conflicts and therefore the number of complaints
- Public trust in decisions can be increased
- Quality of decisions can be improved through including local knowledge
- Avoids misconceptions about development and achieves buy in
- Builds confidence and awareness in the system
- Increases the accountability of elected officials

SOCIETY

BENEFITS
- Enables interventions and technologies to be better adapted to local, cultural contexts
- Establishes common ground and brings together key stakeholders removing 'us versus them' attitude
- Helps to understand, identify and meet local needs in the community
- Advances fairness, equity and legitimacy of decision
- Increases transparency
- Improve networks between stakeholders
- Increases the robustness of research and local knowledge helps to make plans fit for purpose

COMMUNITIES

BENEFITS
- Creates a sense of community ownership
- Improves the equality and rights to engage local people
- Establishes views and opinions on particular issues
- There is the potential of empowerment of communities
- Improves knowledge and understanding within a community
- Reduces the likelihood that those on the edge of decision making are marginalised
- Targeting hard to reach groups can give people voices
- Promotes social learning
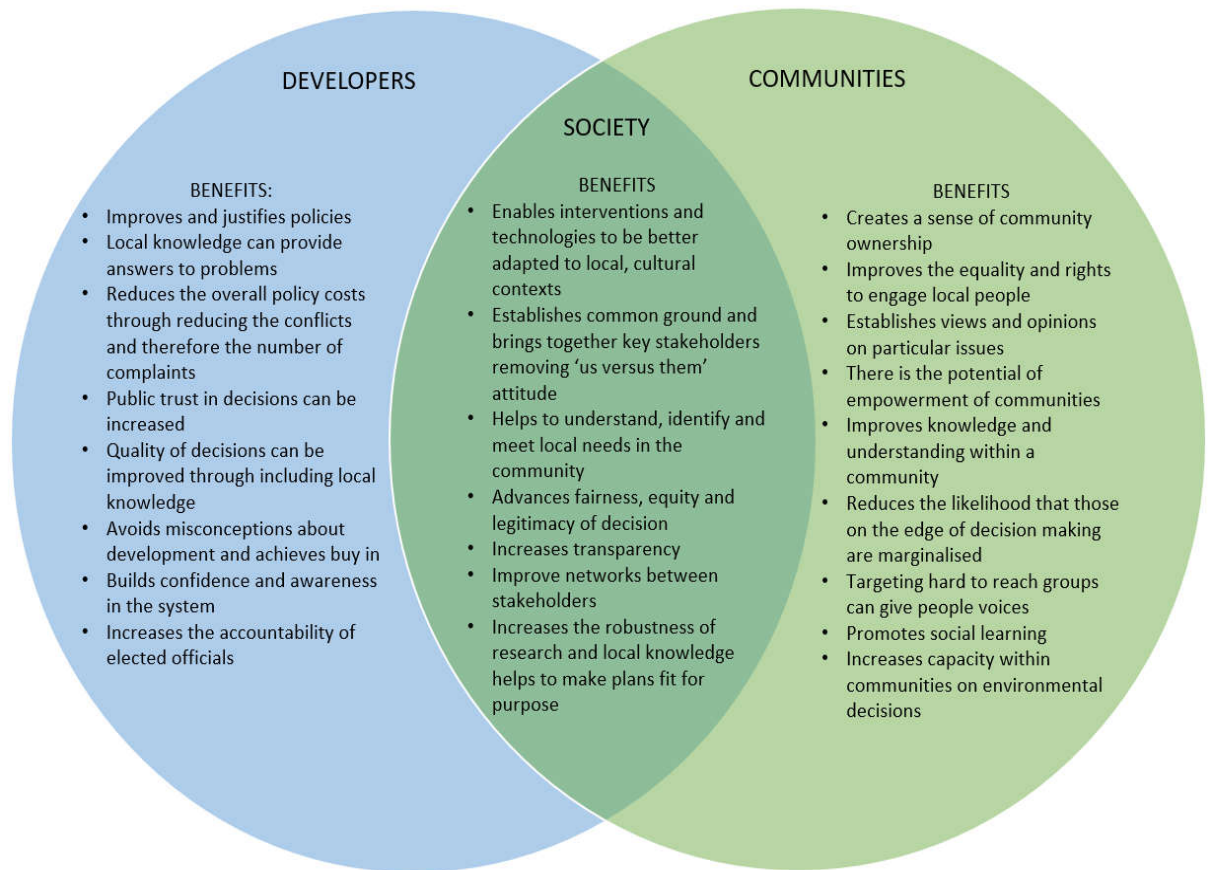- Increases capacity within communities on environmental decisions

Figure 2.2 Who benefits from participation?

The benefits of including participation within environmental decision-making have been well discussed in the literature. Figure 2.2 is intended to show the variation in the benefits described in the literature.

2.6 PARTICIPATION IN MARINE PLANNING

Although the marine environment is very different in terms of rights, access and development, the demand for marine planning in response to ocean industrialisation has parallels to the origins of land planning. Marine spatial planning (MSP) is driven by the same rationale behind sustainable development; it is based on using evidence and rational science alongside the principles of transparency and participation [51]. As with land planning, marine governance has moved away from the logical, modernist form of planning and use of rational science-based, decision-making, towards other forms of governance that include participation [52]. MSP primarily involves allocating and managing rights in the marine environment, spatial management and regulation of resource use [53]. In a similar way to land planning, participation within MSP leads to a range of benefits (see Figure 2.2).

2.6.1 Planning in an ocean context

In the marine environment rights and ownership are much more complex. Historically, two main ideas have persisted with regards to rights in the sea: *mare liberum* or 'freedom of the seas' as advance by Hugo Grotius in 1605 and *mare clausum* or closed seas as countered by John Selden in 1635 [54]. The former might be described as *res nullius* where the sea belongs to no one and the latter as *res communis* whereby communities or coastal states might enclose areas of the sea in pursuit of the group interest. Use and rights of the sea today are still based around these principles. Rights in the ocean are also three dimensional existing over three levels: the seabed, water column and the surface. Each area has different rights and ownership [21]. Private property rights hardly exist at all in the oceans and seas, although in the UK the Crown Estate owns the seabed (see Figure 2.3). The complexity of the marine environment compared to land can also be seen through the uses and activities. Activities on land are based in a single location, but in the marine environment, activities can be more mobile and seasonal [55].

In the United Kingdom (UK), and in many countries around the world, there are public rights of free navigation and fishing. Under the UK system, these are protected under common law but may be amended by parliament. For example, the UK Energy Act 2004 restricts public rights with the introduction of exclusion zones around offshore wind farms [56]. In addition, coastal communities often place a strong traditional value on their perceived rights to access marine resources, which may not be written into law [57].

Physical and emotional proximity to the sea can create a sense of ownership with communities and form an important part of community identity. The perception of the sea being a public good can be stronger with local communities [7]. Figure 2.4 provides an example where local communities translated perceived rights into law.

<div style="border: 2px solid blue; padding: 20px;">

The Crown Estate

The Crown Estate is a key player in the development of the marine environment and the economic uses of the seabed in the UK. The area of the seabed under the UK territorial sea is defined as 'Crown Lands' and is in the ownership of the monarch. Under the Crown Estate Act of 1961, the Crown Estate Commission (CEC) was established to administer the Crown Estate on behalf of the monarch and her subjects. Under an agreement with the monarch, the rents from the seabed accrue to the public purse and are used to mitigate the costs of the 'civil list' which is the instrument to fund the monarchy. The CEC have a statutory responsibility, under the Crown Estate Act, to capitalise on rents from the seabed and they actively promote economic activity such as energy and aquaculture. Rents are recovered through the establishment of seabed leases to private and other public organisations. Criticisms of the Crown Estate include concerns about the commitment to protecting the environment, the level of transparency and the inclusion of communities in its decision-making processes. Recently, under the Crown Estate Scotland Act 2019, the Crown Estate has devolved in Scotland. The role is the same, but the revenue from the assets remains in Scotland.

Sources: (Smith, 2015, 2018), (Scottish Crown Estate Act, 2019)

</div>

Figure 2.3 The role of the Crown Estate in marine rights and consultation

The principles of *res nullius* and *res communis* can still be seen as part of the UN Law of the Sea Convention (1982). Signed in 1982, this has been a significant agreement for changes in ocean governance and enclosure of the sea. The agreement resulted in the enclosure of 40% of the sea globally into state-controlled waters [58]. In particular, the Exclusive Economic Zone (EEZ) extends states' rights and responsibilities over living and non-living resources out to 200 nautical miles from the coast. Control over the High Seas resources is assigned to a UN sponsored International Seabed Authority (ISA) but this remains disputed by several important countries including the United States. The establishment of the EEZs results in the enclosure to sovereign states of 90% of the world's catch fisheries and all of the hydrocarbon extraction activities [59].

Devolution of Power

Devolution of power to local councils has an important role in expressing community voices and providing community benefits. In the marine setting, an interesting example of devolution occurred in Shetland in 1974. The Shetland Islands Council won unique powers to control oil industry development through the Zetland County Council Act 1974. The local community translated their perceived rights of ownership of the marine environment to controlled rights over the marine space. Orkney followed suit gaining rights to manage their marine areas in response to the oil industry. This devolution of power could potentially serve as a model for coastal governance in the current renewable energy debate and is important to consider when looking at the context for consultation. The local powers that exist in Shetland act as a basis for negotiations and ensure that coastal communities receive a benefit. In Shetland, a Shetland Charitable Trust was set up with the oil revenues for the purpose of giving grants and loans to infrastructure, goods or services for the benefits of communities in Shetland. A similar system of coastal governance could be used for the renewable energy sector since there are parallels between the two situations that might allow community voices to be heard. However, the current framework of governance within marine spatial planning takes a more centralised approach. Consultation and wider participation will be important for hearing community voices.

Sources: [53], [172], [173]

Figure 2.4 Devolution of power and community rights

2.6.2 *Drivers for the development of Marine Spatial Planning (MSP)*

Initially, the main uses of the ocean were shipping, fisheries and security. Oil and gas exploitation and recreation emerged much later, generally post 1945. These former industries managed to co-exist for centuries without the need for formal planning. Globally there is a drive towards ocean industrialisation and expanding the Blue Economy as demand for marine resources increased and the technological capability to realise it develops. Energy and food security are priorities in the policy [60]. The Blue Economy

> "*Conceptualizes oceans as Development Spaces where spatial planning integrates conservation, sustainable use, oil and mineral wealth extraction*" [61].

However, some have argued that Blue Growth is driven from a capitalist perspective with no attention towards addressing social inequalities [62]. The European Union's Blue Growth Agenda aims to promote smart, sustainable and inclusive growth in European seas with a focus on blue energy, aquaculture, coastal and maritime tourism, blue biotechnology and seabed mining [28]. In Scotland specifically, industries expanding include aquaculture and marine renewable energy. These industries will be competing with existing uses such as fishing, oil and gas, archaeology, tourism and recreation.

Alongside this push for ocean industrialisation, there is a drive to conserve areas particularly important for biodiversity. Aiichi Target 11 states:

> *"By 2020 10% coastal and marine areas, especially areas of particular importance for biodiversity and ecosystem services, are conserved through effectively and equitably managed, ecologically representative and well connected systems of protected areas and other effective area-based conservation measures, and integrated into the wider landscapes and seascapes."* [63].

Despite conservation efforts and targets many species and habitats are in decline. The latest State of Nature report 2019 indicated a decline in 12 species of seabirds in the last 30 years by 38% on average in Scotland [64].

Increased ocean industrialisation and the drive for biodiversity conservation have led to two main types of conflict: conflict over incompatible ocean uses and conflict between humans and biodiversity [65]. There were concerns that degradation was occurring due to fragmentation in the marine environment and a lack of integration of policy [51]. Before marine spatial planning, the control over marine activities was mainly for each sector, with a lack of strategic oversight particularly in coastal zones. The health of the marine environment declined [52]. Previous governance measures of Marine Protected Areas (MPAs) and Integrated Coastal Zone Management (ICZM) were criticised for not providing frameworks for the operation of different industries in a holistic way [53]. Another rationale behind MSP claims to be the adoption of participatory planning to address the democratic deficit in marine governance. The values of all marine users were expected to be taken into account [62].

2.6.3   *The approach to MSP*

MSP was developed as an ecosystem-based approach to streamline different planning sectors and influence the location of human activities in place and time to minimize conflicts [8], [66]. Through balancing multiple objectives of economic, environmental and social needs MSP aims to achieve sustainable development using an integrated approach to management [21], [69]. A fundamental part of MSP theory is that it takes a participatory approach [2] as seen by a commonly used definition:

> *"...the public process of analysing and allocating the spatial and temporal distribution of human activities in marine areas to achieve ecological, economic and social objectives that are usually specified through a political process"* [67].

Stakeholder participation is an intrinsic part of the marine spatial planning process [15]. 'Front-loading' the MSP process by including stakeholders from the very beginning is recommended [67]. The benefits of stakeholder participation in MSP are well referred to in the literature (see Figure 2.2).

Good environmental governance is based on the principles of openness, **participation**, transparency and accountability [68]. MSP is based around these principles, including the concept that people have the right to be heard when the decisions being made directly concern them [8]. It aims to facilitate wide engagement with stakeholders whilst upholding democratic principles [69]. Understanding the influence of different stakeholder groups and the power balances between stakeholders is important for the legitimacy of marine governance decisions. Finding solutions for participation and power relationships is a challenge for marine governance [34]. Consultation has been a way of redistributing power within a governance system back to the public. However, some literature argues consultation is not enough to allow for effective governance and wider participation processes are needed [70].

2.7 MSP IN THE EUROPEAN CONTEXT AND THE ROLE OF PARTICIPATION

MSP is being advanced worldwide as a means to balance economic, environmental and social uses and deliver sustainable development [71]. This section will discuss MSP within the European context and the influence on the MSP framework in Scotland, including the role of consultation.

2.7.1 The Marine Strategy Framework Directive

The Marine Strategy Framework Directive was adopted by the EU in 2008. The aim was to integrate environmental protection into sustainable use. Member states were required to achieve Good Environmental Status (GES) in marine waters using an ecosystem approach and develop a Strategy. Under Article 19 of the Directive Member States were required to:

> *"Ensure that all interested parties are given early and effective opportunities to participate in the implementation of this Directive, involving, where possible, existing management bodies or structures."* [72]

The Directive contained requirements for consultation in the development of Member Strategies. Each Strategy was to be published and made available for public comment.

2.7.2   The EU's MSP Directive

In 2014, the EU Maritime Spatial Planning Directive (2014/89/EU) came into force. Under this Directive, Member States are required to develop a national maritime spatial plan, which must meet defined minimum standards by 2021. Legally, the MSP plans must be implemented using an ecosystem approach that considers the economic, social and environmental aspects. Participation and consultation are mentioned in Article 9 of this Directive:

> *"Member States shall establish means of public participation by informing all interested parties and by consulting the relevant stakeholders and authorities, and the public concerned, at an early stage in the development of maritime spatial plans, in accordance with relevant provisions established in Union legislation."*
> [73]

2.8   MSP IN THE SCOTTISH CONTEXT AND THE ROLE OF CONSULTATION

The development of new maritime industries in Scotland, such as renewable energy and aquaculture, have been key drivers in the early adoption of MSP. Scottish Government policy has been keen to exploit these new opportunities for employment and economic growth. Marine planning in Scotland has been influenced by EU, UK and Scottish Government policy. Figure 2.5 summarizes key policies and stages within marine planning in Scotland, from the EU level down to the development of Regional Marine Plans (RMP).

Figure 2.5 Development of MSP in Scotland

2.8.1 *The Marine and Coastal Act 2009*

The UK Marine and Coastal Act (2009) sets out legislation for the management of all coastal waters in England and Wales (0-200NM) and for offshore waters only in Scotland (12-200nM). The activities for a Marine Planning System are specified including the development of Marine Conservation Zones. Consultation is a feature of this Act. A statement of public participation (SPP) is required for each marine area developed, which must set out how and when stakeholders will be engaged in the marine planning process. The aim is to increase the transparency of the process to stakeholders and to help stakeholders understand their influence [74].

2.8.2 *Marine (Scotland) Act 2010*

In 2010 the Marine (Scotland) Act set out the legislation for the management of Scottish inshore waters to the limit of the territorial sea (0-12NM), managed through Marine Scotland. It set in motion the development of marine planning in Scotland, alongside streamlining the marine consenting process and the development of MPAs. Powers were given for the preparation of a National Marine Plan (NMP) and associated Regional Marine Plans (RMP). Within this Act, there is a requirement for the identification and participation of stakeholders and interested parties. Similarly to under the Marine and Coastal Act 2009, before preparing an NMP or RMP, Scottish ministers must publish an (SPP) which states when the consultation will take place, with whom and what form it will take [75]. The SPP states that Marine Scotland is committed to [76]:

- Involving all relevant stakeholders and members of the public in the development of policies that impact them.

- Arrangements for participation which are inclusive, clear and transparent.

- Communication is made through a range of formats which are clear and jargon-free.

- All representations being fully considered.

2.8.3 The National Marine Plan

In 2015 the NMP set out the overall framework for marine planning in Scotland and fulfils the requirements in the Marine (Scotland) Act and the UK Marine and Coastal Access Act. The overall vision is for Scottish seas to be clean, healthy, safe, productive and biologically diverse [23]. The NMP states that marine planning will be implemented locally through the development of 11 Regional Marine Plans (RMP)s. There are numerous references to consultation, and the importance of informed consultation is recognised for 'resolving potential competition and conflict'.

> *"Engagement with the public and other stakeholders should be appropriate, proportionate and meaningful. It should be undertaken as early as possible in planning and consenting processes, taking into account statutory pre-application consultation requirements where these apply, to enable a range of views to be fairly reflected".*

The NMP is being supported through the NMP Interactive online tool[1] which holds all information to assist with the development of RMPs. The interactive tool can help to encourage participation within MSP in Scotland through wider engagement.

Within each Marine Region, The NMP requires Scottish Ministers to appoint a 'delegate', who is responsible for drafting an RMP based on local needs and pressure. This delegate is known as a Marine Planning Partnership (MPPs). The MPP provision was drafted with the idea that it could be made up of a mix of regulators, stakeholders, planners, NGOs and scientists. In practice, this has not proved possible and in the Orkney case the Orkney Islands Council (OIC) will be the sole member of the MPP but with a group of specialist advisors. MPPs only have powers to advise, Scottish Ministers retain decision-making powers including publicising SPPs. MSP in Scotland, and in fact everywhere, is largely

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[1] https://marinescotland.atkinsgeospatial.com/nmpi/

a top-down management approach, with evidence of using markets but advised by participation based on consultation [77]. This differs from the situation on land, where powers are devolved to local authorities, even though there are appeal powers to ministers. On land private property rights are controlled for the public good [77].

> *"The emerging system of marine planning in Scotland is top-down from central government, with elements of a market led approach to allocate space (previously common space) for marine renewables and aquaculture"* [77]

2.9 PARTICIPATION AND BIODIVERSITY PROTECTION IN THE MARINE ENVIRONMENT

2.9.1 Governance of Marine Protected Areas (MPA)s

One way forward proposed for the governance of MPAs is through co-evolutionary, hierarchical governance [33]. This is where standards and requirements are set by the state necessary to fulfil strategic targets and local authorities have the devolved power to deliver these targets at the local level. The state can maintain oversight at a larger scale whilst including detail at the local level under this model. A combination of economic, legal and participative incentives have been proposed for MPAs governance frameworks to be successful and effective [78]. Several co-management approaches are being used to encourage stakeholder participation in MPA development. Co-management approaches require a balance of top-down and bottom-up approaches, whilst including stakeholder participation [33]. It has been suggested stakeholder involvement including local communities in MPA designation has been more common in tropical countries. In contrast, often MPA designation in developed countries follows a top-down process which is more controlled through central government. Even though the public is consulted, they only have a small influence on the final decision [79].

Figure 2.6 discusses consultation within types of MPA in the UK. There is a recognition that community-based and co-management approaches are important strategies for achieving sustainable management alongside marine conservation. For example, locally managed marine areas (LMMAs) are reliant on consultation with communities, and their success depends on clear objectives, good governance and perception of resource rights by communities [80]. It has been recognised that conservation without the engagement of local stakeholders is unjust and ineffective [81]. One factor leading to the success of

Marine Protected Areas was a high level of stakeholder participation [82] and lack of stakeholder engagement can be a reason for the failure of MPAs [79].

Figure 2.6 Consultation and MPAs in the UK

Consultation and MPAs in the UK

Consultation within SACs and SPAs	*Consultation within MCZs*
There are numerous types of marine protection within UK waters. Marine Special Areas for Conservation (SACs) and Special Protection Areas (SPAs) are the result of two important pieces of EU legislation, namely the Birds Directive and the Habitats Directive, collectively known as the Nature Directives. These pieces of legislation set out requirements for the protection of key bird species (SPAs) and important habitat areas (SACs). The designation process for these is very much driven by science (rationalist approach) and based on expert opinion Consultation does occur but SPAs and SACs can only be opposed from a scientific basis. Sources : [21], [78]	Marine Conservation Zones (MCZs) are a form of protected area in England that are much more flexible than SACs and SPAs. Although the design of MCZs is still driven by science, it has been suggested that stakeholder participation plays more of a role. The main steer is still through central government. The Marine and Coastal Access Act (2009) states that 'the appropriate authority must consult any persons who the appropriate authority thinks are likely to be interested in or affected by the making of the order'. However, in previously designated MCZs, stakeholders have expressed concerns that although they took part in consultations, the final decisions will be taken out of their hands and made according to scientific and political bodies. Many feel the process is still driven from the legal requirement and is more of a top-down approach. Sources: [78], [174], [78]

2.10   CURRENT TRENDS IN SOCIETY THAT INFLUENCE CONSULTATION

2.10.1 *Increasing enclosure of the marine environment*

Development and conservation are leading to the increased enclosure of the marine environment. Re-distribution of rights is occurring as economic activities in the sea expand, especially those requiring secure space such as aquaculture or renewable energy [57]. Areas designated for conservation are also limiting access to marine resources. There is the potential for increasing tensions with local communities through differing notions of ownership. When a new development (e.g. renewable energy) is suggested by

a developer, communities can feel that their rights are being infringed upon. If a developer fails to take into account this changing ownership it can quickly lead to conflict with communities [7]. Consultation is increasingly important to smooth the path of redistribution of rights with a degree of fairness and to mitigate the intensity of conflicts.

2.10.2 People care about the state of the environment

Since the 2000s, there has been a huge increase in awareness of the impact human activity has on the marine environment [33]. People are becoming more conscious of how their decisions impact the environment [83] creating the need for a social licence [84]. This concept reflects informal public expectations around decisions made by government and industry that affect natural resources [84].

2.10.3 Changes in society

The human population is becoming more connected and having an impact at larger scales. Since World War II it has been reported communities in the UK have become increasingly diverse, partly due to increased global connections, communication and ease of travel [14], [33]. This has led to a rise of communities of interest and lobbying groups. Multiple definitions of community exist [85]. People are expressing their values and political identities in new and different ways [83]. Over the last century, more traditional forms of participation have declined; there were interesting statistics in the literature around this. Since the 1970s, membership of trade unions has halved, but membership of interest groups has increased; one in ten adults are now a member of an environmental or conservation group [14]. Over a third of people that didn't vote were members or active in a charity community group or campaign organisation [83]. This is an important consideration for developers running consultations to reach out to all communities and interest groups. Not consulting these groups can have a huge negative impact on proposals; many interest groups have lobbying power through the media [14].

Lobbying and advocacy by campaign groups can have a huge impact on the development of policy. Several examples show the development of international policy influenced by the interactions of advocacy groups [86]. The influence of social media and technology has increased the ability of lobbying groups to reach wider audiences at the national and international level [14]. For example, in Scotland lobbying by COAST—a local NGO— on the isle of Arran led to the successful development of a Marine Protected Area in

Lamlash Bay. This is the only No Take Zone to have been designated in Scotland. The success in Arran is due in part to good community consultation. The MPA had local community support and was designed to meet local needs of fishing as well as conservation [79].

Community initiatives are important because community projects can help to build capacity and community-led campaigns can help to generate interest within the community about participation [87]. In addition to lobbying groups, there are a huge number of groups and initiatives that have been set up specifically looking at how to increase community voices and participation (see Table 10.2, Annex 10.2).

2.10.4 Shifting technologies

Changing and evolving technologies are increasing the ways for people to participate more informally [83]. Some literature argues technology has had the biggest impact on community involvement so far this century [14]. Online consultations can facilitate constructive dialogues, share appropriate information and build relationships. No one single technique for consultation will always be the best, but online consultations represent a new range of techniques to help improve participation [88]. Given the situation in 2020 from Covid-19 limiting face-to-face contact, the use of online technology for consultations has been essential.

Benefits of online consultation claim to be wider and more representative engagement and better planning [89]. The process can generate quicker feedback and it is more efficient and cost-effective. Social constraints faced by people at public meetings can be removed; people might feel more comfortable in sharing their thoughts and opinions [90]. People can participate at their convenience at any time of day from wherever they like, which might help to increase the variety of people taking part in the consultation [88]. Groups that might not attend public events can be reached, and the efficiency of the analysis process and ease of providing feedback is increased [91]. Consultations can be more widely promoted through social media, and more easily moderated throughout the process [14].

It has been suggested that whilst the internet can supply up to 90% of stakeholder information for a consultation, face to face contact is always beneficial for the last 10%

[14]. Discussion between the public and organisations running consultations is an important part of the consultation process. Mutual respect can be created, shifting power balances and improving trust. Some research has argued that with online consultations the quality of meaningful interactions between the developer and public is reduced lacking the emotional connections of face-to-face meetings [91]; often the officials themselves will not take part in the online consultation undermining the dynamic of the consultation process [90]. Some suggestions have been made to help ensure online platforms are used in consultation effectively. These include stating clearly how arguments and comments from citizens will be selected and implemented; make sure the process is transparent; and have management of the system to monitor the quality and relevance of responses [89].

2.11 CONCLUSION

The main drivers and rationale for the development of consultation within land and marine planning—processes that impact resource use—have been discussed, answering Research question 1 on page 7. Both top-down and bottom-up drivers have contributed to the inclusion of participation in planning. In land and marine planning key themes can be drawn out. These include shifting the power balance back towards communities alongside helping communities to create a sense of ownership over local decisions that occur in their areas. Trust is fundamental to the consultation process, acting as a driver for the development of consultation. It is also one of the reasons consultations fail, as discussed in the next Chapter 3. Participation is seen as a part of democracy and is needed for legitimate decisions. Consultation is now a statutory requirement in both the land and marine planning decision-making process. Changes in society are continuing to alter the context for consultation. Trends towards inclusive approaches and consultation can be expected to continue, and might increase in importance as more complex trade-offs and decisions have to be made regarding resource use [92]. It becomes even more important to understand what communities' value and to understand what trade-offs they are willing to see regarding resource use. To be able to successfully determine community values, an understanding of community opinions towards consultation and the effective methods is needed.

CHAPTER 3 – LITERATURE REVIEW PART 2 – CHALLENGES AND SOLUTIONS IN CONSULTATION

3.1 CHALLENGES AND ISSUES IN CONSULTATION

3.1.1 Lack of support for meaningful consultation

"Consultation will never work well if the public's view of those who will ultimately decide is so jaundiced that they refuse to devote their time and treasure to seek to influence them" [13]

Politicians can give the impression of not valuing consultation. In the UK a study of consultations from local government indicated elected officials in only a few Councils took part in the consultation [13]. It is not clear in how many or which Councils involved elected officials or when this study occurred. At the national level in the UK Parliament, it has been observed that there is no all-party group for consultation despite a range of groups existing on other topics [13]. This gives the impression that consultation is not a key component of the current decision-making process. Politicians argue their job is to understand public views, therefore consultations are not necessary. The very nature of consultation is about understanding the views of the public and using this information to inform decision-making. If public trust in elected officials is low, consultation will never be seen as a credible, worthwhile process by the public [13]. Lack of commitment from politicians, combined with widespread distrust of politicians by the public are reasons given for why consultation fails [13]. There is also the concern fragmented policy around participation acts as a barrier for effective engagement [93].

3.1.2 No impact of consultation

3.1.2.1 Tokenistic consultation

Consultations that meet the legal requirements as a bare minimum cannot meet the standard of more meaningful engagement [94]. When consultation is seen as a requirement, it can be viewed as just another part of the process to tick off for progressing to the next stage [87]. If consultations are viewed as part of a marketing or personal relations campaign they will be less effective in gaining public support [30]. To be successful, consultation must not be viewed as a bolt-on part of the process. The public must feel the consultation process is an important step in decision-making.

3.1.2.2 Lack of transparency

Failure to properly plan a consultation can lead to a lack of clarity about the overall purpose. When no clear plan is in place for a consultation it can create public confusion, particularly if the overall vision, objectives and use of results are obscure [14]. Lack of clarity can act as a fundamental barrier to participation [30] because it leads to a lack of transparency in the process. Knock-on consequences include discouraging people from taking part, especially if it appears the consultation process is a waste of time.

3.1.2.3 Poor timing of consultation

A key aspect of planning consultation, crucial to success, is the timing of the consultation. If the consultation is conducted very late in the process it can appear to be very one-sided. Attendees believe that a decision has already been made therefore see little point in the process [11]. The meeting appears tokenistic, required by law but with no real intention of using the outcomes of the consultation to influence the development process [8].

> *"Lack of consultation by the developer at an early stage led to an immediate sense of threat among the local community and they felt that the only response was complete opposition"* [87].

3.1.2.4 No change to final policy or decision

One of the major concerns around a badly run consultation is that it can lead to policies gaining legitimacy even though the public might not have had any impact on the policy [11], [95]. If consultation is used to legitimize decisions already finalised or to add the appearance of democracy it leads to distrust. The public feel consultation does not lead to genuine participation in decision-making, or lead to improved decisions made based on local information [94].

3.1.2.5 Consultation fatigue

When consultation gets a bad reputation–such as having little value and appearing tokenistic–it can put people off attending. This is even more true when a big time commitment is required [94]. A large number of inefficient consultations lead to consultation fatigue.

> *"Consultation fatigue arises as people are approached more and more often to participate, but perceive little return on the time and energy they give up to do so"* [11].

Consultation fatigue is caused by the huge number of requests for feedback, poor quality of processes of previous consultations, or the apparent lack of impact on policy decisions [8], [9]. People become cynical about the value of consultation. So many different organisations and disciplines are now carrying out consultations, there is the risk people feel they are asked the same questions repeatedly in different consultations. There appears to be no coordination of multiple consultations within a community [1].

3.1.3   The challenge of representative samples

3.1.3.1   Deciding which groups will participate can be difficult

It is widely recognised that consulting everyone on their views is an unfeasible task. All relevant stakeholders that will be impacted must be identified to take part in a consultation. The core of the issue in sample selection is ensuring overall public views are captured without introducing bias. Even if the demographic profile of respondents to a consultation matches that of the target population, participants are self-selected. The sample of the population will not truly be random [13]. People with objections are more likely to take part. Consultation reports are influenced: they may appear very negative or positive which might not truly reflect the actual views of the general public [13]. The number of responses is not necessarily a reflection of the quality of the consultation; a consultation with relevant, wide-ranging views and a small number of responses can be of great value.

3.1.3.2   Power imbalance between stakeholders should be recognised

There is a risk that methods for stakeholder identification favour those with vested interests [8]. Sometimes consultation can reinforce existing power gaps between stakeholders, potentially actively discouraging minority groups from expressing their opinions [9]. Well organised, powerful stakeholder groups are likely to have louder voices and to get their way with developers [30], [94]. It has been suggested that organised groups with specific and narrow interests will always take priority over broad interests represented by the public [96]. If decisions are influenced by powerful groups there is a risk those decisions will be selfish and made from uninformed positions [29]. Inequalities already existing within society mean that participation processes will remain unequal because people continue to have different access to resources [97]. Understanding the complexity around which groups within society might be disadvantaged and the reasons behind this is tough. Some groups in society such as those

facing racial discrimination, people with disabilities and frequently women as a whole are unlikely to have equal opportunities to participate [97].

3.1.3.3 Accessing marginal, 'hard-to-reach' or 'seldom-heard' groups is a common challenge

People living in poverty, living in deprived areas and who are less well educated might be less likely to take part in consultation activities or to get involved in their local community [30], [97]. The term 'easy-to-ignore' now more widely recognised as appropriate over 'hard-to-reach' because it acknowledges the fact that there are complex and varying reasons as to why these groups do not participate in consultations. Reasons can include geographic position, social status, or other forms of discrimination. Often these groups are ignored because tackling the range of barriers these people face to allow participation is very difficult [97].

Conversely, community members that are actively engaged in consultations, and regularly participate can be branded as the 'usual suspects'. This group that regularly attends consultations can often have their opinions dismissed as not representative [30]. The proportion of the population who do not engage in the consultation process and express no strong views have been termed the 'silent majority' [14].

3.1.4 Poorly designed consultations

3.1.4.1 Consultation methods used impact on the outcome

The methods used in the consultation process can lead to conflict between different users creating 'us versus them' situations between community members and developers [94]. Traditional methods of engagement, such as public meetings can sometimes lead to a one-way flow of information from the developer to the public. Inappropriate use of methods in certain contexts might not encourage discussions. A sense of unfairness can be created within the consultation process [94]. Two types of problems could exist with methods. First, the method itself was not appropriate for the situation and second, that the method was not well implemented. No one method will always be the best choice. What works best will depend on carefully considering the situation; the target audience and what the consultation is trying to achieve.

3.1.4.2   Practical challenges: lack of resources and funding

Consultations can face a lack of funding and resources such as staff time [11]. Budgeting for consultation is tough and there is limited evidence to show an evaluation of actual costs of participation [29]. Consultation can be time-consuming to the developers, and often benefits of the process are not of monetary value and can accrue over different time scales to the monetary costs [29]. Budgets for consultation can therefore be hard to justify [11]. Budget and resource allocation can be low as planners take a cautious approach to engagement with communities to prevent over-promising [1]. Practical barriers can exist that prevent consultation from working effectively. The venue for consultation impacts on attendees. Some venues may appear threatening and discourage the attendance of certain stakeholders [35].

3.1.4.3   Poor information

Inability to access understandable, trustworthy information is an issue within consultation [98]. Specifically, the use of inconsistent terminology and jargon phrases can act as a barrier, discouraging participation. The language used in the information provided and the apparent trustworthiness of this information is very important for the success of consultations [30].

3.1.5   Managing expectations

Expectations of people attending consultations must be managed. Not doing this can lead to raised hopes and ambitions of the public on issues which are not possible to deliver in practice. When no delivery then occurs it increases distrust and lack of enthusiasm to participate [11]. One of the reasons why consultations might be seen as tokenistic is because politicians make too many overly optimistic promises about the extent to which the public can influence a decision [13]. Sometimes marketing that aims to encourage large numbers to participate can be overenthusiastic and promise more than the consultation can achieve [29]. Setting out clear objectives with a clear framework for the consultation can help everyone to understand the limits and manage expectations. Managing expectations is particularly relevant for decision-making within environmental issues. Decisions here are often complex, and the public might not have full control over the final decision because often existing statutory objectives are in place for achieving particular outcomes [11].

3.1.6 *Distrust of the consultation process*

Sometimes a badly run consultation can be worse than no consultation. A bad consultation can destroy social capital in a community; create a lack of trust; increase anger; divide communities and lead to greater conflict [29]. Other factors contributing to mistrust include:

- No obvious benefits of taking part in the consultation
- Poor communication around the consultations
- Information provided given no consideration

It becomes hard for people to put time into the decision-making process when there is no trust [87]. To demonstrate this, one study conducted in the US on a consultation regarding the development of offshore windfarms suggested that participants have unaccepting views of the development because of loss of trust in the process, rather than opposing the planned development. The success or failure of a project was tied to the participant's experience of engagement and whether it was meaningful. This linked to building relationships with the developers and maintaining trust [99].

3.2 THE STATE OF CONSULTATION WITHIN MARINE SPATIAL PLANNING

> *"Recent academic evaluations of participation in MSP portray the process as being implemented in a top-down, tokenistic manner, wherein local actors struggle to be valued within decision-making processes"* [62]

Criticisms of consultations on land and marine planning are similar, including that the process favours the interests of powerful stakeholder groups leading to public distrust [8]. Despite the aims of MSP to be a participatory process, there have been concerns that MSP is only advancing interests of stakeholders with louder, more powerful voices [15], [35], [62]. These stakeholders will have more resources to voice opinions [15]. Some research goes one step further to suggest that voices considered experts hold a higher value within MSP, creating a view of the planning process being led by elites [51].

The rationale of the participatory approach of MSP is being called into question. There is a worry that MSP is being used to promote a 'neoliberal market-based approach' that restricts other views through the imbalance of power between stakeholders [62]. It has been claimed the same power dynamics exist within this planning system as previous systems, just 'repackaged' in a different format [62]. Powerful stakeholders can use

consultation as a way of securing the legitimacy of decisions [62]. Poor communication, timing, and lack of detail around the benefits and losses that might happen during the process are some of the reasons leading to the exclusion of stakeholders from the process [35].

The timing of consultations in marine planning has been criticised. Often small groups of select stakeholders set the priorities for planning at an early stage. Public input through consultations at a late stage then has little impact on the decision [8]. In the development of the National Marine Plan (NMP) for Scotland, it has been suggested in the literature the initial workshops had a high representation of those protecting their economic interests compared to other interest groups, such as coastal communities [15]. Consultation fatigue and lack of efficiency in the process are other criticisms of MSP within Scotland [8]. Overall, it has been proposed the marine planning system in Scotland is a clearly defined top-down process but it does not really engage with local communities [77].

3.3 CONSULTATION AND LAND PLANNING IN SCOTLAND

In 2016 the Scottish Government conducted an independent review of the Scottish Planning system [100]. The effectiveness of consultations with communities was examined. Overall,

> *"The evidence shows that the planning system is not yet effective in engaging, let alone empowering, communities."*

Criticisms of the planning system included consultation was a 'tick-box' exercise which did not have value leading to distrust of developers. Communities felt they were not listened to, partly due to the lack of feedback as a result of consultations. Repeated planning applications led to feelings of consultation fatigue, with communities expressing limited resources available to get involved. Time and resource constraints were leading to minimal consultation rather than more meaningful forms of engagement [100]. Encouraging the inclusion and empowerment of communities was a recommendation of the review. The criticisms of consultation in this review are similar to those expressed previously by the Scottish Government (see Figure 3.1).

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Criticisms of consultation in Scotland

Concerns about the current engagement process in Scotland have led to the inclusion of a commitment *'to provide a framework that support systemic change in Scottish Government to improve the way people are able to take part in open policymaking and service delivery'* within the recent Scottish Open Government Action Plan. Issues voiced about consultation included:

- Inconsistency in approaches and a lack of feedback, leaving people unsure of what happens to their input.
- Too much reliance on a small group of stakeholders to feed into the process, rather than seeking to involve the wider public. This can lead to a feeling of consultation fatigue with this group of stakeholders.
- There seems to be too much reliance on formal consultation mechanisms, and these often occur at a point when options have already narrowed.
- Consultation documents are too long and complex. They are unsuitable for people less familiar with the topic areas.
- There is insufficient use of participatory approaches that provide clear information and opportunity to deliberate options.
- Consultation does not occur early enough in the development processes.
- There is insufficient accessibility support to help ensure that a wide range of people can participate fully and ensure people's time is properly valued.

Source: [101]

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Figure 3.1 Criticisms of consultation in Scotland

3.4 PUBLIC OPINION OF CONSULTATION

3.4.1 Why it matters

Understanding public opinions towards consultation is hugely important in determining the effectiveness of consultations. It can give an understanding of which methods might be more appropriate in different areas and help guide future trends in consultation. Most of the literature seems to focus more on evaluating the effectiveness of consultation from the developer or organiser's point of view. It has not been a major focus area of government, or within the literature.

> *"Despite significant changes in public attitudes and the nature of society, government has not sought to comprehensively understand the views of the key end-users of the planning system: the wider public"* [102]

Research studies have suggested there is a lack of literature looking critically at what people think of consultations, or that evaluate consultations from the participant point of view [103]. This next section discusses some of the literature that is available around public opinion to consultation.

3.4.2 Public opinion on effective consultations

Although the public holds a wide range of views for what makes consultation effective, common points of agreement exist. They include the need to involve all stakeholders, share information and have meaningful engagement [103]. Different opinions towards consultations have shown to vary around five points and there were dramatic differences in opinion between participants expressing these. In summary, people felt the process should [104]:

1. Be legitimate
2. Promote a search for common values
3. Meet democratic principles such as fairness and equality
4. Promote equal power among all participants and viewpoints
5. Encourage responsible leadership

3.4.3 Public opinion of participation in Scotland

In Scotland, a review of public attitudes to participation was conducted through a questionnaire of 1000 adults across Scotland by the Scottish Executive Social Research [105]. While the report does not detail any methodology, results proved interesting. One aim of the project was to measure was attitudes towards consultation and participation. Table 3.1 shows the willingness of people to participate. Among the study's findings:

- Rural respondents are more likely to be involved in community or voluntary groups and to be better informed about the work of the community representatives.

- Young people were less likely to have been involved in any activity or campaigns aimed at influencing decision-making.

- People who lived in more deprived areas were less involved in decision-making.

- Two thirds of everyone questioned agreed there was no point participating as the decisions have already been made; consultation was a 'tick-box' exercise.

Reasons given for participating in decision-making included strong feelings about the issue; the feeling that it makes a difference; wanting to feel part of the process; disagreeing with government proposals; moral/religious convictions and pressure and influence from friends and family. The study concludes the main barriers towards participation to be a lack of awareness about the opportunities to participate and scepticism at the value of consultation [105].

How willing are people to participate?	
4 -9%	'Not interested in what institutions were doing or whether they did their jobs'
16 – 20%	'Not interested in what the institution was doing as long as they did their job'
35 – 40%	'Would like to know what the institution does but were happy to let them get on with their jobs
14 – 24%	'Would like to have more say in what the institution does and how it does its job'

Table 3.1 The extent to which people surveyed were willing to participate [105]

3.4.4 *Barriers to participation in the UK*

Attitudes of the public towards consultation using focus groups in eleven different local Council areas was examined by another study. The exact Council areas are not specified. They found that the main barriers to people getting involved in participation were negative views towards the local authorities; a lack of awareness about opportunities to participate; a lack of council response and issues around social exclusion with people feeling that participation was not for 'people like me' [106]. Organisers such as Council members and the public had differing views on methods for consultation such as public meetings. Some council members felt public meetings accurately captured people's views, whereas the public felt that decisions at public meetings had already been made [106].

3.4.5 *Drivers and motivations in MSP engagement*

The Marine Management Organisation (MMO)–the licensing body responsible for coordinating marine spatial planning in England–recently conducted a study to understand the main motivations and drivers for engagement in the marine planning process. Overall, the main spur to engagement was how much the outcome of marine plans will affect stakeholder interests. Another important factor was the extent to which people found communications and information around the engagement process useful. Around 25% expressed the feeling of frustration with the marine planning process [107]. The main barriers to participation were:

- Lack of understanding of the process
- Use of jargon
- Consultation fatigue, particularly around large quantities information people were expected to look at

- Concerns around transparency—Stakeholders did not understand who was making the decisions or how these decisions were made.

- Bias towards louder stakeholder groups

- Preconceptions about organisations (MMO in this case) running the consultation.

3.4.6 *Marine renewable energy, consultation and fishermen*

Several studies have looked at attitudes towards consultation in a marine renewable energy context. One paper concluded that offshore wind would be better managed if more extensive consultation took place [108]. Studies conducted in different locations (UK and Ireland) show certain key themes in the attitudes of fishermen to consultation. A common issue was the feeling of not being involved in the decision-making process and that the consultations were a tick-box exercise. There was concern that because of government support in favour of the development of offshore wind farms there was no point to the consultation [108]. In Ireland, 78% of fishermen surveyed indicated they disagreed with the idea that they had been involved in the decision-making process [6]. In Northern Ireland, there was a feeling of frustration that participation opportunities were not accessible and meetings were often at inappropriate times [109]. There was variation within studies as to whether fishermen accepted consultations as having value. This opinion was influenced by the timing and frequency of when individual consultation meetings occurred and the timeframe for the overall consultation [6]. In some cases, concerns were raised that the consultation process was too short to respond to properly. Power imbalance between developers and fishermen was suggested, with developers seen to have more power than fishermen. Further lack of trust within the consultation process was created [108].

3.5 DEVELOPMENT OF CONSULTATION METHODS

Participatory methods developed in a range of different disciplines including NGOs, social research, market research and governmental bodies. Parallel development of methods means that limited opportunities for learning and sharing between sectors have occurred [87]. The Community Voice Method (CVM) example (Page 44) explores the development of a method to overcome challenges to consultation.

3.5.1 Shifting towards early engagement

Since 2000, methods for consultation have diverged to include the use of online tools as well as public meetings [14]. The concept of participatory planning has been introduced. This is where techniques focus more on pre-engagement research and training for community members, with the final results and plans being shared for further consultation [14]. Consultation methods with early engagement aim to build trust and create a sense of ownership within communities [14].

Another way this shift has been described is from 'DAD' to 'EDD', where DAD stands for 'decide, announce and defend' and EDD stands for 'engage, deliberate, decide'. With DAD, typically fewer people are involved, and normally experts decide on the outcomes and present them to the public in the consultation. Alternatively, EDD aims to consider a range of social factors alongside expert opinions and to involve many people in the decision-making process [110]. The techniques being developed are reflecting the shift towards seeing participants as fundamental to building knowledge and influencing the process [93].
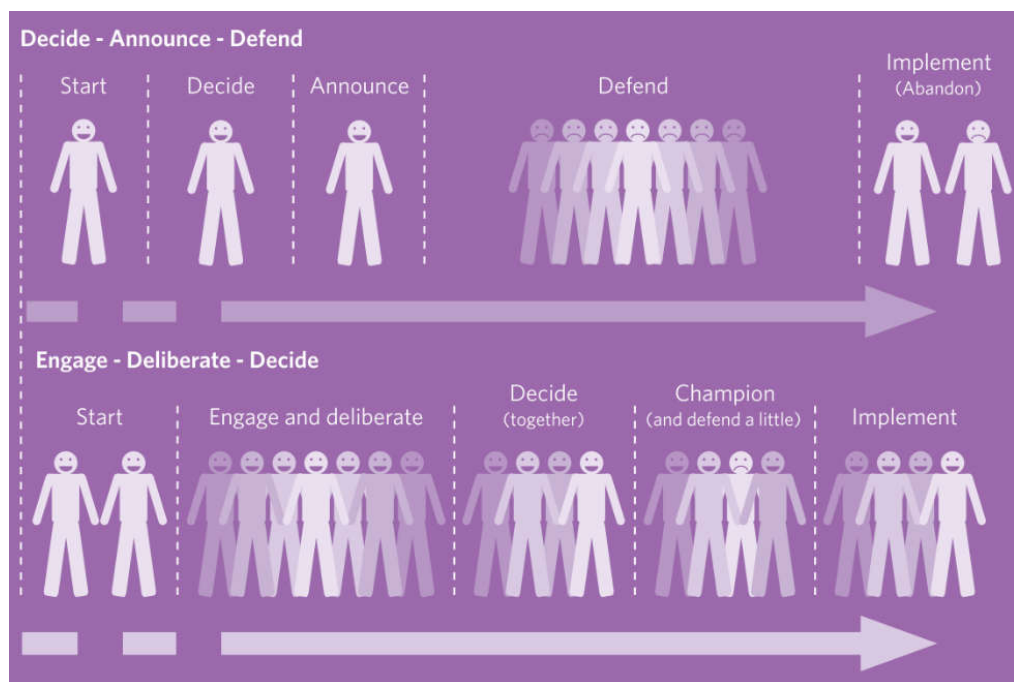

Figure 3.2 The DAD and EDD processes Source: [109]

3.5.2 The variety of methods

There are now several places collating a range of different participatory methods. Websites are developing worldwide databases of methods, providing case studies for how

methods are used[2]. Charities such as Involve have developed searchable databases of methods[3] and the Scottish Health Council have produced a user-friendly guide of participation techniques [111]. Looking at these three examples, there is an overlap between the methods listed for consultation, but often similar methods can be named differently in between the sources. The classification of each method under a type of participation also differs. A few existing databases used the classification from the International Association of Public Participation (see 1.1). Which method falls under which category of participation seems to be slightly subjective and will depend on how the method is implemented in practice. Participatory methods are constantly adapting to changing cultural contexts, as evidenced by the development of Covid-19 appropriate consultation method sections within existing databases.

Annex 10.3 shows a summary of consultation methods. The variety of methods is shown along with generalised advantages and disadvantages of each technique. Overlap between methods exist. It is meant to demonstrate the variety of methods in use and to show the complexity in classifying them. Importantly the advantages and disadvantages of a particular method will also depend on how it is applied in practice and on the particular local context where it is used [112]. In order to be successful methods must be adapted to the decision-making context including the socio-cultural and environmental situation [9]. At varying stages of a particular project, different methods of consultation will be appropriate [11].

3.6 COMMUNITY VOICE METHOD (CVM) IN DETAIL

CVM was developed in North Carolina as an alternative technique to traditional consultation methods such as public meetings. It aims to overcome some of the main challenges that occur within decision-making through participatory planning and the use of film.

3.6.1 Rationale behind CVM development

The inventors of CVM–Gabriel Cumming and Carla Norwood–developed the method in response to increasing conflict between stakeholders at public meetings. Public trust was

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[2] https://participedia.net/

[3] https://www.involve.org.uk/resources/methods

eroded leading to degradation of the surrounding environment in North Carolina [113]. The issues stated with the public meetings are similar to those described above with consultation generally. Public meetings were creating conflict between stakeholders, which was exacerbated through poor communication by the organisers. Low quality, difficult to understand information resulted in the public having a low understanding of the specific decisions being made. These factors lead to high levels of public mistrust and polarised public debates where stakeholders were not given the opportunity to listen to each other and to express their opinions [22]. It was felt traditional consultations methods did not address local environmental management issues.

3.6.2 Overcoming the challenges

CVM aims to overcome these challenges by providing participants with trustworthy information and creating situations that establish constructive and ongoing dialogues. It aims to improve the capacity of stakeholders in decision-making [22]. The main two challenges addressed through CVM are: including a diverse range of stakeholders and allowing for multiple forms of expression through the use of film. The logic behind the development of CVM fits in with other opinions in the literature that consultation needs to include mechanisms that allow for more dialogue and solutions between different communities to occur [13].

3.6.3 CVM has three main stages

In stage one, stakeholders representing a wide range of views are selected. The selection process often involves peer referral and snowball sampling. One-to-one or two-to-one filmed semi-structured interviews are conducted around the topic of interest. The transcripts from the interviews are then analysed and coded into themes. A film is created based on the analysis that is composed of interview clips and shows all themes expressed by interviewees. Focus groups with stakeholders are used to review the first film draft to check the analysis for accuracy in how views are represented. After any changes to the film have been made, it is shown at public meetings where a wider audience is invited to participate. At these public meetings, small groups are often used to have discussions around the issues in the film as a way of encouraging more people to express their opinions [22].
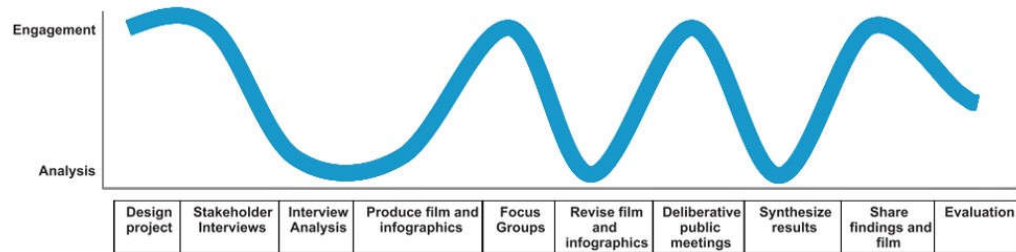
Figure 3.3 The iterative process of CVM, with multiple rounds of community engagement. Source:
[22]

3.6.4   *Encouraging conversations around shared values*

CVM aims to inspire people to discuss the shared values they have for a particular place and move away from more polarised debates [113]. The method relies on the use of local voices in the film to represent and integrate all views within the community. The film acts as a source of information that can be shared at public meetings to assist with decision-making. It aims to shift power from developers towards the community within public meetings, particularly regarding problems with environmental management. People are encouraged to listen to everyone's views and any shared values are highlighted. The goal is to narrow the gap between local knowledge and expert knowledge [114]. The iterative nature of the CVM process (see Figure 3.3) allows people to check that voices have been captured accurately and maintains ongoing relationships with stakeholders. The process helps to empower communities and to build trust in the consultation process [115].

The five main benefits of CVM according to its developers:

1. The opening presentation is delivered through stakeholders, which shifts power to stakeholders. The film conveys inherent respect of everyone's views.
2. The film can represent a diverse range of opinions and gives all views equal weighting. This can help to remove the issue of only the loudest voices being heard during meetings.
3. The information is presented in an accessible way that is relevant to the local community.
4. The film can help people to challenge any judgements they might have had.
5. The film can encourage reflection and allow people to discuss complex issues in a more inclusive way.

Figure 3.4 Benefits of using film in CVM

3.6.5   *CVM helps communities describe their sense of place*

Communities can have a strong sense of place. Recognising the importance of community sense of place can determine whether a consultation is successful or not.

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Sometimes developers can fail to understand the importance of the cultural and physical sense of place, leading to negative consequences in the consultation and overall planning process [14]. The CVM process helps communities to describe their sense of place of a particular area. During CVM information is captured through filming interviewees in locations where they feel comfortable. Using a variety of locations helps to create a sense of place.

3.6.6 Participatory research

How to capture all opinions and views within a community remains a constant challenge for stakeholders. The approach used in CVM is to include all view through a period of 'participatory research' in the film production. Participatory research is about involving people directly in the research. In doing so it generates new knowledge and helps to drive change [22]. In other words, it is an important part of delivering quality results that can be accessed easily and understood by all stakeholders. The argument is that using participatory research within CVM aims to improve the accuracy of analysis, and helps to reassure stakeholders their views have been considered [22]. The filmed interviews demonstrate a willingness to listen and incorporate a wide range of views within the process.

3.6.7 Evidence CVM works in practice

In the original CVM meeting in North Carolina, 89% of respondents stated the film succeeded in "representing all different perspectives" and 98.5% agreed the CVM process had been effective in helping people talk about changes in the landscape [22]. Similarly, in another CVM example used to understand values around Marine Protected Areas, participants indicated that 80% were happy their views had been heard, and 74% indicated the film was well received [116]. This would suggest that CVM works in practice as well as in theory. However, it is important to note that in these examples, it is the researcher conducting the evaluation process. Whilst this offers valuable insights it also has the potential to be biased in favour of the CVM technique. In addition, participants who were willing to take part in the process might be more likely to positively respond to the evaluation.

3.6.8 Bias in filmed interviews

Conducting a filmed interview can be quite an intense process and not all stakeholders might agree to be filmed. It may favour those that are confident and articulate. One study using CVM has suggested that camera shyness influenced responses and it was harder to

recruit women and young people [114]. Marine Conservation Society (MCS) recently used CVM in their project titled 'Common Ground'. The project worked with the Eastern Inshore Fisheries and Conservation Authority (EICFA) who aimed to reach a diverse range of stakeholders and emphasize the values that connect people in the area, using this connection to the area to implement appropriate management. MCS noted that not everyone that was approached in this project agreed to be interviewed. The final sample for interviews was more bias towards men and older people [117].

3.6.9   Fairness of filming selected stakeholders

Another potential limitation not discussed in the CVM literature is the opportunity for all stakeholders to participate in the filming process. Currently, a sample of participants is chosen, normally by snowballing sampling. It is unclear whether a sampling technique based on recommendations would lead to a wide variety of views. There is the question of whether everyone should be given an equal opportunity to participate in the filmed interviews. Other studies have indicated that stakeholders not included in more informal engagement processes felt their voices were left out [99] and it is not clear whether this applies to the CVM process. Whether people attended public meetings who had not taken part in the filming process felt left out is not mentioned.

3.6.10   Representation (or not) at public meetings

Whilst the creation of the film is a key part of this process, the opportunity for discussion and wider participation in the CVM process is reliant on the public meetings where the film is shown. In the workshop attendance for the Common Ground project, more people attended than had taken part in interviews [117], but it was not clear how representative this group was of stakeholders in the area. Overall feedback from the public meetings described in the report was generally positive [117].

3.6.11   Uses for CVM

Although CVM was originally developed to address challenges in land use planning, it has been used in several different situations that aimed to understand people's values regarding environmental issues [114], [115]. In particular, CVM has been used to understand values of a particular place, and cultural values people might hold of that place [114], [117]. The original developers of CVM have suggested that it is useful in situations

where an issue is contentious and hard to discuss in a reasoned way; when an issue has never been addressed by the community in an organized way and when some or all stakeholders are marginalised or feel like they are excluded [113]. CVM is a method that claims to be highly adaptable and can be effective at facilitating stakeholder participation in decision-making around environmental land use [116]. No consultation method will be 100% perfect at capturing all views, but from the literature it appears CVM is taking a step in the right direction to address certain challenges. Whilst CVM works in theory and there are some examples of participant reported successes, it ultimately depends on the context of where it is carried out. Representative attendance at workshops and during the filming process appear crucial to the success of CVM.

3.7   BEST PRACTICES FOR CONSULTATION

3.7.1   *Examples of best practice*

It has been suggested that more research is needed into the effectiveness of consultations [13]. In the literature, there are multiple guides and recommendations around best practices for consultations [1]. Table 3.2 is a summary of the best practices for consultation from different literature sources. When examining Table 3.2 it is clear that there is an overlap between the recommended best practices, despite the difference in years from when the sources were published (from 2005 – 2018). The best practices remain similar even in different contexts, and also for both in marine and land planning. They appear to be independent of the method used, often noting that the methods must be chosen appropriately to the context. Best practices apply to different forms of participation. A last point of interest is that only one source (The Consultation Institute) in the Table mentioned anything about including evaluation as part of the best practice. Not much detail was provided around best practices for data analysis, or any follow up after the participation event. Perhaps this is because the analysis would be so varied. It would be hard to generalise and suggest universal best practices for this.

Table 3.2 Examples of best practice guidance within the literature

Source						
[118]	[14]	[93]	[9]	[87]	[107]	Consultation Institute [119]

Inclusiveness: engage with everyone locally including hard-to-reach groups	Strategic, well researched and based on firm objectives	Education of participants through providing accessible information about issues and choices	Needs to be underpinned by a philosophy that emphasizes empowerment, equity, trust and learning	The purpose of the participation event is to make a difference and achieve change	Creation of a two-way sense of dialogue between public and people running consultations	Consultations should be efficient and meaningful
Manages expectations of participants	Two-way flows of information between developers and community	Does not introduce bias and frames the issues from a neutral perspective	Engagement should be considered as early as possible in the process	Participation should be voluntary with people choosing to participate	Informing and well-timed	There needs to be a consultation strategy
The consultation is transparent with good communication	Responsive: ongoing involvement with the public	Achieves diversity and involves a balanced demographic	All relevant stakeholders should be analysed and fairly represented	The process is transparent, honest and clear	Demonstrate balance, integrity and objectivity	Gains a thorough understanding of target consultees especially hard to reach groups. This could be achieved through meeting with community involvement officers
Avoids predetermining outcomes	Genuine: the consultation is honest, transparent and open, with realistic objectives, communicating the purpose of consultation	Achieves commitment from decision-makers to engage in the process	There is a need for clear objectives in the process, stakeholders must agree on these objectives	There are adequate resources to manage the process well	The process should be transparent and accessible	How responses to consultation will be used should be determined at the start of the process

Contains joined up participation strategies	Engaging: there is a positive approach that takes into account the different groups within a community	Supports quality deliberation and facilitates high-quality discussion that ensures all voices are heard	Appropriate methods should be used that take into account the objectives, participants and context	Attended by appropriate participants	Gives due recognition	A consultation mandate should be drafted
There are links to democratic processes	The consultation forms constructive relationships with the community	Demonstrates the consensus of the public	There needs to be highly skilled facilitation to conduct the consultation	There is accountability for everyone involved	Encourages a sense of equality and inclusivity	The consultation should be held early in the process
Balances conflicting views through breadth and depth of views	Use of clear language	Allows for and supports sustained involvement	Local and scientific knowledge should be integrated	There are equal balances of power to achieve goals	A clear explanation should be provided for how the consultation fits into wider planning schemes	A range of different tactics should be used to encourage people to take part,
Makes effective use of available resources	Consultation occurs early in the process to allow ample time to develop a strategy		Participation should be institutionalised	The process allows for learning and development		Use a combination of qualitative and quantitative research techniques
Offers training for everyone	Informative consultation					Provide appropriate information that is free from jargon and that enables the public to make an informed choice

Encourages thinking in different ways	Understand public expectations and make sure to manage expectations and set realistic targets		52			Evaluate the consultation
Balances speed and inclusivity	There is the need to understand the context and the factors that are likely to influence a communities' opinion					Provide feedback to the people who took part
	Visible and accessible consultation					

3.7.2 A fifth Gunning Principle

It has been recognised in the literature that consultors have specific duties when running consultations. Those taking part in consultations have rights as set out under the Aarhus Convention (see 2.2.1.2). Figure 3.5 describes these rights and duties. The Gunning Principles set out the required standard for a consultation, but it has been suggested that even if a consultation satisfies the Gunning Principles (see 2.4.1), it is not necessarily achieving best practice. One source proposed that the 'duty to engage' should be included as a fifth Gunning Principle [13]:

> "*A reasonable and proportionate attempt should have been made to engage with and obtain the views of stakeholders with a significant interest in the issue.*"

Duties and rights within a consultation	
Consultors have three duties for every consultation: **Define**: highlight a clear plan and scope for every consultation and to ensure that information used in the consultation along with the methods are appropriate for this plan **Explain**: Sufficient information about proposals must be provided to allows consultees to make informed choices **Engage**: make sure all relevant attitudes and opinions are captured.	Three rights for consultees can be linked to the Aarhus Convention: **Right to know:** the right for people to know about consultations that are occurring **Right to be heard:** every view to be given equal consideration **Right to influence:** the collective right of the public to be able to influence the decision. Source: [13], [25]

Figure 3.5 Duties and rights within a consultation

3.7.3 National, regional and local government guides to consultation

The UK Government has published a set of consultation principles that have been periodically updated (see Figure 3.6). The most recent version was published in 2018 consisted of two pages of high-level principles. The aim is to give clear guidance to government departments conducting consultations [120]. No indication is given for how to use these principles in practice.

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UK Government Principles of Consultation 2018

Consultation should:

A. Be clear and concise, written in plain English with no acronyms or lengthy documents.

B. Have a purpose, consultation responses taken into account and no consultations completed for the sake of it.

C. Be informative and give enough information to ensure those consulted understand the issues and can give informed responses.

D. Consultation is only part of the engagement process. Consider whether informal iterative consultation is appropriate, use digital consultations and be open to collaborative approaches

E. Last for a proportionate amount of time. Judge the length of the consultation on the basis of legal advice and taking into account the nature and impact of the proposal.

F. Be targeted and tailored to the needs and preferences of particular groups.

G. Take account of the groups being consulted.

H. Be agreed before publication, seek collective agreement before publishing a written consultation.

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Figure 3.6 UK Government Principles of consultation 2018

Wales, Northern Ireland and Scotland have their own best practice guides around consultations. For example, Scotland has a 'Consultation Good Practice Guidance', consisting of 96 pages of help and guidance around running a consultation [121]. This document was produced in conjunction with the Scottish Government Open government commitments. It appears more of an in-depth guide to developing and running a good consultation. The process is laid out in eight key steps:

- What are your goals for the consultation?
- Planning your consultation? Who is the audience? What methods should be used? What resources are available?
- What do you need to keep in mind when planning a written consultation, face to face event or social media engagement?
- Running consultations
- Handling responses – all responses need to be recorded, receipted and screened
- Analysing and publishing
- Reporting back
- Evaluation of consultation

At the local government level the Orkney Islands Council, working through the Orkney Partnership have produced both a Strategy for Communication and Community

Engagement [122] and a Community Consultation and Engagement Guide [123]. This guide offers a description of commonly used methods for consultation, along with advantages and disadvantages for each method.

A variety of guidance exists within the academic literature, from NGOs and at differing government levels. Although there is overlap between recommendations, the guides and practices also differ. The sheer variety of guides available might be adding to the confusion of the overall consultation process.

3.8 CONSULTATION EVALUATION

Despite the volume of best practice guides available, there is still a multitude of criticism about consultations. Evaluating consultations can be used to understand why consultations might not work. Reasons for conducting an evaluation include clarification of objectives, improvements to project management, improved accountability and improvements to future practice [124]. Evaluation is an important aspect of understanding challenges and solutions within consultations. An effective consultation has been defined as one which offers in-depth participation and continued involvement, with the possibility for those involved to influence the situation [125].

3.8.1 Variation in evaluation

Drivers of evaluation can vary, from showing compliance with legal frameworks, to allowing citizens to reflect on the process and offer improvement [126]. In a similar way to best practice, multiple guides and approaches to evaluation exist [29], [124], [127]. This variation is partly due to differences in the goal of the evaluation. Three categories have been suggested that could be evaluated [126]:

- The context of the consultation
- The process of consultation
- The impact or outcome of the consultation

Multiple definitions for participation contribute to the confusion of what to evaluate [126]. Most evaluations examine the process rather than the impact or outcome [18], [128]. There may be no drive to evaluate the consultation. Often the appearance of having a consultation is enough and no interest exists in implementing recommendations that result from evaluation [128]. It has been suggested there is also a lack of long term

studies that evaluate participation methods and the potential impact on the people that take part [97].

3.8.2 Designing evaluation

Evaluating consultations presents multiple challenges. One reason why success is hard to evaluate is the variability in defining effectiveness [128]. The outcomes of the participation itself might be quite intangible and are often very context-specific and subjective [124]. Because of this, it is difficult to define the criteria for evaluation and to find appropriate ways to collect data [9]. It has been suggested that evaluation criteria could be divided into five main categories [126]:

1. Process coordination
2. Participants
3. Subject of consultation
4. The method used
5. The consequences

Setting indicators for the evaluation process can be highly contentious. Consultations are social processes and it is hard to measure change against simple measures [29]. Separating whether impacts were due to the consultation itself or external factors is fundamental to defining the success of a consultation [129]. Indicators must be actionable and measurable. Table 3.3 gives examples of indicators.

Table 3.3 Examples of indicators. Source: [124]

Goals / Purpose	Possible Indicators	How to get data	Important assumptions
Improved Governance	Increased trust in government	Surveys before and after the engagement process	Trust may be affected by a wide range of influences; the process may only be one among many
Social Capital and social justice	Increased equality of access to decision-making Developed new contacts / given access to new networks	Demographic analysis of participants and feedback from participants Questionnaires after engagement events; interviews later	Social capital can be a difficult concept and is not always understood to operate beyond the local level but the importance of increasing access to different people and new networks does work at the national level
Improve quality of services/programmes/ projects	Costs saved by people taking more responsibility for	Feedback from doctors and patients through surveys, polls etc	It is difficult to separate the impacts of engagement from other elements of service improvement

	service outcomes and making less demand	Collecting costs of dealing with conflict	
			The costs of conflict are rarely recorded, so data would have to be collected from scratch
	Quicker decisions by avoiding conflict		
Capacity building and learning	Greater awareness and understanding of the issues	Questionnaires with participants after the process and follow up interviews	There are relatively straight forward issues to test with participants before, during and after the process
	More confidence and willingness to get involved in the future	Questionnaire with participants before and after the process and follow up interviews	

3.8.3   Evaluating methods of consultation

Only a small number of studies compare different consultation methods. The variation in the end goals of each consultation also makes it hard to evaluate consultation as a process [129]. Other research suggests that even when the evaluation of a method occurs it is often conducted using the researcher's experience and reflections [112]. Evaluating a particular method is challenging because [128], [129]:

- Contextual and environmental factors interact with the type of method used
- One method can be implemented in multiple ways and might be effective or ineffective depending on how it is conducted
- Lack of standardisation for measuring aspects of consultation

One interesting study assessed the theory of consultation methods against different criteria, which were divided into 'acceptance criteria' and 'process criteria'. Acceptance criteria refers to how the public feel about the consultation and process criteria refer to the method and practical considerations of the consultation [128]. This study reviewed the most common consultation methods against these criteria (Table 3.4). It is important to note that their analysis was subjective and based on the author's opinion of how effective the methods were.

Table 3.4 Measures of evaluation for the main consultation techniques. Source: [128]

Acceptance Criteria	Techniques							
	Referendum	**Public Hearings**	**Public Opinion Survey**	**Negotiated Rule Making**	**Consensus Conference**	**Citizen's Jury**	**Citizen Advisory Committee**	**Focus Groups**
Representativeness of participants	High (assuming full turn out at poll)	Low	Generally high	Low	Moderate (limited by small sample)	Moderate (limited by small sample)	Moderate to low	Moderate (limited by small sample)
Independence of true participants	High	Generally low	High	Moderate	High	High	Moderate (often relation to sponsor)	High
Early involvement	Variable	Variable	Potentially high	Variable	Potentially high	Potentially high	Variable but may be high	Potentially High
Influence on final policy	High	Moderate	Indirect and difficult to determine	High	Variable but not guaranteed	Variable but not guaranteed	Variable but not guaranteed	Liable to be indirect
Transparency of the process to the public	High	Moderate	Indirect and difficult to determine	Low	High	Moderate	Variable but often low	Low
Process criteria								
Resource accessibility	Low	Low – moderate	Low	High	High	High	Variable	Low
Task definition	High	Generally high	Low	High	Generally high	Generally high	Variable but may be high	Variable but may be high
Structured decision-making	Low	Low	Low	Moderate	Moderate	Potentially high	Variable (influence of facilitator)	Low
Cost effectiveness	Variable / low	Low	Potentially high	Potentially high	Moderate to high	Moderate to high	Variable	Potentially high

3.9 CONCLUSIONS

The issues outlined in this section shows how a lack of trust in the consultation process is a key challenge. This will impact not only on the success of the current consultation but also on the public's willingness and attitudes to future consultations. Imbalance of power between stakeholders is also encountered, particularly within the current MSP framework. Different methods have been developed to address common issues with consultations. The CVM method has been explored as an example. Although the method may work in theory, the context and way in which it is carried out in consultation will be important in whether it is successful. Many best practice guides for conducting good consultation exist. These are largely independent of consultation methods and have been

produced by charities, research groups and governmental bodies. Evaluating a consultation is a complex process and a clear idea of why the evaluation is being conducted and what is being evaluated is needed. More literature examining the impact of consultation on communities, particularly in the long term is needed.

CHAPTER 4 – BACKGROUND FOR ORKNEY CASE STUDY

4.1 DEMAND FOR SPACE

Home to 1224 km of coastline and over 70 islands and skerries, the Orkney Island Archipelago provides an excellent basis to study consultation. The marine environment in Orkney is extremely busy, with competing interests including marine renewable energy, oil developments, tourism, recreation, history, fishing and biodiversity. Industries like fishing are extremely important to the economy. In remote coastal areas, there are often few other options for employment [77]. The nature of islands themselves means that space is limited. Careful planning is needed to balance out economic, social and environmental priorities.

Figure 4.1 Map of Orkney Islands Marine Region (Marine Scotland NMPI)

4.2 AN INCREASING NUMBER OF CONSULTATIONS

The literature review demonstrated consultation is important in understanding all the social, economic and environmental impact of planning solutions [77]. In line with trends elsewhere, Orkney has seen an increase in the number of consultations occurring. There are pressures on communities to contribute to consultations, which often appear to be

very similar with overlapping questions. This makes Orkney an interesting place to conduct case study research. It is expected that there will be a range of people with varying opinions in the community to talk to as part of this project, from those who have participated in multiple consultations, to those who have never taken part.

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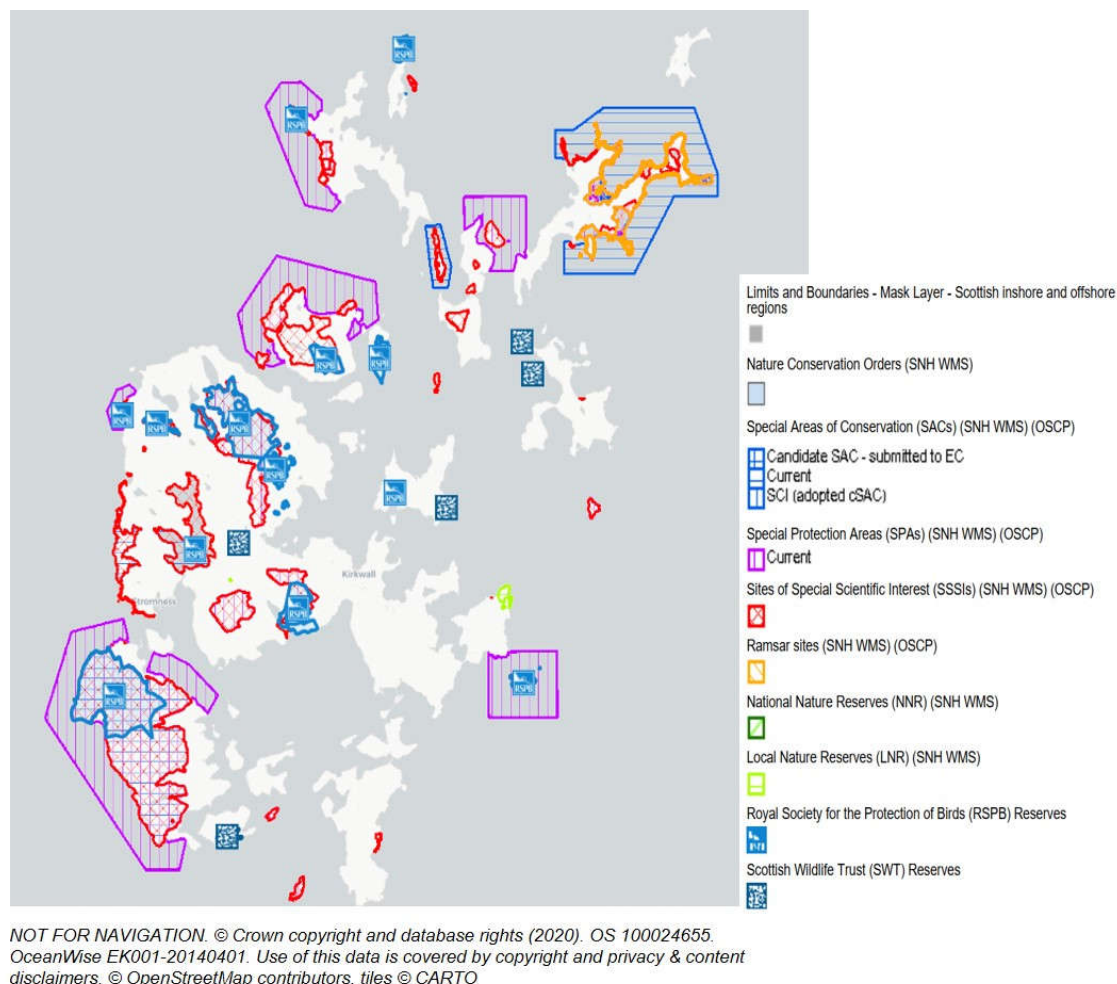
Figure 4.2 Established Protected Areas in Orkney (Marine Scotland NMPI)

4.3 ORKNEY IS IMPORTANT FOR BIODIVERSITY

Orkney is an area important for biodiversity. Figure 4.2 shows the areas already established for biodiversity conservation. Any new areas considered for protection normally involve consultation with the local community. In 2016 Scottish Natural Heritage (SNH) and JNCC ran a consultation for two new proposed SPAs (pSPAs) in Orkney to protect important populations of key species of seabirds. Major objections were raised to these pSPAs during the consultation phase. Members of the community—including Orkney Islands Council (OIC)—strongly opposed the pSPAs, with OIC threatening legal action if they went ahead. There were concerns about the limited

economic prospects imposed by the pSPAs and apprehensions around the socio-economic impact and the burdens caused by restricted activities. In particular, industries such as aquaculture and the renewables industry expressed concern [130]. In order to address these concerns, a 'Reasonable Alternatives' document has been produced for consultation as part of the Strategic Environmental Assessment for the classification of SPAs. This suggests having just one combined SPA in Orkney [130]. The outcome of this has not yet been decided. This one example highlights the competing demands for space in Orkney, and the importance of understanding social, economic and environmental views.

4.4 PFOW IS INTERNATIONALLY IMPORTANT FOR RENEWABLE ENERGY

The Pentland Firth and Orkney Waters (PFOW) is one of two areas designated as a Marine Energy Park in the UK for research into wave and tidal renewable energy sites [21]. In 2010, the Crown Estate leased areas of the seabed for the development of wave and tide energy. The Scottish Government had a huge drive to develop renewable energy in the area and had committed to installing 1.6GW of wave and tidal generating capacity by 2020 [77]. It has been recognised in the literature the challenges that renewable energy poses to communities [131]. Scotland's islands communities expressed concern at the speed at which renewable energy research was evolving, with concerns including the fear of not being represented fairly in decision-making processes [69]. Another concern is around the lack of local benefits [69]. 'Boom and bust' situations associated with new activities are commonly reported in the literature in island communities [21].

The Scottish Government target around renewable energy highlighted the huge optimism within this industry. This target completely failed; technology was slower to develop than expected and many major companies in Orkney involved in wave and tidal energy went bust [132]. However, interest in offshore wind around Orkney remains high (see Figure 4.3) and there are increasing pressures on the marine environment from aquaculture and the cruise ship industry. Community concerns expressed around renewable wave and tidal energy apply to the situation seen now with these other marine industries.
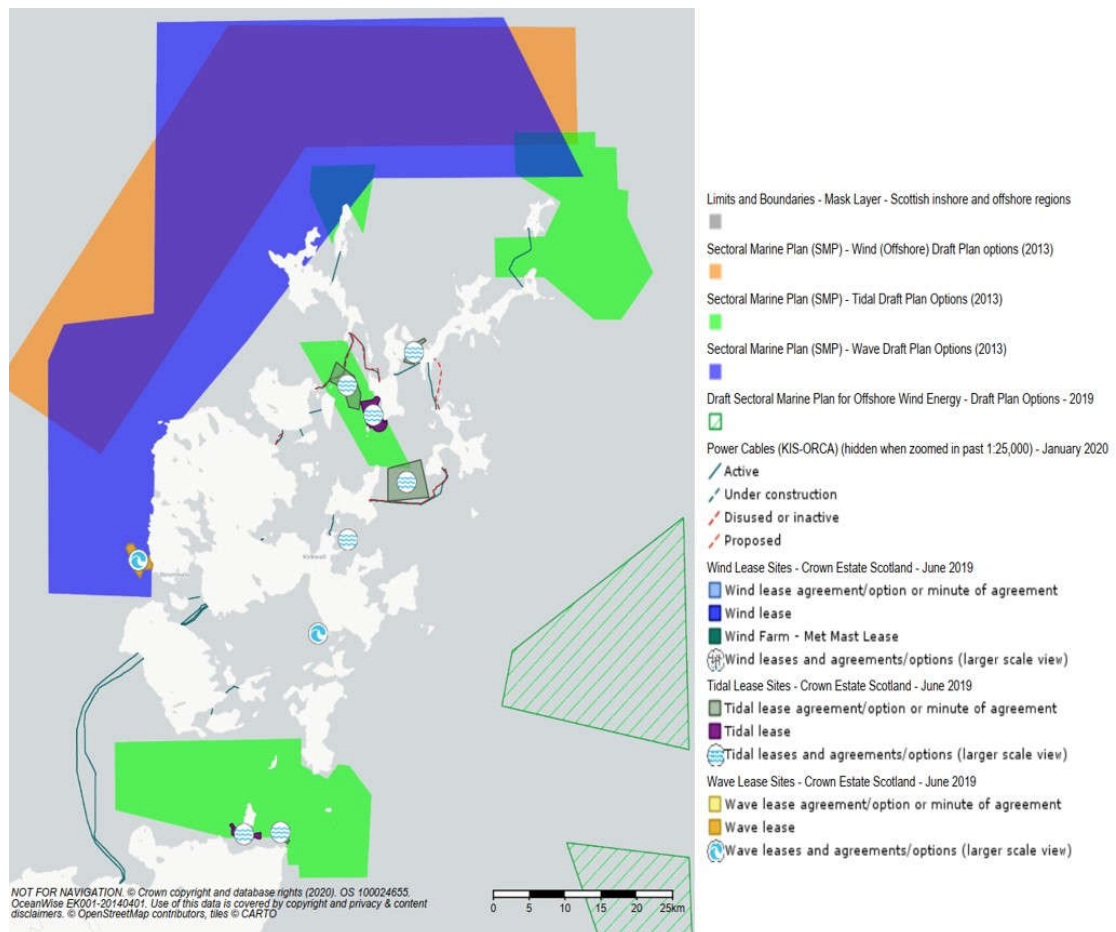
Figure 4.3 Proposed marine renewable energy sites in Orkney (Marine Scotland NMPI)

4.5 PREVIOUS EXPERIENCE FROM THE DRAFT PFOW MARINE PLAN

The development of renewable wave and tidal energy was the driving force for the development of a draft non-statutory Pilot Marine Spatial Plan for the PFOW [133]. Published in 2016, the plan was a vehicle to test the provisions of the Marine Scotland Act 2010. It has recorded important lessons learned and information about running consultations that can help to inform this project's discussion around opinions towards consultations. Of particular interest to this thesis is the consultation analysis report associated with the draft plan [134]. Consultations during the draft plan process took the form of written consultations, workshops and drop-in sessions.

4.5.1 *Consultation can work but generally fails to engage the public*

A major series of workshops in 2013, held jointly with Marine Scotland and the HWU case study lead for the EU funded MESMA Project, explored the publication of an 'issues and options' paper. The workshops also investigated the MESMA project questions around these themes:

1. Consultation effectiveness
2. Ownership and Rights in the seas
3. Community benefits from the new industries

When considering the theme consultation effectiveness, attendees felt consultation could work, but generally it fails to engage the public. People believed everything is decided before the consultation takes place and consultation views are not always considered; there was cynicism expressed about the value of consultation. Comments given around improving the consultation process included providing simpler consultation materials; having more direct contact with people; and providing evidence that consultation makes a difference [134], [135]. The workshop highlighted areas for future research within consultations (see Figure 4.4). These are of interest to this project. The Research Questions in this thesis will help to address some of these questions.

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Areas of future research for consultation

1. **What exactly are the failings of existing planning/consultation procedures?**
2. How can alternative forms of consultation be embedded in a formal planning process?
3. **Do the arts have a role in exploring values and encouraging public engagement?**
4. How can latent stakeholders, whose interest might not appear until planning decision have been made, be engaged?
5. How do we differentiate between different communities (of interest and geographic) in the consultation process?
6. **What versions of consultation are appropriate for different forms of community and industry engagement?**

Source: [131]

</div>

Figure 4.4 Areas for future research in consultation

4.5.2 Local ownership

Many people that attended the workshop were not aware of the legalities around marine rights, although people felt strongly about the seas as a common good where everyone has rights that should be protected and valued. There was the consensus that any local governance decisions around marine energy developments requires a dialogue with the public. Coastal communities expressed concerns about local governance and having any

control. Communities wanted the way of life in coastal communities to be respected [134]. This consultation analysis was completed seven years ago. It allows for the opportunity to see whether similar issues with consultations are still occurring, or whether opinions and attitudes towards the consultation process have changed.

4.6   ATTENDANCE AT CONSULTATIONS IS DROPPING

The literature suggests there has been varying success within consultations around the development of marine renewable energy and the PFOW plan in Orkney. One consultation that stands out as contentious was a consultation on the leasing of the seabed by the Crown Estate in 2011. Fishermen were angry about the lack of consultation that occurred during the leasing process [77]. Even though the consultation was not well received it was well attended. Since 2012, research suggests there has been a decline in attendance at consultation events regarding marine planning. Ideas for reduced interest have been uncertainty over research and development timelines in renewable energy and stakeholder complaints of insufficient time and interest to take part in frequent consultations [77].

> *"Attendance at consultation events and a relative absence of community dialogue and campaigning indicates that the issues have failed to ignite debate amongst the public"* [77].

4.7   ORKNEY'S PROPOSED REGIONAL MARINE PLAN

Orkney is currently preparing for the development of its Regional Marine Plan (RMP), the third to begin development in Scotland in line with the Marine Scotland Act 2010 (see Section 2.8.2). Consultation is an important part of this process. Research into the effective engagement of people to support this process is necessary. OIC form the Marine Planning Partnership (MPP) for the RMP and are currently deciding on who will form part of the expert advisory board. The consultation project 'Orkney Marine Environment Project: valuing our seas' run by OIC during this research aims to provide the baseline information required for the development of RMP.

4.8   THE ROLE OF OIC IN CONSULTATIONS

The literature suggests OIC has a high level of legitimacy being comprised of elected local residents and has long term experiences in running consultations in Orkney [69].

OIC is required to have a Community Planning Partnership by the Scottish Government, known as the Orkney Partnership. This aims to work together to 'strengthen and support Orkney's communities by enabling developments that have a positive and sustainable socio-economic impact'[4]. It will therefore be interesting to explore the attitudes towards OIC from residents in Orkney and the role they have had in consultations around planning decisions.

4.9   THE OCEANS OF VALUE PROJECT

The Scottish Wildlife Trust's (SWT) *Oceans of Value* (OoV) Project aims to pilot a new approach to valuing the marine environment. Its purpose is to highlight the important link between a healthy marine environment and human prosperity and investigate how combining two different ways of valuing the marine environment (marine natural capital assessment and Community Voice Method (CVM) of consultation) can collectively provide useful insights for decision-makers in marine planning. CVM is being trialled in Orkney for the first time and will be used to understand shared values people have in the marine environment in Orkney, in a similar way to other uses of CVM from the literature [114]. This represents an opportunity to understand how people might react to participation in CVM. CVM uses creative arts through the use of film to understand values and engage communities. One study claims that not much research has looked into how to understand public perceptions and public values towards the marine environment [136]. It is extremely important, and it will be interesting to examine whether the CVM method is appropriate for capturing views in Orkney. It has been suggested engagement that works to understand how people value the marine environment can help to produce better marine conservation outcomes [136].

Figure 4.5 How will Covid-19 impact consultations in Orkney?

4.10 THIS RESEARCH IN THE WIDER CONTEXT OF SCOTLAND

Whilst Orkney is a unique environment and views and opinions will be highly context specific, general themes will be developed relevant for the wider context. Opinions in Orkney will be compared to the wider views throughout Scotland. In Scotland, the government is committed to having an open government. One commitment is to:

> *"...provide a framework that supports systemic change in the Scottish Government to improve the way people are able to take part in open policymaking and service delivery"* [101].

Themes that develop within Orkney can be compared to related research on the effectiveness of consultations in land and marine planning in Scotland (see sections 3.2 and 3.3). A case study focusing on an active area of consultation in Scotland—in this case, Orkney—offers an important addition to this field of knowledge. A review of consultation and its effectiveness for consultees adds support to the current sum of understanding in this critical topic.

CHAPTER 5 - METHODOLOGY

To explore answers to the Research Questions (page 7) a mixed methods approach was used. The following types of data were collected:

1. A questionnaire containing both qualitative and quantitative questions to understand opinions towards consultations in Orkney and different methods used.

2. In-depth phone interviews using questions designed from the results of the questionnaire to allow further discussions around opinions to consultation and methods.

3. Attendance at consultation events to assist with a fuller interpretation of the results and to further understand the socio-cultural context for Orkney. Informal conversations with key individuals such as organisers of consultations were held throughout the project.

The data collection methods were chosen and adapted to be appropriate given the emerging situation with Covid-19. The need for social distancing and a wide range of travel restrictions meant phone interviews were the most appropriate way to have in-depth conversations with a range of different people. The methods for data collection used in this research are similar to other studies researching public opinions on consultation [6], [138].

5.1 QUESTIONNAIRE

There are multiple methods for conducting consultations and understanding public opinions (see Annex 10.3). A questionnaire was chosen for the primary data collection because it is an efficient way to reach large numbers of people. A mix of structured and qualitative questions and can be administrated through online and paper methods to increase participation [139]. Questionnaires are not too time-consuming and allow people to complete them in their own time. In addition, the questionnaire was used to collect baseline information about a range of topics within consultation, which could be further explored in the phone interviews.

5.1.1 Questionnaire design
The questionnaire was structured around the following focus areas:

- Opinions about consultations in Orkney, including its relative importance

- Feelings on methods of consultation, including opinions towards the Community Voice Method (CVM)

- Potential improvements for the consultation process in Orkney

The questions were aimed at helping to explore the prevalence of key themes that emerged from the literature review such as public trust in the consultation process; timing of consultations; power dynamics and the value of consultation. The questions were designed to assess the general awareness of consultations occurring in Orkney and to stimulate some discussion around the different methods used. Data collected will inform on whether there are any issues in Orkney that are similar to reported issues in Scotland such as consultation fatigue; lack of feedback and the feeling that people are unsure of the value of their input [101] as discussed in Chapter 3. Similarly, data from the questionnaire will be used to assess whether any best practice principles mentioned in Section 3.7 are followed, for example, the formation of constructive relationships; how transparent the process is and the language and quality of information used. Opinions were assessed around consultations generally, rather than specifically in land and marine planning. This was to enable a wider range of learning between different sectors to occur, which could then be applied in the context of land and marine planning.

Informed consent from respondents to participate in the questionnaire was asked at the beginning of the questionnaire, alongside the willingness to participate in further studies and an optional request for future contact details. Ethical approval was obtained from Heriot-Watt Ethics Committee for the conduction of this research.

5.1.2 Questionnaire structure and introduction

The structure and design of a questionnaire influences the response rate. Recommendations exist in the literature for best practices to increase response rate and as guides for designing questionnaires [140].

An introductory page explaining what the questionnaire is about, its importance and the use of results is an important feature that can increase response rate [141]. In this questionnaire, the introduction was designed to set the context for consultations and highlight benefits to people of why they should respond, such as the opportunity to share their views around consultation experiences. The layout for the questionnaire followed best practices for increasing response rate including making the layout attractive; not too

bulky; variations in font size and colour and having easily accessible questions at the beginning [142]. Having a short introduction at the start of each section has been shown to increase the data quality [143]. Grouping the questions by content and type and ensuring that the order of questions links together is also important for ease of understanding [144]. The questionnaire was divided into five sections with a description of each section given to create a format that was as clear as possible.

5.1.3 Question design and type

All the questions were written neutrally to ensure people's answers were not influenced positively or negatively. A mix of Likert scale, open-ended questions and closed-ended questions were used. Likert scale questions are used to assess the level of agreement or disagreement towards a statement using an ordinal scale [145]. Respondents were asked to state their level of agreement with five positive statements around consultation. Likert scale questions are a form of closed question. Using a mix of questions in the survey can help to overcome the advantages and disadvantages of different question types [142] (see Table 5.1). Combining open and closed questions can help to provide a more balanced picture in the responses obtained because the open questions allow participants to express issues not defined within the closed-ended questions.

Table 5.1 Advantages and disadvantages of different question types

Question Type	Advantages	Disadvantages
Closed questions *Require participants to select a response from a defined list, providing quantitative data*	• Quicker to answer • Clearer for participant • Produces standardised responses	• Responses can decrease spontaneous responses • Choice options might not fully cover the range of responses • It forces someone to choose a particular answer
Open questions *The answers are not restricted providing more qualitative data*	• Questions are less restrictive • Allows for a wide range of opinions to be captured	• Take more time to respond to and can deter participants from responding • Open to misunderstanding

	• People answer using their own choice of words • Helpful for exploring a new area or topic	• Might lead to a lower response rate • Responses are not standardised and are less tractable to formal statistical analysis.

General suggestions for wording and question structure were adhered to as recommended by the literature. Questions had a single point of focus to increase the clarity of answers in the analysis [143]. Ensuring questions used simple, easy to understand grammar, avoid negatives and vague words that are open to interpretation such as 'frequently' and 'usually' was important. Generally speaking the recommended length for questions is between 16 – 20 words [143].

Overall, the questionnaire contained 23 questions. A copy of the questionnaire can be found in Annex 10.4.

5.1.4 Demographic questions

Demographic questions were included to assess whether respondents were representative of the population of Orkney as a whole and to monitor the range of people that took part. It was also used to help assess whether particular groups were responding in certain ways [146]. There has been discussion in the literature as to whether demographic questions should go at the beginning or the end of the questionnaire. There is no hard and fast rule about this. Reasons for putting the questions at the end include avoiding discomfort about personal questions; avoiding the possibility of stereotype threat and leaving easier questions for the end when the person is more likely to have questionnaire fatigue [146]. However, given the length of this questionnaire, there was a risk of placing the demographic questions at the end and having a lower response rate for them. Therefore, the demographic questions for this questionnaire were placed at the beginning. Some research now suggests that placing demographic questions at the beginning increased how many demographic questions were answered and did not affect the response rate of other questions [147], [148]. Questions about socio-economic status were asked because there is some evidence of socio-economic status being a predictor of engagement; socio-economic factors can act as a barrier and can limit engagement in participation [97],

[149]. People facing socio-economic hardship can be excluded from consultations and termed 'hard-to-reach' [97].

5.1.5 Piloting the questionnaire

To check that the questions had been worded appropriately and could be easily understood by a range of people the questionnaire was sent out to a small sample for feedback. This included sending it to members of Orkney Islands Council (OIC), the public, academics and NGOs. In total, seven people provided feedback and comments on the questionnaire and multiple iterations were produced to incorporate this feedback. People completing the pilot questionnaire were asked to time how long it took to complete and the answer was on average 15 minutes. Estimated time for completion was therefore given as 15 – 20 minutes at the beginning of the questionnaire.

5.1.6 A mix of paper and electronic questionnaires were used

The questionnaire was distributed in different formats to increase the response rate. Hard copies and a Google Form questionnaire online were used. The questions were identical across the different formats used. Each distribution method has its own advantages and disadvantages. Table 5.2 below summarizes some of the advantages and disadvantages of questionnaire distribution methods. Using a range of methods aimed to overcome the individual disadvantages of each method used. Previous research comparing web-based and mail questionnaires found that there was a higher response rate on web-based questionnaires but the responses were of lower quality with higher partial responses [150].

Table 5.2 Advantages and disadvantages of questionnaire methods [111], [151]

Questionnaire method	Advantages	Disadvantages
Electronic questionnaire	• Allows data to be gathered quickly and easily • Large numbers of people can be reached • Eliminates costs associated with printing • Data can be downloaded in an easy to use online format	• It excludes people without IT access • Can exclude people with language difficulties • The respondent has no opportunity to meet the researcher

	- Surveys are easier to design - Responses can be anonymous	
Paper questionnaire	- Includes people without IT access - There is an opportunity to meet the respondent and hand out questionnaires	- It can be harder for respondents to return the questionnaires - There is a delay between completing the questionnaire and the results getting to the researcher - Data must be manually added to a database for analysis

5.1.7 *Sampling and questionnaire promotion*

Responses to the questionnaire were accepted for a period of five months from 29th November until the 27th April. The target population for the questionnaire was the population of Orkney. Ideally, a representative, completely random sample would be asked to respond to this questionnaire. However, in practice, there are difficulties in reaching the required sample size that would allow the results to be extrapolated across the whole of Orkney. These include time constraints, lack of resources, low response rates and in this case the impact of Covid-19. It was likely the respondents completing the questionnaire would not be random with respect to the population of Orkney as a whole. Due to the nature of this questionnaire, it is expected that people who were more interested in the topic of consultation were more interested in responding to a questionnaire on consultation.

Sampling for this questionnaire was 'non-probability' sampling (purposive sampling), which uses human judgement to influence which individuals take part in a study [152]. Samples with a range of viewpoints can be selected using this technique [153] and therefore it seemed most appropriate to capture a wide range of opinions within Orkney. Multiple groups from different sectors were reached out to promote the questionnaire to capture diverse opinions. This was done through a variety of media including through face-to-face meetings, social media and emails. In total, 81 different groups were contacted in Orkney. Approximately 40% of those contacted responded positively about promoting the questionnaire (see Annex 10.5). Population-wide advertisement was done across the whole of Orkney to help increase the number of random responses through the

local radio, local newspaper and in public areas such as libraries and the Stromness Ferry Terminal. Where possible the questionnaire was advertised at the end of specific consultations that were happening during the time of the study. As Orkney is an archipelago, efforts were made to capture views from people living on a range of islands, through advertising in local newsletters, working through the development trusts.

Non-response can introduce bias and should be monitored to keep track of whether the sample was representative [154]. The proportion of people answering the questionnaire in each age category and who were men and women were monitored to see how similar the sample was to the overall population of Orkney. Using the 2018 census data, there were 50% men and 50% women in Orkney in 2018. The proportions of males and females in each age category for Orkney in 2018 are shown below in Table 5.3. Tracking the responses for the questionnaire like this also meant that if an age group was underrepresented, it could be targeted to increase the response rate. It was noticed that younger people were not responding, and so an effort was made to increase response rates in young people through advertising with Voluntary Action Orkney (VAO) Youth Worker's Forum.

Table 5.3 The breakdown of population in Orkney by age category in 2018[5]

Age category	Total number	Proportion of total population	Total females	Proportion of female population	Total males	Proportion of male population
under 18	3988	18%	1953	18%	2035	18%
18 - 30	2922	13%	1369	12%	1553	14%
31 - 45	3664	17%	1925	17%	1739	16%
46 - 60	5118	23%	2529	23%	2589	23%
60+	6498	29%	3375	30%	3123	28%
Total	22190		11151		11039	

5.2 PHONE INTERVIEWS

There are several disadvantages associated with questionnaires, including potential low response rates and no opportunity to provide explanations of questions [111]. Interviews are more flexible and personal, allowing more explanations of answers and areas of interest to be followed up on during the interview [111]. The later stages of the research

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[5]Data taken from: https://www.nrscotland.gov.uk/statistics-and-data/statistics/statistics-by-theme/population/population-estimates/mid-year-population-estimates/population-estimates-time-series-data/

coincided with Covid-19 lockdown. Face-to-face contact was necessarily limited from March 2020 until the end of the fieldwork. Therefore, phone interviews were the most appropriate way to conduct in-depth discussions with members of the community. There has been discussion within the literature about whether phone interviews offer the same interview data as face to face interviews. Some research suggested it is difficult to conduct an in-depth interview over the phone because social and visual cues cannot be used [155]. However other researchers suggest that because phone interviews are more remote it might help to remove potential bias in people's answers [142]. It has also been suggested that there is no difference in the quality of responses between face-to-face and phone interviews [156].

5.2.1 Design of phone interview guide

Responses given in the questionnaire were used to guide the design of the phone interview questions. The format was a semi-structured interview, with the emphasis on obtaining the viewpoint of the interviewee. The guide and structure of the interview allowed for flexibility and for the interviewee to highlight what was important to them [142]. The questions were designed to be neutral and ordered to have a logical flow. In the same way to the questionnaire, an information sheet was provided summarising the project and how the results will be used. Informed consent to take part in the interview was obtained, and participants were given the opportunity to ask questions and raise concerns. This included consent to record the interview audio for analysis purposes.

Questions with the lowest response rates from the questionnaire were determined. These were questions around CVM and consultations that worked well and not well. Therefore, questions in the phone interview were structured around gaining more information in these areas: describing consultation experience in Orkney and opinions towards CVM. The reasons behind why people do not attend consultations were explored in more detail. It might be expected that people who do not take part in consultations might not have completed the questionnaire. Asking why people might not take part in consultation was useful to explore further barriers to participation. Whether or not consultation accurately captures public opinion was also explored as a topic. The interview guide can be seen in Annex 10.6.

5.2.2   Who to interview?

As with the questionnaire, a pilot interview was conducted to check the questions were appropriate. The questionnaire responses indicated that more people responded who lived in Mainland Orkney. Therefore, phone interviews were targeted more at people living in the other isles. A few interviewees were based on the Mainland but had previous experience of living in the islands. This allowed the widest range of opinions to be captured in this project and to compare differences in opinion by location. Contact with people living in the isles was initially made through the Community Councils and Development Trusts. Snowball sampling was then used to select further participants based on recommendations. The sample for phone interviews was therefore not random, but it was thought that contacting potential respondents through a mutual contact was the best way to build relationships, establishing trust and encouraging participation in the interview. Phone interviewees had not previously participated in the questionnaire and were carried out in April and May. In total, ten interviews were conducted (see Table 5.4).

Table 5.4 Details of phone interview respondents

Location	Age	Gender
Stronsay	49	Female
Papa Westray	65	Male
Westray	74	Male
Flotta / Marwick	63	Female
Stromness	48	Female
Hoy	53	Female
Finstown	73	Male
Gairsay	49	Male
Westray	24	Female
Hoy	53	Female

5.3   DATA STORAGE AND COLLECTION

In the phone interviews, audio transcripts were transcribed verbatim into Word. One transcript was produced per participant. Participants were offered the opportunity to receive a copy of the interview transcript. For the questionnaire, all responses from online and paper questionnaires were collated into an Excel spreadsheet. Personal data such as gender, age and location were collected as part of the phone interviews. Personal data

from the questionnaire also included employment and education levels. It was thought necessary to collect this data to be able to fully interpret the range of responses and level of participation within this project compared to the population of Orkney. Given this use of personal data, strict data storage procedures were followed in line with the latest GDPR advice and Heriot-Watt Data Protection Guidance. All data from the project was stored securely on the password-protected University server. Participants were made aware of how their data was being used and were able to withdraw at any point. All analysis was conducted anonymously, and any identifying data was removed from the data before the analysis process began. At the end of the project, all personal data will be deleted. Participants will also be able to see a copy of the results.

5.4   OBSERVATION AT CONSULTATIONS

Throughout the data collection for the project, consultations running in Orkney were attended to further understand the context for consultations. During consultation events, key features about the consultation were noted such as who attended, the number of people, level of advertisement, the format of the meeting and level of engagement with participants. Informal conversations with consultation organisers were held where possible to understand perspectives towards consultation from a different perspective. Table 5.5 summarises the consultations attended during this project.

Table 5.5 Consultations attended as part of the research project

Name	Purpose	Organiser
Orkney Marine Environment Project: valuing our seas workshop	To determine what the seas mean to people in Orkney, as part of the State of the Environment Assessment for the Orkney Islands Marine Region	Orkney Islands Council Development and Marine Planning team
Orkney's community wind farm project, Quanterness	Pre-application consultation on wind farm construction in Quanterness	Orkney Islands Council

Firestarter Festival: **Round the Houses - Navigating Journeys Through Care**	To assess barriers and solutions for people in Orkney with more than one long-term health issue	Scottish Health Council
Draft Sectoral Marine Plan for Offshore Wind Energy	To seek views on the draft Plan, the draft Plan Options therein, and the suite of assessments captured under the Sustainability Appraisal	Marine Scotland
Enquiry into how regional marine planning is developing and working across Scotland	Enquiry looking into how the development of Regional Marine Planning is working across Scotland	Environment, Climate Change and Land Reform (ECCLR)

5.5 DATA ANALYSIS

5.5.1 *Quantitative analysis*

Quantitative data from the questionnaires were analysed in RStudio [157]. The analysis focused on visually presenting the data from closed-ended questions using the ggplot package [158] and Likert questions using the Likert package [159]. To determine whether the demographic characteristics of gender, age, time resident or location influenced the Likert question responses Ordinal Logistical Modelling was used. This is the established approach to fitting a model using ordered categorical data, such as Likert questions [160]. The models were created using the MASS package [161]. Significance of the demographic factors within each model was tested using a Type II ANOVA test [162]. Due to the small sample sizes, models were not used to predict responses, only to determine how much each characteristic influenced the Likert responses. The small sample size meant that the model did not have enough power to support the complexity of including all the variables, so some variables were simplified (see Table 5.6). Employment and education level were not included within the models because there were not enough responses within each of the categories to make the model feasible.

Table 5.6 Simplified variables used in Ordinal Logistical Modelling

Variable	Original data	Simplified version	Rationale
Likert responses	Strongly Agree Agree I don't know Disagree Strongly Disagree	Agree I don't know Disagree	The level of agreement in favour or against a statement was considered the most important difference within the variables.
Location	West Mainland East Mainland South isles North isles	Mainland South isles North isles	The differentiation between Mainland Orkney and other isles was considered the most important difference.
Time resident	<18 18 – 30 31 – 45 46-60 60+	< 10 years 10 + years	After ten years it was thought a person would be more established within the community in Orkney, and so the time spent in Orkney for under ten years and more than ten years was considered important.

5.5.2   Qualitative analysis

Qualitative data from the questionnaire and the interviews were analysed using NVivo12 [163]. A thematic analysis was carried out to identify patterns within the data in accordance with methods described by [164]. This approach was chosen because of its flexibility and its use in summarizing key features of large data sets [164]. The data were read thoroughly multiple times and initial areas of interest made note of and coded using the approach in [164]. Codes help to identify data that is of interest and assist with gathering material across the data set by topic [165]. Codes are 'the most basic segment of raw data that has been analysed in a meaningful way' [163]. Using NVivo12, the entire data set was systematically organised into codes that relate to the overall Research Questions on page 7. Codes were then organised into themes that described the pattern of response seen across the data [164]. The names of themes reflected the language used in the data. Care was taken to ensure the themes were carefully defined and no overlap

occurred. The data were used to define the themes; no predefined coding frame was used. The prevalence of themes identified was measured through the number of different respondents mentioning a theme and through the total frequency of themes within the complete data set. Direct quotes from the data were used to illustrate themes. The qualitative questions from the questionnaire were analysed individually one question at a time so that key themes could be defined in response to that particular question. The themes per question were used to support and help explain the responses to closed-ended questions. Phone interview data were analysed as a complete set, and themes derived were compared to those in the questionnaire responses.

5.5.3 QUALITY OF DATA

It is difficult to guarantee the replicability of the results from the collected data because the results are respondents' opinions at a particular moment in time and subject to change depending on external factors. Themes are also dependent on the sample of people used. There are however several ways to ensure the data collected are of high quality. This project uses triangulation [142], whereby data were collected from three different sources: qualitative and quantitative data from a questionnaire, phone interviews and through attendance at consultations. These were compared to assess whether similar results could be found across the data sources. Particular attention was made to any cases within the data that did not fit the general patterns. The quality of the data collected will be further discussed in the Discussion (page 164), according to the criteria discussed in the literature [166].

CHAPTER 6 – RESULTS

6.1   QUESTIONNAIRE ANALYSIS

6.1.1   Responses

In total 61 responses were received for the questionnaire. There was a bias towards female responses with 66% female, 33% male, and 2% preferring not to say. Figure 6.1 shows the demographic profile of respondents. There were more responses from people living in West Mainland compared to other areas of Orkney. A higher number of respondents were in the older age categories, none were under the age of 18. The complexity of the survey questions and little engagement of younger people with consultations might have influenced this. There was a higher response rate from people that lived in Orkney for over ten years. A range of employment levels was seen in responses. A high proportion of respondents were educated to degree level.
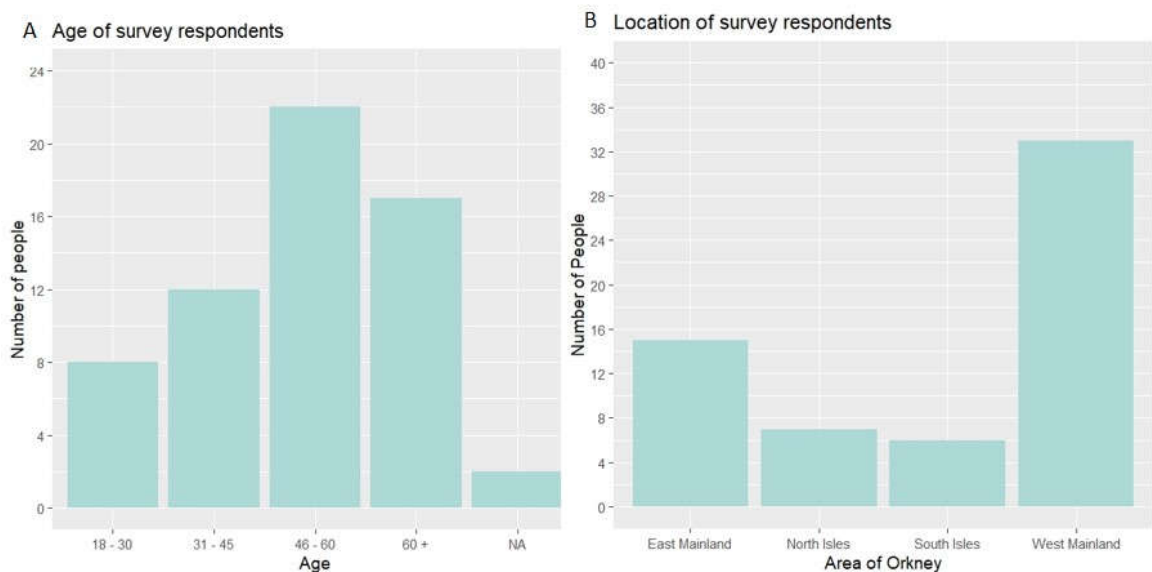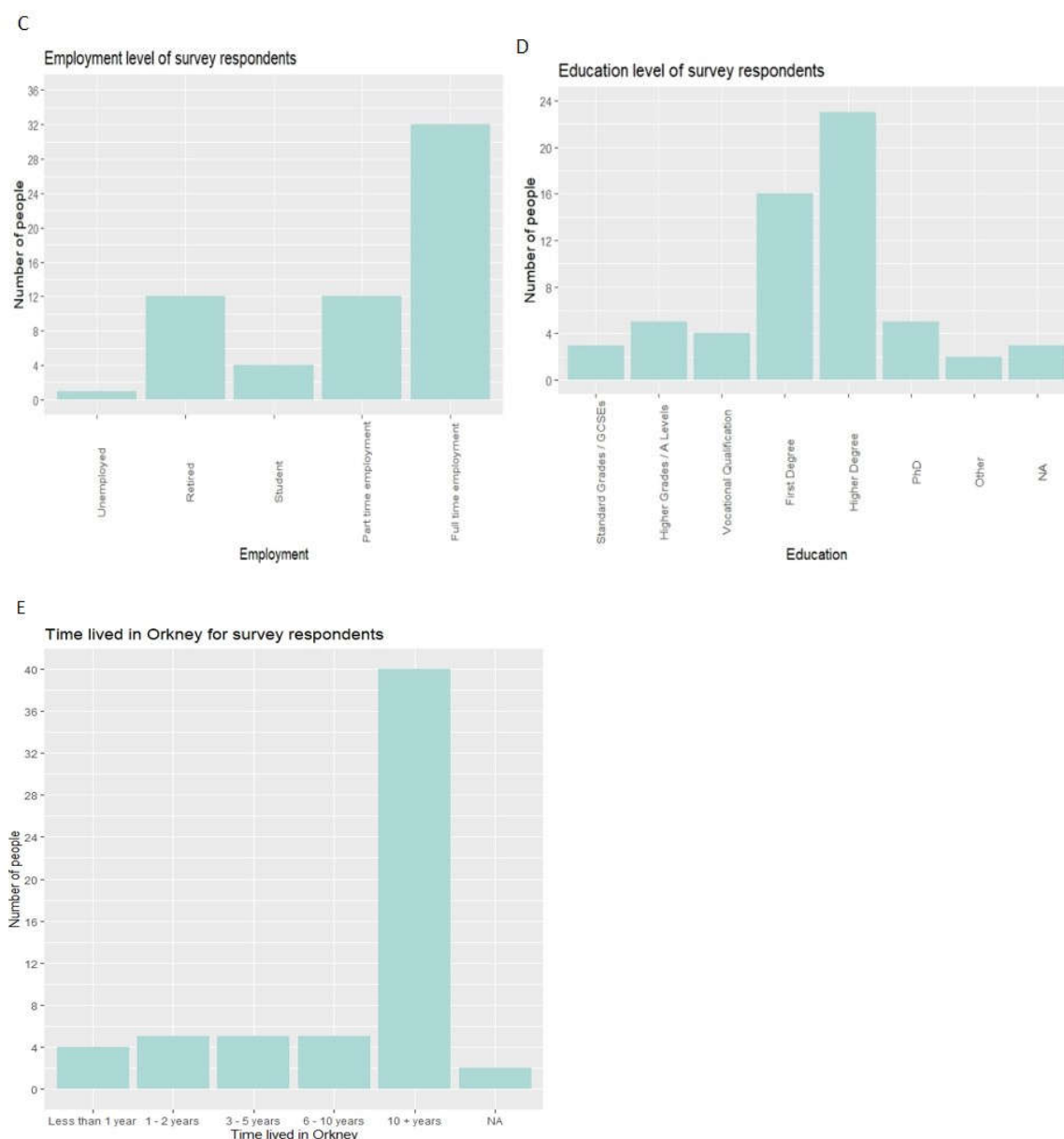
Figure 6.1 Demographic profile of respondents: (A) Age: (B) Location: (C) Employment: (D) Education: (E) Time resident

6.1.1.1   *Comparison to population data in Orkney*

To examine how representative the survey sample was, the demographic characteristics were compared to the population of Orkney as a whole (Figure 6.2). Data were taken from 2018 statistics for Orkney[6], and also from 2011 census data across the whole of

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[6] https://www.nrscotland.gov.uk/files/statistics/council-area-data-sheets/orkney-islands-council-profile.html

Scotland[7,8]. Population data from 2018 indicated a 50% divide between males and females in Orkney, compared with 66% of females in the survey sample.

A — Age of the Orkney population in 2018

B — Population in different locations in Orkney in 2011

C — Education in Orkney in 2011
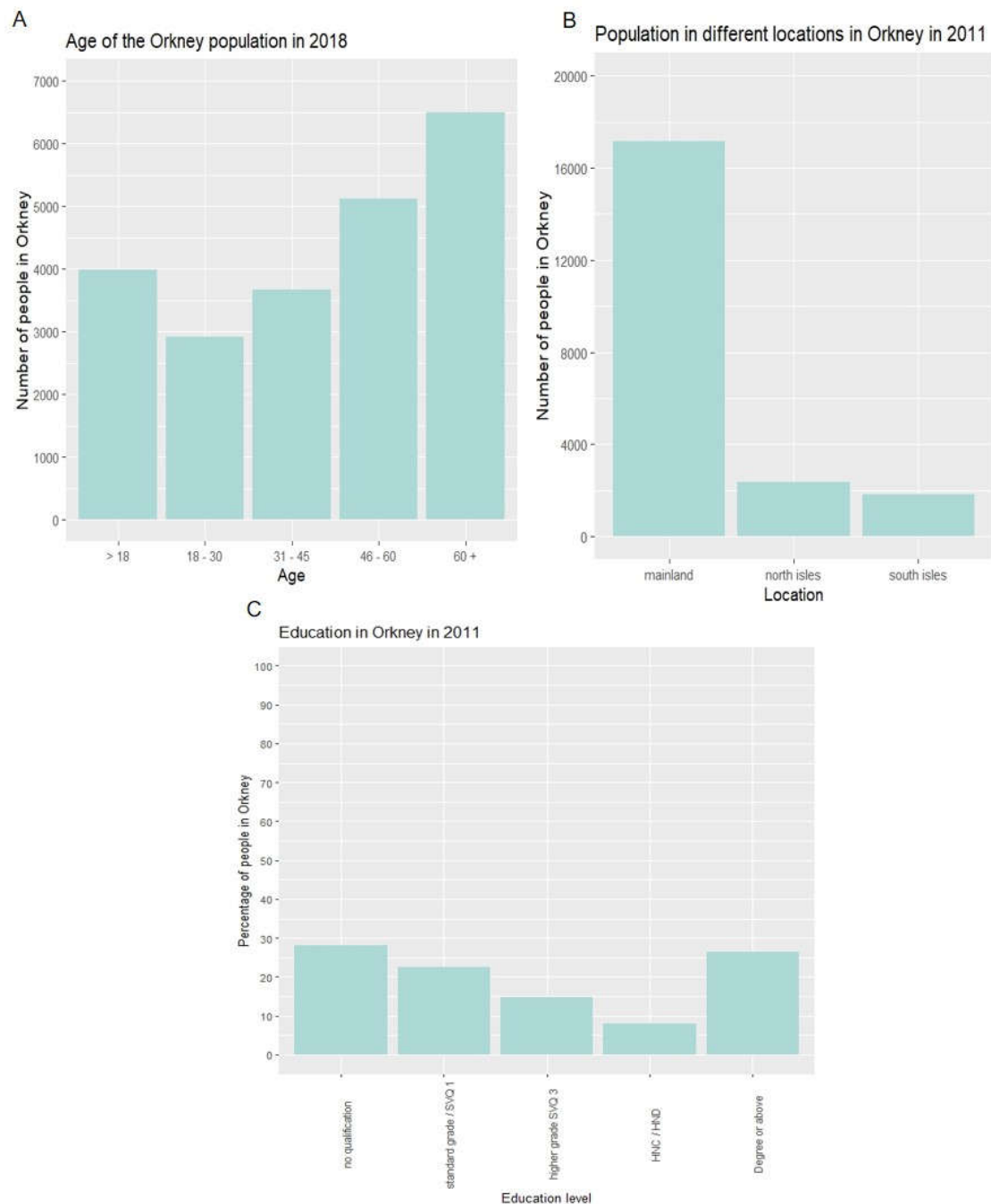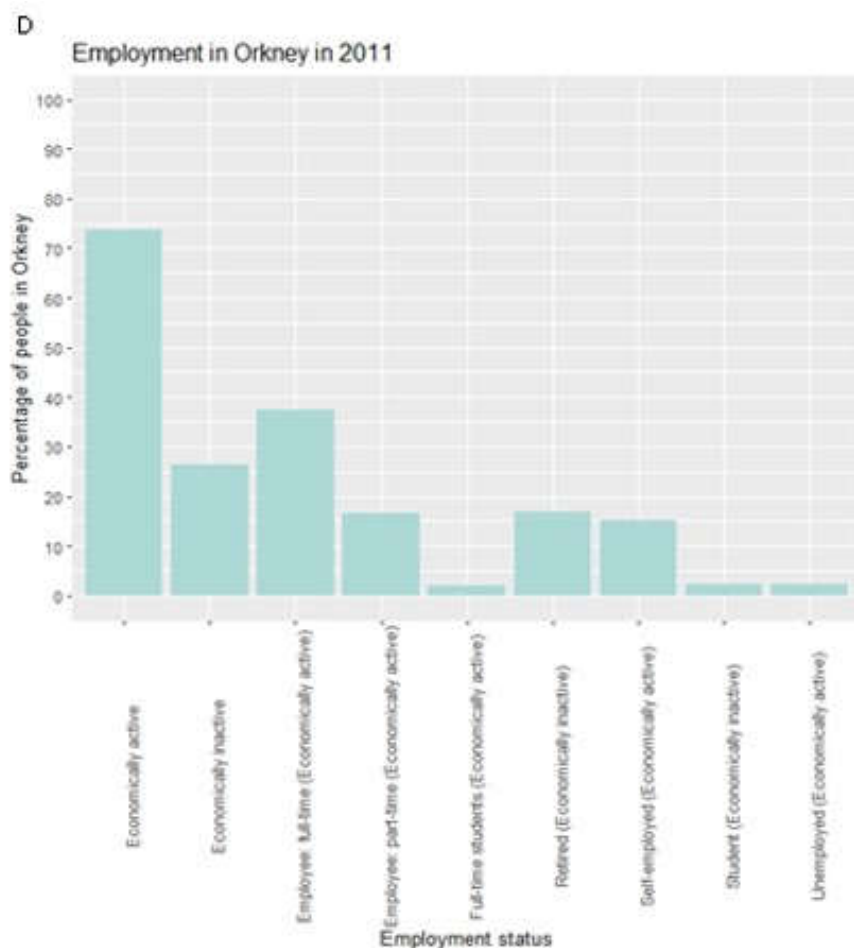
Figure 6.2 Demographic profile of Orkney: (A) Age: (B) Location: (C) Education: (D) Employment

Significant changes in the population might have occurred in Orkney since the 2011 census survey, and slightly different categories for employment status and education levels have been used for census and sample data so direct comparisons are difficult. However, the shape of the graphs indicates how the responses in the survey

compare to Orkney as a whole. It suggests that the survey respondents are biased towards a higher level of education, females and respondents within older age categories.

6.1.2 Engagement in consultations

6.1.2.1 Question 7: Do you think public consultations are important?

When asked whether consultations were important 95% of respondents answered 'yes'. Only 5% of respondents indicated consultations were not important. This corresponded to three responses, all of whom were males in the 46 – 60 age category. Table 6.1 summarizes the themes expressed by respondents as to why consultation was important or not. A range of views was expressed that indicated a high level of understanding of the importance of consultation.

Table 6.1 Summary of themes from the questionnaire for why consultation was considered important

Theme	Description	Prevalence of theme[9]
Influence decision-making	There is a strong feeling that the public should be able to influence decision-making and have the opportunity to voice concerns.	24
Understand viewpoints	Consultation is important in sharing views and being able to understand the wide range of views.	14
Information exchange	Consultation is considered an important opportunity to share information. This could be further divided into one-way-flow of information, where the consultors share information about a project with the community, and two-way-flow of information where it also allows community ideas to be shared with consultors.	10
No impact of consultation	Reasons why consultation is not considered important could be grouped under the concept of consultation having no impact. No weight is given to the views expressed and decisions go ahead anyway. Consultation fatigue is occurring, and consultations often have poor designs.	10
Considers community and reflects their needs	There is a strong feeling of the importance of making sure consultors understand the impact on the community and making decisions that reflect community wishes.	9
Ownership and buy in to the process	Consultation is an important way to increase community buy-in to the projects and to build a sense of community ownership. There is the feeling that the local area belongs to the community and is their home. They should be able to influence decisions.	8
Democratic process	Consultation is important for democracy. This is linked to the idea that consultation is a legal requirement and essential to the legitimacy of decisions.	8
Essential for positive impacts	There is a strong feeling that consultation is essential to success. Without proper consultation, projects were thought to have more negative impacts on the community.	8

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[9] The frequency of the theme within the question responses

Local knowledge	Local communities have expertise and knowledge relevant to the local area.	4
Early consultation is key	Consultation is only important when it is early on in the decision-making process.	3

Given that respondents were willing to complete the survey it is not surprising that the majority believed in the importance of consultation. A feeling of community and local voices is appearing. Respondents feel local voices are extremely important and should be considered.

6.1.2.2   *Question 8: Have you taken part in consultation?*

When asked whether respondents had taken part in consultation in the last 10 years, 85% indicated they had, and 15% indicated they had not. There are no obvious patterns of whether people took part in consultations belonged to certain demographic groups. Due to the sample size, it is hard to test whether these results are significantly different from what would be expected from random sampling. Some demographic groups also had small numbers of responses within each category, which makes detecting significant patterns harder. Figure 10.1, Annex 10.7 shows the spread of participation in consultation by demographic characteristics; as no obvious patterns could be discerned these results have been placed in an Annex.

6.1.2.3   *Question 9: Why do you take part in consultations?*

Seven main reasons were expressed for why respondents took part in consultation. These are shown in Table 6.2 below.

Table 6.2 Themes from the questionnaire around why people take part in consultations

Theme	Description	Prevalence of theme
To voice opinions	The main reason expressed for attending consultations is to voice opinions. Reasons for voicing opinions are to represent the community and share concerns. The opportunity to voice opinions should be taken and if it is there. Another reason for sharing opinions is to share local knowledge.	24
Care about impacts	Respondents care about the impact of projects at a personal level. The potential impacts on the surrounding community is another factor influencing attendance at consultations.	16
Influence decision-making	There is a strong feeling of wanting to be included and to influence the decision-making process. This is partly linked to the idea that you cannot criticise decisions unless you have made your opinions heard. Respondents wanted to help decision-making towards positive impacts.	15
For information	Many people attend consultation because of the information it provided. It is a way for local people to understand more about what is happening in the local area and specific projects.	9
Sense of duty	Respondents feel a sense of duty to participate and expressed the feeling attendance is expected of them. This is linked to the right of free speech and being seen as useful in the community.	7
Job requirement	People attend consultations as a job requirement.	3
Question of consultation effectiveness	Comments were made questioning the effectiveness of consultation. Consultation is only important to take part in when it is effective.	2

The answers suggest a sense of pride about the community and local area. Similar themes are appearing as to why people attend consultation and for the importance of consultation.

6.1.2.4 *Question 10: Please explain why you haven't taken part in consultation*

The number of written responses to the question of why people don't attend was small; only six comments were received. Despite efforts to widely promote and advertise the survey, it might not have reached the 'silent majority' of people that do not normally take part in consultations. Willingness to take part in the survey and willingness to take part in consultations may be strongly related.

The reasons given for not attending consultations were a lack of awareness of consultations happening; perception of nothing changing as a result of the consultation and the feeling they were new to the area and therefore not eligible to participate in Orkney decision-making. It is likely this question in the survey has not uncovered the main barriers as to why people do not participate in consultation.

6.1.2.5 Question 11: In your opinion are consultations in the area well publicised?
When asked about whether consultations were well publicised, respondents gave mixed responses. Overall, 54% stated they thought consultation was well publicised and 46% stated not well publicised. Figure 10.2, Annex 10.7 highlights how opinions to the publicity of consultation varied by demographic characteristics. As it was hard to draw significant conclusions about the influence of demographic factors these results are shown in an Annex. Generally, more people in older age groups thought consultations were well publicised. Interestingly, residents living in East Mainland had a higher proportion of people stating consultations were not well-publicised compared to residents of West Mainland. Also, of interest is the influence of time lived in Orkney. Everyone who had lived in Orkney for over ten years thought consultations were well-advertised.

6.1.2.6 Question 12: How do people hear about consultations?
The most common ways to hear about consultations were through social media, the local newspaper and the local radio (Figure 6.3).
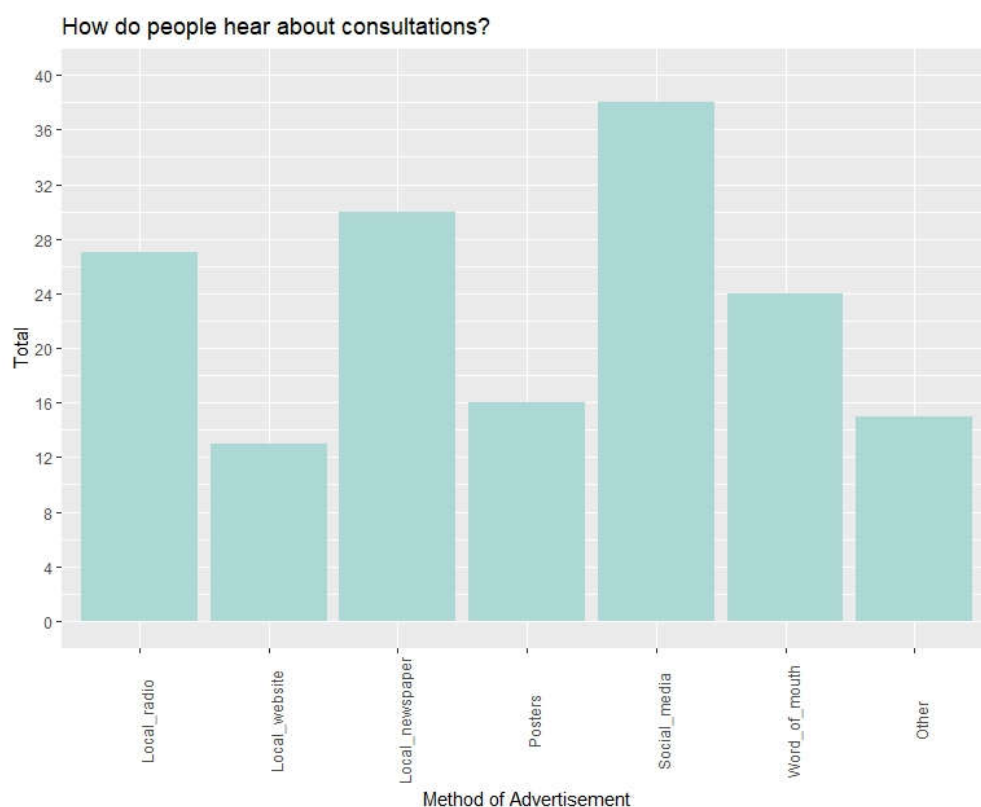
Figure 6.3 Ways in which people hear about consultations

6.1.3 *What works well or not well within consultation*

6.1.3.1 *Question 13: Generally speaking, do you think consultations you have taken part in worked well?*

Overall, only 7% answered 'yes' to whether consultations worked well. 28% answered 'no' and 47% answered 'mixed results' (see Figure 6.4). This indicates it might be hard to generalise across all consultations.
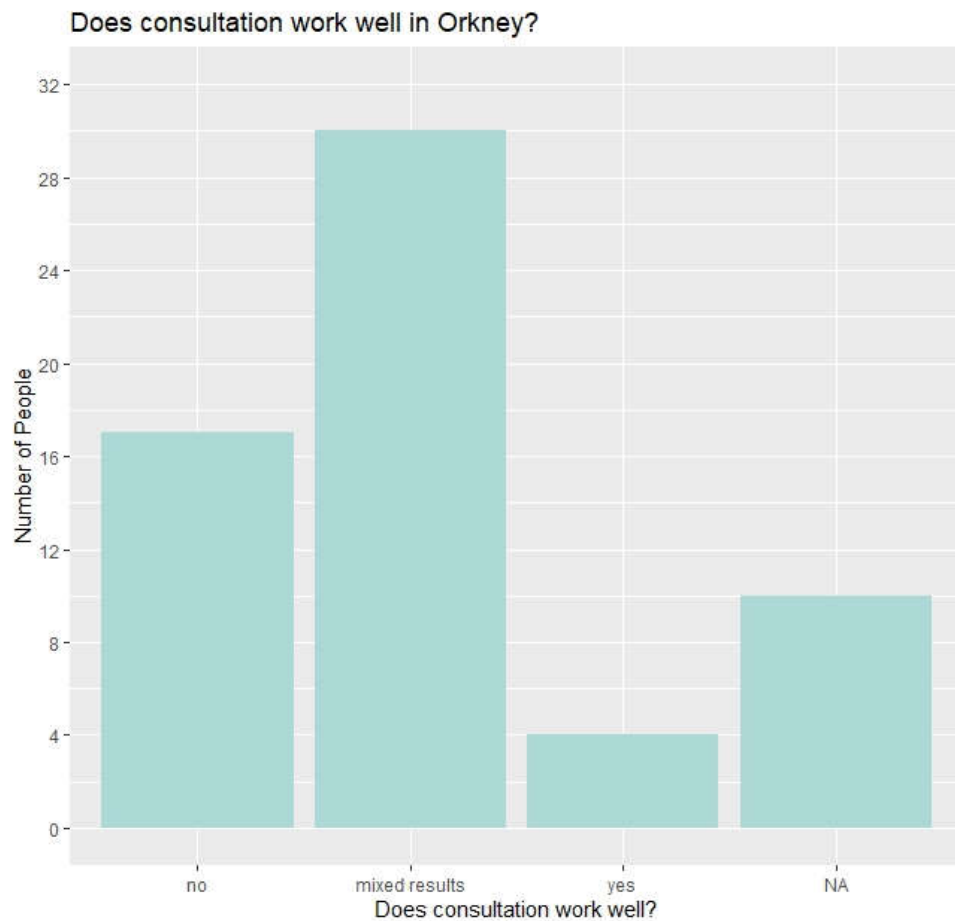
Figure 6.4 A graph to illustrate whether participants thought consultation worked well or not

6.1.3.2 Question 14: Please provide a description of one consultation that worked well. Why have you chosen this consultation?

Table 6.3 shows the key themes expressed by people as to why a consultation worked well. No consultation chosen as an example of working well was chosen more than once. This hints there is a wide variety and number of consultations occurring in Orkney. It might indicate the diversity of public opinion as to what constitutes working well. No consultations about renewable energy were listed as having worked well.

Table 6.3 Themes from the questionnaire around reasons why consultation worked well

Theme	Description	Prevalence of theme
Well-run consultation	The consultation had to be well-run. This could be divided further into the use of appropriate methods, having a welcoming approach and skilled, impartial behaviour of the organisers.	9
Influence decision-making	Respondents saw how their involvement influenced the outcome. Comments expressed were taken on board.	5
Facilitate discussion and sharing views	Facilitation of open discussions between attendees allowing a wide range of opinions to be expressed.	5
Heard about results	Hearing about the results of the consultation is a factor in whether it worked well.	3
Addressed key issues for the community	Focusing on issues of importance to the community and that were priorities for the local area was mentioned as important.	3
Well attended by a range of stakeholders	Attracting people from different groups and industries.	2
Good information provided	The consultation provided useful information.	2
Empowered communities	The process empowered communities and was rewarding.	2

6.1.3.3   Question 15 Please provide a description of one consultation you think did not work well. Why have you chosen this consultation?

Most consultations listed as not working well were around renewable energy projects. There were strong negative feelings expressed. Interestingly, two of the same consultations were listed in both lists for working well and not working well indicating the personal preference in how consultations are conducted. It might also reflect the possibility that people are predisposed to mistrust consultations on issues about which they have negative opinions. Some comments expressed reasons why consultations do not work more generally rather than referring to a specific consultation. Table 6.4 summarises the opinions given for why consultations do not work well.

Table 6.4 Reasons why consultation did not work well

Theme	Description	Prevalence of theme
Local views not listened to	Public opinions were not considered in the decision-making process. The consultations were described as 'tick-box'.	10
Decisions already made before consultation	Outcomes were already decided before the consultation event.	9
No feedback on outcomes	No feedback was given about the result of the consultation.	7
Inappropriate information	The information given at some consultations was hard to understand and full of jargon.	6
Dislike of organisers	Some organisers were not from Orkney and had little knowledge of the local area. They were unable to answer the questions asked.	6
Poor organisation	Poor organisation could be further divided into consultations organised at inconvenient locations and poor advertisement of the consultation. It also included a comment on the use of biased consultation methods.	5
Poor timing	Poor timing refers to consultation meetings set at inconvenient times stopping people from attending, occurring too late in the project process and not giving enough time during consultation events.	4
No local power	Local government is often overruled by national government in decisions. National government overturns local decisions.	3
Knock-on impacts	Some people expressed negative impacts that resulted from consultation decisions they were unhappy with. This included discouragement from taking part in further consultations.	3
Stakeholder exclusion	Not all impacted stakeholders were asked to participate.	2
Consultation fatigue	There are too many consultations.	1
Not addressing local issues	Important local issues were not addressed.	1
No way to measure success	It is hard to measure a good consultation.	1

The reasons given for why consultation did not work are almost the opposite given for why consultation was considered to work. Many of these reasons appear to lead to cynicism in the value of consultation and create a lack of trust in the process. It also links

to the idea that people generally will prefer consultations where they are in favour of the outcome.

6.1.3.4 Questions around Community Voice Method

Figure 6.5 shows whether respondents thought the CVM method would work well in Orkney. 37 people indicated 'no', and 19 people indicated 'yes'.
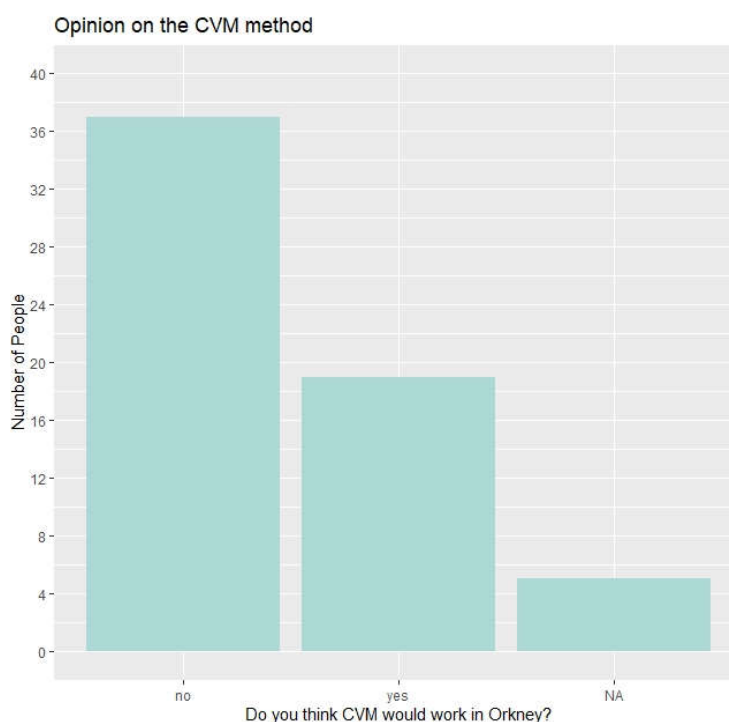
Figure 6.5 Opinions towards whether CVM would work in Orkney

These responses were further broken down by demographic factors to see whether there were any patterns in the type of responses people gave. This can be seen in Figure 6.6.
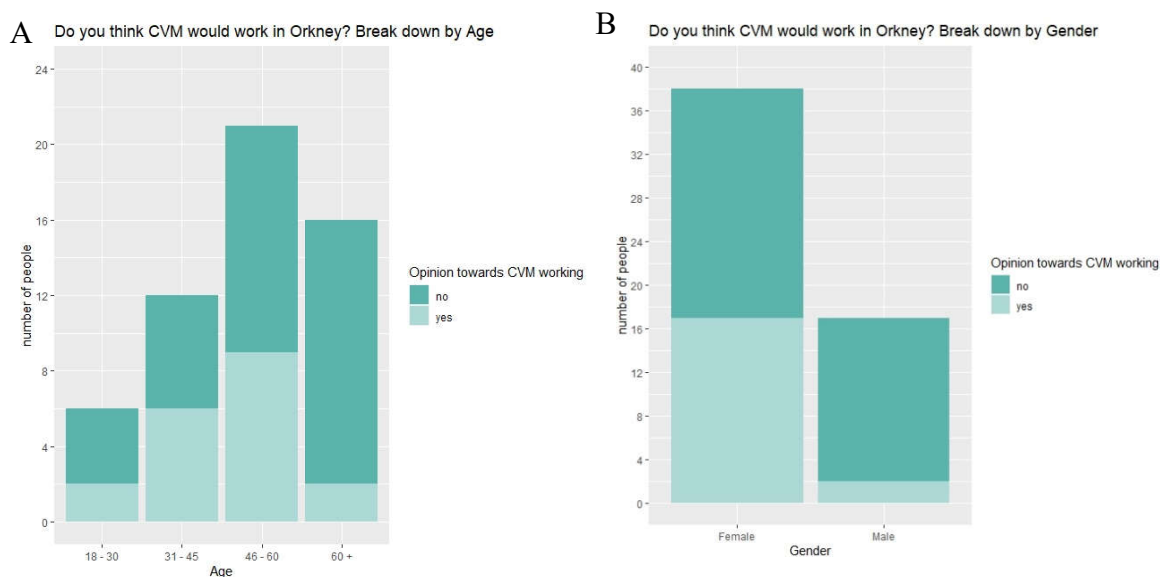
C

Do you think CVM would work in Orkney? Break down by Location
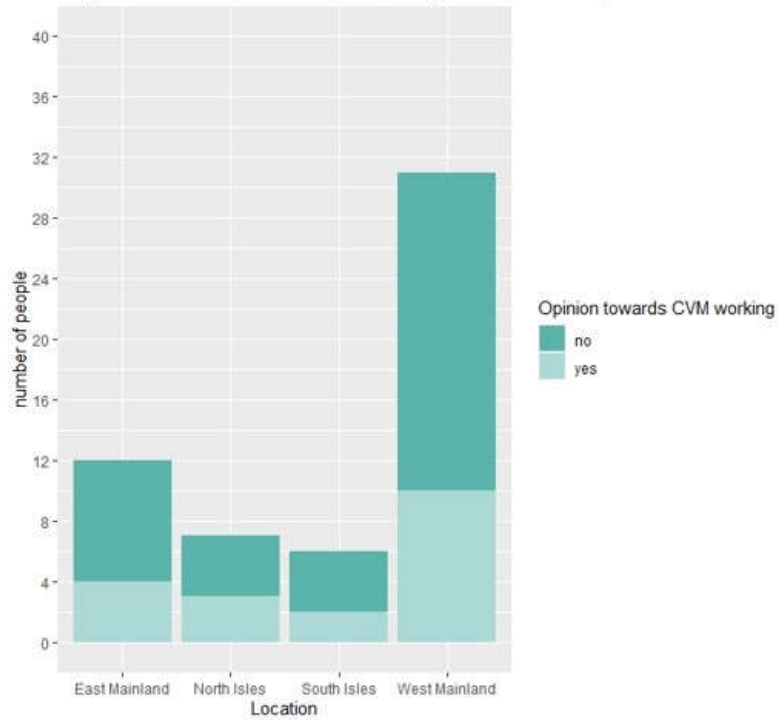
D

Do you think CVM would work in Orkney? Time lived in Orkney
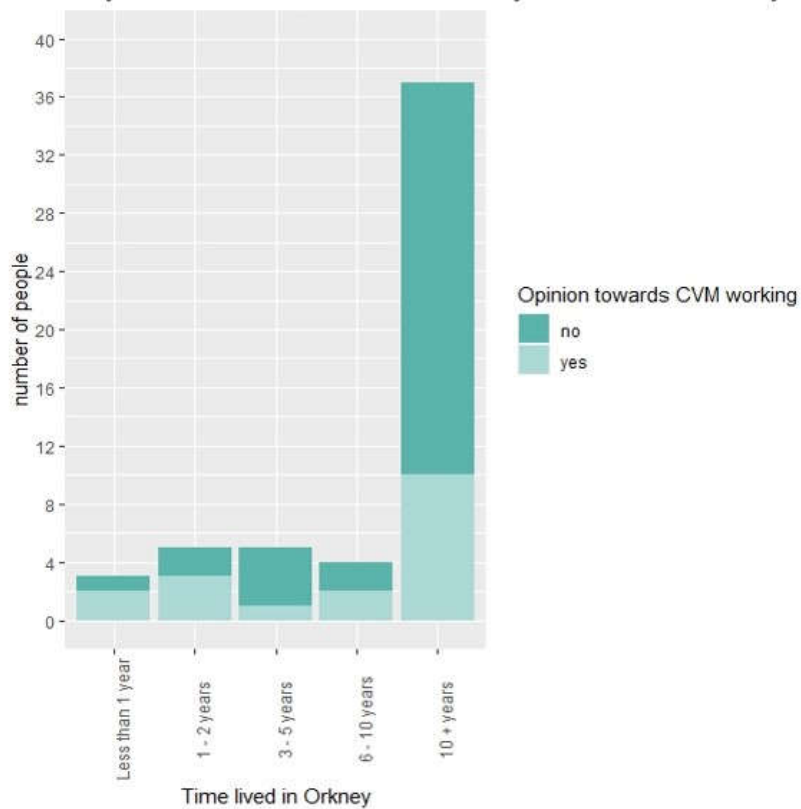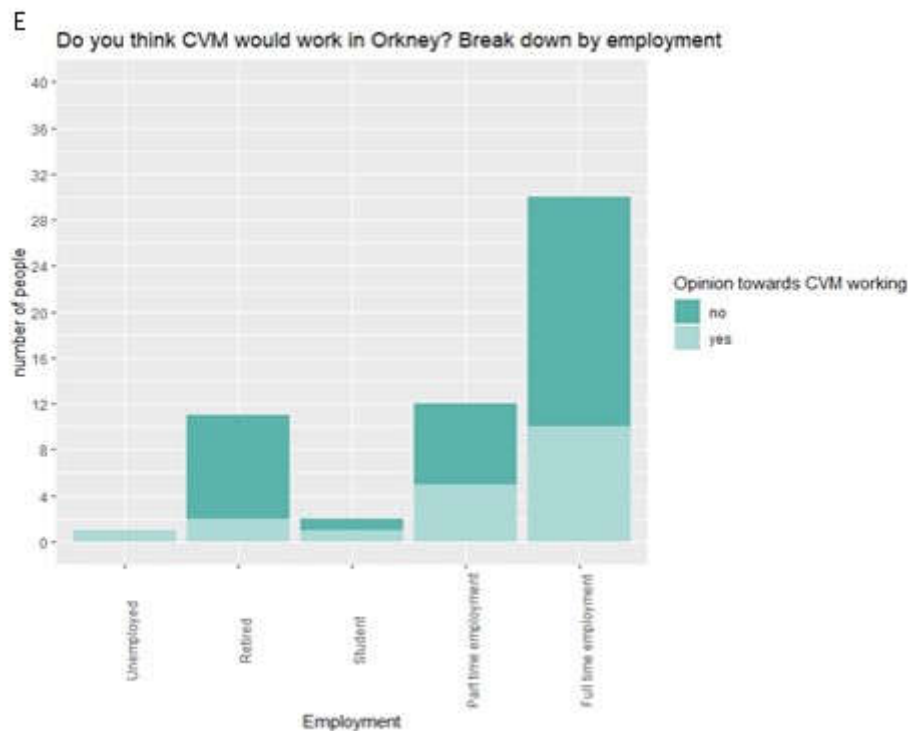
Figure 6.6 Break-down by demographic characteristics and whether CVM would work in Orkney: (A) Age: (B) Gender, (C) Location, (D) Time resident, (E) Employment

A large proportion of the age group 60 + selected 'no'. A higher proportion of males also responded 'no'. Similarly, people that had lived in Orkney for 10+ years also had a high proportion of 'no'. Table 6.5 summarizes the key themes expressed around CVM and whether or not it would work. There was a high variation in the opinions expressed. Some of the more positive comments provided were conditional of certain issues being addressed. Concerns were raised around the process, rather than an outright rejection of the method.

Table 6.5 Opinions expressed towards CVM

Theme		Description	Prevalence of theme
	Might work well	There was a feeling expressed CVM would work better than other methods used and would work well.	12
	Useful for representing a range of views	The film would help to represent a wide range of views and a range of people.	12
Positive	*Positive use of film for information*	The film is a good way to present opinions and information.	5

	Connects people to place	The film helps to connect people to their surroundings.	1
	Identifies important issues	It could be useful for identifying important issues.	1
Unsure	*Suggestions for improvement*	Suggestions included running a trial of the method, providing copies of the transcript to interviewees, having an opportunity to speak freely in the questions, including analysis of non-verbal responses.	11
	Careful participant selection is needed	The method might work if participants are carefully selected so that a range of people were represented.	9
	Opportunities for discussion	Openness and opportunities for discussion is an important factor for whether this method works.	5
	Not seen before in Orkney	This method has not been used before in Orkney.	5
	Concerns over storage and use of footage	Concerns around how the footage would be stored and used (data protection issues).	4
	No different to other methods	This method would not be any different to other methods for consultation in Orkney.	3
	Not sure how it compares	Unsure how this method compares.	3
	Different to other methods	This method is different to other methods of consultation used in Orkney.	1
Negative	*The method could be biased*	Concerns around bias could be further divided into asking bias questions during the interview, how the film was edited and how the transcripts are analysed. There is a need to have a balance of views represented.	31
	Biased participation leading to narrow views	Biased participation might lead to biased views being expressed. It would be more likely to attract people with certain personality types.	28
	Reluctance to be filmed	Many Orcadians would be unhappy about being filmed.	18
	Not as good as other methods	Public meetings and questionnaires would work better in Orkney	15
	Time-consuming	This method is time-consuming.	10
	Reluctance to give open answers	People in Orkney might be reluctant to give their honest answers during the filming process.	6
	Expensive	The method appears very expensive.	6
	Intensive process	The CVM process sounds very intensive.	3

6.1.4   Opinions to consultations

Figure 6.7 shows the overall responses to five Likert scale questions asked in the survey. The Likert questions had the highest overall response rates of questions asked in the survey; 60 responses to these questions were received.   Overall, the questions 'Consultation is a good use of my time' and 'I find it easy to share my views in consultation' had quite positive responses.   There seems to be a high level of 'don't know' responses, which might be due to difficulty in generalising an opinion to all consultations. Consultations in Orkney appear to be quite varied.   The questions 'Results of consultations are always shared with me after the consultation' and 'Having a consultation has a noticeable difference on big decisions in my area' tended to be more negative overall.   Similar proportions of positive and negative views were expressed for the question 'the opinions in my community are taken into account in consultations'.
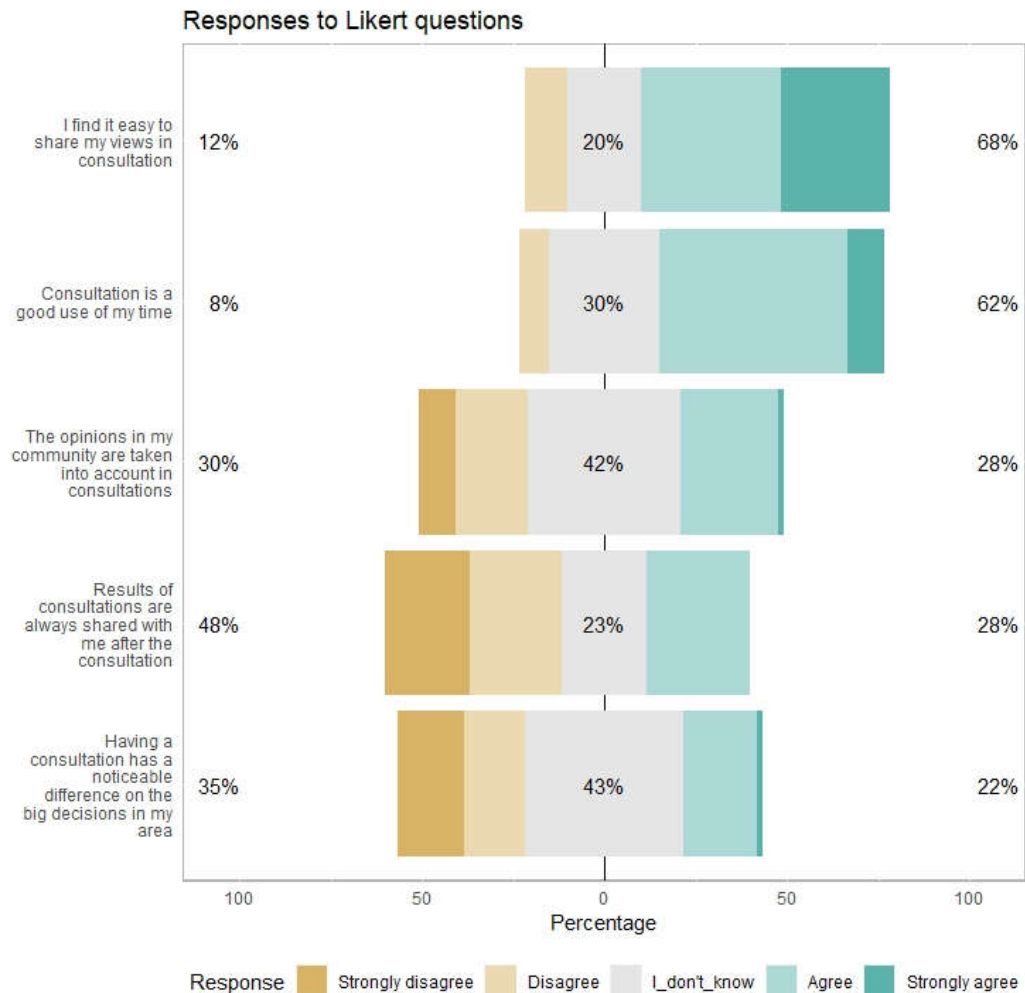
Figure 6.7 Responses given to Likert Questions

97

Overall, the results show that people do feel consultations are time well spent. However, there was concern expressed over the genuine nature of consultations in Orkney, with consultations seen to have little value or impact on outcomes. The comments given to whether consultation was a good use of time provide an interesting insight into why people chose their answers (Table 6.6). Respondents felt consultation should in theory, be a good use of time but that in practice it is often not. The themes for this question have been categorised into positive, unsure and negative to reflect the opinions given in the Likert graphs. Not everyone that answered the question provided a comment.

Table 6.6 Opinions expressed towards the statement 'Consultation is a good use of my time'

	Theme	Description	Prevalence of theme
Positive	*Belief in the value of consultation*	People believed in the value of consultation. There was the feeling that consultation is important. People felt a sense of duty to take part.	11
	Sharing views	There was an opportunity to share opinions. There was a feeling that sharing of opinions is important in influencing local decisions and the public voice is important.	8
	For information	Consultation is seen as useful for getting information about projects	3
	Can't complain	People felt that unless they participated in consultation, they were not able to voice criticisms for project outcomes.	3
	Personal development	Consultation is useful for personal development, such as building on knowledge and forming ideas around a topic.	2
	Benefits community	It is a good use of time if it benefits the community.	1
	Have experience worth sharing	People feel they have experience worth sharing at consultations.	1
	Depends on the time required	A large number of comments expressed concerns about the time commitment required. People feel it is only useful not too much time is taken up. A few	11

		comments in this theme suggested previous consultations had wasted their time.	
Unsure	*Depends on the subject of consultation*	The subject matter for consultations influences whether it is a good use of time or not. Attending consultations that affect people personally is considered a good use of time.	6
	Depends on the value of consultation	Whether it is a good use of time or not depends on whether views are considered and taken into account; this comes down to whether the consultation is 'tick-box' or not.	5
Negative	*No impact on consultation*	By far the most common reason given for why consultation is not a good use of time is the fact that it had no impact on the decision. There is the feeling that consultations are 'tick-box' and decisions are made before consultation takes place.	16
	No feedback on outcomes	There is a lack of feedback on the results for consultations.	5
	Expensive	Consultations are expensive.	1

Figure 10.3, Annex 10.8 provides an analysis of how different demographic groups responded to Question 17. It is important to note that there is variation in the number of responses in each demographic category. These graphs show the percentages of people responding in each opinion category. Looking at these graphs, the more negative views towards consultation being a good use of time appear to be in the older age groups and in people that had lived in Orkney for a long period of time. Male and female response profiles were similar. More negative responses are shown by residents of the South Isles and West Mainland compared to other locations.

The interaction and impact of demographic factors on the response to Question 17 was tested using Ordinal Logistical Modelling and simplifying the categories (see Methodology page 5.5.1). From this model, it appears none of the demographic factors significantly influenced the answers given to Question 17 (see Table 10.4, Annex 10.8). As no significant results were shown through this analysis the graphs have been included within an Annex rather than the results.

6.1.4.2   Question 18: I find it easy to share my views in consultation

Overall, 68% expressed a positive attitude that they were able to share views in consultation. Only 12% expressed a negative view towards the statement. The comments given in response to this question are summarized into themes in Table 6.7. A similar range of themes is expressed in Question 17.

Table 6.7 Opinions expressed towards the statement 'I find it easy to share my views in consultations'

	Theme	Description	Prevalence of theme
Positive	*Confidence to express views*	Having the confidence to express views is linked to personality types. People identifying as confident are happy to share their views. Being articulate is important in helping people to express their views.	11
	Take opportunity to express views	Take the opportunity that is available to get involved and express opinions.	2
	Belief in consultation	People are committed to the consultation process itself and to providing feedback in the process.	1
Unsure	*Depends on the consultation method*	The type of consultation influenced whether people felt happy sharing their views. It is dependent on how the consultation is designed. Question wording affects how easy it is to share views. Well-designed questions are important for allowing views to be shared.	14
	Depends on the topic of consultation	The topic of consultation plays a role in how easy it is to share views.	2
Negative	*Lack of confidence to express views*	Some respondents feel they lack information or experience to be able to speak and share opinions. This is true in large group settings.	11
	Influence of dominant people	The influence of dominant people affects how easily people share their views. Consultation can often be dominated by a couple of louder people making it harder for everyone to share their views.	4

100

	Unsure how results are used	It is unclear how results of consultations are used. People did not know whether their opinions influenced results or not.	4
	Harder in small communities	It can be harder within small communities to share opinions, partly because of difficulties in remaining anonymous and feeling like an 'imposter' to the area.	3
	Attend for information	Some respondents suggested the main reason for attending consultations is for information rather than to share their views.	1

Figure 6.8 shows the breakdown by demographics in response to how easy it is to share views. Younger age groups of 18 – 30 expressed more disagreement with the statement 'I find it easy to share my views'. Male and female attitudes were similar, with slightly more females expressing negative opinions. People living in the isles were more positive than people on Mainland in being able to share their views. 33% of students expressed the opinion of not being able to share views, this might be also linked to the students being younger. The responses for how long people had lived in Orkney and how easily they shared their opinions was quite mixed.

I find it easy to share my views in consultation

B: Gender

	Strongly disagree / Disagree	I_don't_know	Agree / Strongly agree
Male	5%	21%	74%
Female	15%	20%	65%

Response: Strongly disagree, Disagree, I_don't_know, Agree, Strongly agree

I find it easy to share my views in consultation

C: Location

	Strongly disagree / Disagree	I_don't_know	Agree / Strongly agree
West Mainland	17%	21%	63%
South Isles	0%	0%	100%
North Isles	0%	0%	100%
East Mainland	7%	40%	53%

Response: Strongly disagree, Disagree, I_don't_know, Agree, Strongly agree

Figure 6.8 Demographic responses to the Likert question: "I find it easy to share my views": (A) Age: (B) Gender: (C) Location: (D) Employment: (E) Time resident

Whether demographic factors had a significant influence on the opinion given was tested using Ordinal Logistical modelling. Both Age and Location significantly influenced the responses to this question (see Table 6.8). Comparing this to the Likert graphs, it appears that younger people found it harder to share their views, and views were shared more easily in island communities compared to the Mainland.

Table 6.8 Anova Type II test results for demographic factors for response to 'I find it easy to share my views'. Significant result indicated by * (p<0.05)

Demographic	LR Chisq	Df	p-value
Age	9.3660	3	0.024800*
Gender	0.5018	1	0.478696
Location	9.7862	2	0.007498*
Time resident	0.5137	1	0.433397

6.1.4.3 Question 19: The opinions in my community are taken into account

In total, 28% of people thought community opinions were taken into account, 42% answered 'I don't know', and 30% thought community opinions were not taken into account. Explanations for answers were provided in the comments for this question and are summarized in Table 6.9. Completely contrasting views were expressed. The high proportion of 'don't know' answers shows that people found it hard to generalise for this question.

Table 6.9 Opinions expressed towards the statement 'The opinions in my community are taken into account'

	Theme	Description	Prevalence of theme
Positive	*Views are listened to*	Community views are taken into consideration. Often this point was caveated that this is not always the case.	8
Unsure	*Mixed results*	There is variability of whether community opinions are taken on board. This is dependent on who runs the consultation and the subject of consultation.	8
	Increased number of consultations	Unsure because of the increased number of consultations.	1

Negative	*Unsure of how results are used*	Respondents never hear about results or how the consultation influences the outcome. There is a lack of transparency in the process.	13
	Consultation is a tick-box exercise	Lots of people feel consultation is a tick-box exercise, with decisions being made before the consultation takes place. Projects go ahead regardless of community opinions.	10
	No impact of consultation	Nothing changes as a result of the consultation. People express the feeling consultation views are not considered and did not impact on the overall decision.	8
	Bias representation at consultations	Having a representative sample of people attending is important. The opinion that not all groups within the community are fairly represented at consultation leading to biased results is expressed.	5
	No local power	Local people have no power in decision-making and are often overruled by central government.	2
	People in Orkney resistant to change	People in Orkney can be resistant to change.	1

Figure 10.4, Annex 10.8 shows how opinions vary according to demographics. Responses were more negative in older age categories. Similar responses were given by males and females. Residents of The North Isles had a high negative response rate (57%) compared to other areas of Orkney. More students expressed 'I don't know'. This might be because it was harder for students to know what the community opinion was, and they might be less integrated within the community. Similarly, the longer people had lived in Orkney the more negative the answers appeared. The statistical significance of the demographic factors on the answers given was tested using Ordinal Logistical Regression. There were no significant influences on the answers to this question (see Table 10.5, Annex 10.8). These results have been included in an Annex because no significance was detected.

6.1.4.4   *Question 20: Having a consultation has a noticeable difference on the big decisions in my area*

In total, 35% disagreed with this statement and 43% selected 'I don't know'. Only 22% agreed. Looking at the comments it is possible to pull out key themes to help explain

why these answers were given overall (Table 6.10). Not many comments were provided in answer to this question.

Table 6.10 Opinions expressed towards 'having a consultation has a noticeable difference on the big decisions in my area'

	Themes	Description	Prevalence of theme
Positive	*Consultation resulted in a change*	Consultation did result in a change of policy or decision and community voices were heard.	8
	Increases publicity	It can create publicity for a project and increase the awareness of that project.	2
Unsure	*Unsure of how results are used*	Many responses were unsure of the answer to this, suggesting it is not always clear when decisions are made or not or how results are used. It is hard to generalise for all consultations. Some respondents were waiting for the results of consultation.	9
	Depends on timing	It depends on the timing of the consultation. There is only an impact if a consultation is held early on in the decision-making process.	2
	Depends on project	Specific projects strongly affected the results of this project.	1
Negative	*No impact of consultation*	Nothing changes as a result of consultation. It is seen as more of a statutory requirement and tick-box exercise. Decision-makers are not entering the process open to change. Projects went ahead anyway regardless of the consultation outcome.	10
	No local power	Local voices have no power. National government and experts override local opinions.	4
	Consultation not well publicised	Respondents felt consultations were badly publicised.	2
	Poor response rate influences results	Poor response rates mean the opinions of the overall population are unknown.	2
	No accountability	It is difficult to know who is responsible for making decisions and what the process is for	1

		making decisions. There is a lack of transparency.	
	Time and energy of consultee	Often the time commitment and energy of consultees is not respected as part of the consultation.	1

Figure 10.5, Annex 10.8 shows how the responses differed according to demographics. Younger people tended to be more positive than older age groups. Half of the people surveyed over the age of 60 stated they disagreed with this statement and only 7% agreed with it. Residents of The North Isles appear to be very negative in their response to this question. Similarly, people that had lived in Orkney for longer were more negative in their attitudes towards consultation having an impact. The impact of demographic factors on influencing the response to this question was tested using Ordinal Logistic Modelling. None of the demographic factors significantly influenced the answers given to this question (see Table 10.6, Annex 10.8). Because no significance was detected these results have been shown in an Annex.

6.1.4.5   Question 21: Results of consultations are shared with me after the consultation
Nearly half (48%) of people disagreed with this statement. Only 28% suggested that results are shared after the consultation. The reasons given behind these answers are summarised into key themes in Table 6.11.

Table 6.11 Opinions towards the statement 'results of consultations are always shared with me after the consultation'

	Theme	Description	Prevalence of themes
Positive	*Generally, results are available*	The results of consultation can be found generally. Often this is in the form of an online report.	9
	Hard to find results	Results from consultations are hard to find and not well publicised.	3
	Should be an important part of the process	Sharing results is an important part of the consultation process.	1
Unsure	*Mixed results*	It is variable whether results are shared or not.	7
	Participants need to make the effort	Participants need to make the effort to find results.	2

	Unsure of how results are used	It is not clear how results are used to decide the outcome.	2
Negative	No feedback on outcomes	No results are shared, and no feedback is given by developers.	7
	Feedback not sent to participants	Feedback is not sent to participants.	4
	Consultation is meaningless	Consultation is meaningless.	1

To further explore this question, the responses have been broken down by demographic factors (Figure 6.9).

Results of consultations are always shared with me after the consultation

B: Gender

Male 47% | 16% | 37%
Female 50% | 25% | 25%

Percentage

Response: Strongly disagree | Disagree | I_don't_know | Agree | Strongly agree

Results of consultations are always shared with me after the consultation

C: Location

West Mainland 50% | 21% | 29%
South Isles 50% | 33% | 17%
North Isles 86% | 0% | 14%
East Mainland 40% | 33% | 27%

Percentage

Response: Strongly disagree | Disagree | I_don't_know | Agree | Strongly agree

Figure 6.9 Demographic characteristic responses to the Likert question: "Results of consultations are always shared with me after the consultation: (A) Age: (B) Gender: (C) Location: (D) Employment: (E): Time resident

The most positive age group were 18 – 30 year olds, and the most negative age group were 31 – 45 year olds, with 80% disagreeing with the statement results are shared after consultation. Male and female gave similar responses. Residents of The North Isles were very negative in their responses.

Ordinal Logistical Modelling was used to test whether any of the demographic factors explain any of the variation seen in the responses to this question (Table 6.12). Overall, Location was the only significant influence on the responses. Comparing this result to the Likert graph for Location, it suggests that those living in The North Isles are more likely to have a negative opinion about whether the results of consultation are shared.

Table 6.12 Type II Anova results for the significance of demographic factors on the response to 'Results of consultation are shared with me'. Significant result indicated by * (p<0.05)

Demographic	LR Chisq	Df	p-value
Age	4.7348	3	0.1923
Gender	0.0003	1	0.9861
Location	7.6981	2	0.0213*
Time resident	0.9007	1	0.3426

6.1.5   Improvements to consultation

6.1.5.1   *Question 22: Please describe what improvements you would like to see for consultation in Orkney*

A summary of the main themes expressed can be seen in Table 6.13. Many of the comments referred to improving trust and transparency within the consultation process.

Table 6.13 Themes expressed around improvements to consultation

Theme	Description	Prevalence of theme
Feedback on outcomes	Clear results should be shared to help show how comments have been used and how decisions have been reached. This is linked to increased transparency in the process.	12
Influence decision-making	Comments should be listened to and should influence the final decision.	12
More publicity of consultations	Consultation should be more widely publicised.	11
Better planned consultation	Design consultation better. This included training for facilitators, more efficient use of time and resources, and providing good information.	11
Well attended by a range of stakeholders	Encourage a wider range of people to attend consultation.	7
Variety of methods used	A wider variety of methods should be used for consultation. In particular, increasing the number of online consultations and use of social media was an important idea.	7
Timing of consultation	Consultations should be conducted early in the process, and meetings held at times that allow more people to attend.	6
Hard to know	People felt they were not sure what would help to improve consultation.	4
Streamline consultations	Use more joined-up thinking on consultations.	3
Facilitate discussions	Encourage attendees to have more open discussions.	2
Council commitment to consultation	The Council should demonstrate they are committed to the consultation process.	2
Consultation standard needed	A standard for consultation should be developed.	1
All view represented equally	Make sure all viewpoints are represented equally at consultations.	1
More local power	There should be more power to make decisions locally.	1

6.1.5.2   Question 23: What would help you take part in consultations?

This question was aimed at a more personal point of view to try and understand how to encourage participation in consultations. Table 6.14 shows the main themes that came out of this question. The themes for question 22 and 23 are quite similar.

Table 6.14 Themes expressed in response to the question "What would help you take part in consultations?"

Theme	Description	Prevalence of theme
More publicity of consultations	Consultation should be better advertised.	11
Make consultation more accessible	Consultation should be made more accessible. Part of this was to increase the amount of online consultation.	7
Influence decision-making	Comments from consultations should influence decision-making.	6
More time	People expressed the need for more time to take part.	6
More relevant	Making consultation more relevant.	5
Feedback on outcomes	Seeing the results of consultations.	3
Better designed questions	Making sure questions are well designed, unbiased and not too long.	3
Reward schemes	More people would participate if a benefit was received from taking part. Some comments demonstrated opposite views to this, suggesting people should participate because they care rather than for a benefit.	2
Works well now	Consultation currently works well.	1
Unsure	It is not clear what would help people to participate.	1
Training in consultation	Training should be provided on how to carry out consultations.	1
Belief in the consultation process	People believe in the value of consultations.	1
Maintain goodwill of consultees	Maintaining goodwill is important to allow for continued engagement in the process.	1

6.2   PHONE INTERVIEW ANALYSIS

All ten phone interviewees indicated they had taken part in consultations as members of the public. Some interviewees attended consultation to represent a local organisation, such as Community Councils and had experience in running consultations. These interviews offered a breadth of experience within consultations in Orkney. A summary

of the topics and themes can be seen in Table 6.15. For each theme, both the number of people expressing a theme and the number of times the theme was expressed have been recorded as an indication of the strength of the theme in the data.

Table 6.15 Summary of themes in phone interviews. The prevalence of each theme is shown by the number of people expressing the theme, and the number of times the theme is mentioned

Topic	Theme	Number of people mentioning a theme	Number of times the theme is mentioned
ATTITUDE TO CONSULTATION		**10**	**33**
	Apathy to consultations	3	3
	Desire for good consultation	4	5
	Consultation changed opinions	5	9
	Negative attitude to consultation	5	9
	No opinion change from consultation	4	7
COMMUNITY POWER		**4**	**26**
	Legal requirement for public support	2	10
	Let people know their voice matters	2	2
	No local power	2	14
COMMUNITY VOICE METHOD		**10**	**79**
	Biased editing	1	3
	Biased participation	2	3
	Dislike of being filmed	10	39
	Film in existing groups	2	2
	Increase familiarity people more willing	4	6
	Preference for public meetings over CVM	2	2
	Some people happy to be filmed	5	6
	Success depends on age demographic	4	8
	Support for CVM	3	4
	Use non-controversial topic	1	1

Topic	Theme	Number of people mentioning a theme	Number of times the theme is mentioned
	Would not work	1	1
	Would show everyone's opinions	4	4
CONSULTATION DESIGN		**9**	**41**
	Badly designed consultation	4	9
	Community bribes	1	2
	Consultation not successful	5	9
	Joined-up consultation approach needed	2	4
	mixed results for consultation success	1	2
	Not clear or locally relevant	4	10
	Relaxed and friendly approach to consultation	1	5
CONSULTATION FATIGUE		**6**	**23**
	No joined-up approach to consultation	2	5
	Repeat consultations on the same issues	4	7
CONSULTATION IS A TICK-BOX EXERCISE		**10**	**100**
	Community opinions not listened to	7	18
	Council has a bad reputation for consultations	1	2
	No commitment to community engagement	2	7
	No influence on outcomes	7	43
	Using consultation to promote projects	4	13
CONSULTATION METHODS		**10**	**103**
	Dislike of questionnaires	7	16
	Dislike of speaking in public	1	2
	Face-to-face consultations important	6	20
	Focus groups don't capture all opinions	1	1
	Importance of a neutral facilitator	1	1

Topic	Theme	Number of people mentioning a theme	Number of times the theme is mentioned
	Mix of methods is best	4	10
	Preference for focus groups	5	9
	preference for online consultation	3	6
	Preference for public meetings	7	12
	Preference for questionnaires	5	7
	Public meetings widely used	5	6
	Use of existing groups for consultations	2	13
CONSULTATION TIMING		**8**	**29**
	Consultation should be early in the process	2	4
	Have consultations at different times to increase attendance	4	8
	Time of consultation can exclude people	5	10
	Too time-consuming or busy	4	7
DIFFERENT FORMS OF CONSULTATION		**5**	**9**
	Consultation for information	4	4
	Genuine consultations rare	1	1
EXPRESS VIEWS OUTSIDE OF CONSULTATION		**6**	**11**
	Letters for sharing opinions	2	4
	Use of petitions to get desired results	1	1
GENUINE CONSULTATION		**10**	**78**
	Can see a positive impact of consultation	1	6
	Clear and honest consultations	6	19
	Consultation influenced the final decision	4	12
	Learn from previous consultations	1	1
	People are engaged	8	20

Topic	Theme	Number of people mentioning a theme	Number of times the theme is mentioned
	People listened to during consultation	7	19
	Use of local knowledge	1	1
IMPACT OF CORONAVIRUS		**4**	**4**
INFORMATION		**7**	**14**
	Complicated information	1	1
	No use of local knowledge	1	1
	Relevant or good information	6	12
ORKNEY CONTEXT		**9**	**75**
	Consider demographics in islands	3	4
	Everyone knows everyone's opinions	4	5
	Island cultures in Orkney unique	5	21
	Lack of understanding for Orkney context	1	3
	Local community context influences opinion sharing	2	4
	Not wanting to be 'bigsy'	4	12
	Not wanting to be told what to do	1	2
	Orkney is different to mainland UK	2	5
	Resistant to change	2	6
	Sense of pride about the community	4	8
	Suspicion of outsiders	2	5
PARTICIPATION		**10**	**73**
	Attendance influenced by local impact	8	21
	Chose not to attend	5	7
	Encourage diverse participation	4	6
	No point attending consultations	3	8
	Personal interest influences attendance	3	7

Topic	Theme	Number of people mentioning a theme	Number of times the theme is mentioned
	Poor representation at consultations	4	8
	Well-attended consultations	9	16
PUBLICITY OF CONSULTATIONS		**8**	**13**
	Local advertisement is best	5	5
	Poor advertisement of consultation	2	2
	Wide advertisement to reach lots of people	4	6
RESULTS		**5**	**14**
	Biased presentation of results	2	5
	Don't see results	2	2
	Results from consultation were shared	3	7
SHARING OPINIONS		**10**	**65**
	Equal representation and respect of opinions	5	9
	Importance of discussions	4	5
	Influence of the media	1	6
	Lack of confidence to express opinions and put themselves forward	7	19
	Not all voices heard	4	10
	Unwilling to share opinions in small community	8	16

A description for each theme within the Topics is provided below. Themes summarise opinions expressed by phone interviewees and direct quotes from the interviewees are shown in italics.

6.2.1 ATTITUDES TO CONSULTATION

Apathy to consultations

> *"people can't be bothered or they have something else to do"*

Three interviewees suggested people in Orkney are apathetic to consultations. They do not care about taking part and would prioritise other activities over the consultation.

Desire for good consultations

> "*In my heart, I wish we could have good consultations*"

In contrast to the previous attitude, four interviewees expressed the opinion that they believed in the consultation process. Both a personal desire and a feeling that people more generally in Orkney would like meaningful, good consultations was expressed.

Consultation changed opinions

Consultations have impacted on the opinions phone interviewees hold about projects. Two main reasons led to changes in opinion:

1. Hearing a wider range of perspectives during the consultation. This might be a sign that consultation was effective in sharing a wide variety of opinions.

2. Implementation of a project. It is possible consultation was not that effective because only once people could see what the project was trying to achieve in the implementation were opinions changed.

Negative attitude to consultation

Negative reasons are expressed towards consultation by the phone interviewees and can be grouped into two main areas. First, there is cynicism about the point of consultations. Second, the public in Orkney did not engage with the consultation process; a reluctance to engage was expressed.

No opinions change as a result of consultation

There were examples where a consultation had not resulted in a change of opinion on an issue for four phone interviewees. The reasons given for this are that no new information is provided during consultations and phone interviewees researched the topic before the consultation took place.

6.2.2 COMMUNITY POWER

Legal requirement for public support

> "*It ought to be a requirement, a statutory requirement that you get the majority of people in favour*"

Two phone interviewees expressed the point ten times that currently there is no requirement for public support for a project during the phone interviews. Under this theme, it was expressed that local people should have more say in local development, with opinions given in consultations holding more legal weight. This theme also stated that if the local community do not support a project, it should not go ahead.

Let people know their voice matters

Two phone interviewees expressed the theme that people in Orkney can be encouraged to take part if it is demonstrated that their voice is important within the process of consultation.

No local power

> *"Your voice is all too often meaningless"*

Two phone interviewees expressed 14 times that communities often have no local power. There are two sub-themes within this:

1. National interest overrides local opinions
2. No legal requirement to listen to the public

6.2.3 COMMUNITY VOICE METHOD

Phone interviewees were asked their opinions about a description of CVM (see Annex 10.6 for the phone interview guide). Of the ten people interviewed, three people said they are happy to take part in CVM, three people said maybe, and four people said they would not be happy to take part. Similar themes can be determined in both the phone interviews and the questionnaire responses in answer to opinions regarding CVM.

Biased editing

Concerns were raised by phone interviewees that the film would be edited in a biased way. It would not be representative of all the opinions in the community and could be used to promote project agendas.

Biased participation

Interviewees expressed concern that not everyone would be prepared to go on film. This method might favour louder, more confident people leading to biased participation.

Dislike of being filmed

A dislike of being filmed was expressed by all ten interviewees. In total, there were 39 comments around a dislike of being filmed. This is an important consideration for CVM. There are three sub-themes expressed in this theme:

1. Personal dislike of being filmed
2. Reluctance to have opinions shown on film

   Orkney is a small island community, and this puts people off sharing their opinions in such a public way.

   "there's still people who would feel anxious about their face being associated with a particular perspective"

3. Shyness

   Orcadians are also described as being quite shy, and this would put people off being filmed.

   "Just that kind of Orcadian reticence and kind of shyness if you like"

Film in existing groups

Two phone interviewees felt if people are filmed within existing community social groups that meet regularly, they might feel more comfortable and be more willing to be filmed. It was felt that attendees of the community clubs or groups would know everyone present and might feel more able to express opinions.

Increase familiarity more people willing

Phone interviewees expressed that as people in Orkney become more familiar with CVM, they might be more willing to take part. It would help people to be able to see an example of the method working well and achieving a good outcome.

Preference for public meetings

Two phone interviewees prefer public meetings over CVM.

Some people happy to be filmed

There was the opinion that a few people in Orkney would be happy to be filmed and would enjoy taking part in this method.

Success depends on age demographic

Interviewees felt the success of the method depends on the age of residents present on each island. Willingness to be filmed was thought to have generational differences. Young people were suggested to be more willing to take part in this method and generally more comfortable being filmed.

Support for CVM

Three phone interviewees expressed general support for CVM and comments suggesting it would be a good idea.

Use a non-controversial topic

One interviewee felt CVM might work better when a non-controversial topic is used, as people might not get too aggressive participating.

Would not work

One comment expressed the opinion CVM would not work.

Would show everyone's opinions

Four interviewees felt CVM would allow for everyone's opinions to be expressed equally. The use of film is a helpful way of getting views represented equally.

> *"I think it would because it humanizes things and it makes it more real when you can see people"*

6.2.4   CONSULTATION DESIGN

Badly designed consultation

Reasons behind a badly designed consultation could be further divided into three sub-themes.

1. Inconvenient locations

   One example of this is that consultations held in Kirkwall are difficult for people living in the other islands to attend.

2. Intimidating consultation approach

   Intimidating consultations approaches can discourage people from speaking up.

   3. Waste of money

Community bribes

> *"I asked them how had they had their project accepted in the other area and they said they had bought all the local residents a massive TV"*

One phone interviewee expressed the theme that gifts were given to the community by developers to gain support for projects.

Consultation not successful

Consultations are described as not being successful by five interviewees and not having the expected outcomes. A sub-theme for why consultation is not successful is that questions asked by the public at the consultation were not answered properly.

Joined-up consultation approach needed

Two interviewees expressed the opinion that a more joined-up approach to consultation was needed. There was a wish to have consultations—particularly in planning—more streamlined to make it easier to see the whole planning picture.

Mixed results for consultation success

One person felt consultations in Orkney have mixed results. Sometimes it works well but this is not always the case.

Not clear or locally relevant

> *"They should have been clearer at the consultation then they would have got people on board sooner"*

The concept that how consultation directly impacts on people's lives is not always clear was expressed a total of ten times. Interviewees felt the topic of consultations are often too abstract to understand what the direct impact on their lives will be. Interviewees suggested that this influences the attendance at consultations.

Relaxed and friendly approach to consultation

Some consultations in Orkney can take a relaxed and friendly approach to consultation. One interviewee expressed the opinion consultations that are more laid back can encourage more people to speak five times.

> *"They tend to be quite laid back you know, and quite personable"*

6.2.5   CONSULTATION FATIGUE

> *"People like do a lot of community consultations and they kind of get fed up if they are not seeing much coming out of it or what the results have actually been."*

There is a strong feeling of consultation fatigue within the phone interviewees and it was expressed 23 times. Factors contributing to this are the number of consultations and the lack of results or impact of consultations. Within the theme of consultation fatigue, there are two sub-themes.

No joined-up approach to consultation

Linking to the theme expressed above, this theme mainly refers to a lack of connected thinking when putting in place renewable energy developments such as wind farms. Consultations for components in planning are conducted separately. There is a feeling that it is hard to get the overall development picture and stages of the consultation occur separately.

Repeat consultations on the same issues

Often consultations are conducted on the same issues over and over again. These can often be years apart, with no evidence of change resulting from each consultation. Different organisations conduct consultations on similar issues adding to the feeling of repetition.

6.2.6   CONSULTATION IS A TICK-BOX EXERCISE

The view that consultations are often tick-box exercises rather than a genuine attempt to solicit public opinion was expressed by all phone interviews, mentioned 100 times in total throughout the phone interviews. There is a strong feeling that consultations are just a legal part of the process and do not have any real meaning or value.

> *"Because consultation is a legal requirement it's become a tick-box exercise. It's a stage in a process quite often rather than a genuine desire to listen."*

There are several sub-themes within this topic contributing to consultation being tick-box.

Community opinions not listened to

> *"Public feeling on the island was they weren't to listen to us anyway and they are going ahead with this windfarm whether we want it or not."*

Seven phone interviewees felt opinions expressed by community members during consultation were not taken on board or listened to.

Council has a bad reputation for consultations

One phone interviewee mentioned Orkney Islands Council as an organisation that holds tick-box consultations and are not likely to take the responses into account in decision-making.

No commitment to community engagement

Two phone interviewees voiced the opinion that consultations occur without any real commitment to community engagement. Often no effort is made to understand the public or to get the public support for a consultation.

> *"They don't engage the community; they don't get people involved."*

No influence on outcomes

The opinion 'consultation does not influence the outcome of the decision' was expressed 43 times by phone interviewees. Two sub-themes within this can be determined from the data:

1. The outcome is decided before the consultation

Consultation is often seen as a legal requirement to allow something to move on to the next stage.

2. Reluctance to change decisions

Local authorities might be reluctant to change their minds on decisions from consultation because of the risk of setting a precedent for future consultations.

Using consultation to promote projects

> *"It's more a promotional event from their point of view even though it was, you know, a consultation."*

Often the purpose of the consultation is to provide information and promote particular projects, rather than a genuine exchange of views with the public.

6.2.7 CONSULTATION METHODS

Dislike of questionnaires

A strong dislike of questionnaires was expressed by seven phone interviewees. There are two main sub-themes expressed as to why there was a dislike of questionnaires:

1. Loaded question design

   "Well questionnaires are a waste of time because the problem is the questions don't relate to what folk feel. They are usually loaded in favour of the project."

The questions are biased towards particular answers, and people are not given the opportunity to express how they feel. Closed questions are often poorly designed so there are no options to express true opinions.

2. Low response rate

Often questionnaires have a low response rate and you do not get the complete picture of how the public feels.

Dislike of speaking in public

One interviewee felt people in Orkney will not speak in public because of shyness.

Face-to-face consultation important

Having consultations that involve face-to-face discussions with developers was important for six interviewees. Reasons given include it is easier to gauge the level of commitment from the developers in face-to-face meetings and it is a better way of expressing opinions. Interviewees felt face-to-face meetings show a bigger level of commitment from developers to the consultation process.

Focus groups don't capture all opinions

One interviewee expressed a dislike of focus groups because they fail to capture all the opinions within the community.

Importance of a neutral facilitator

An important part of whether consultation methods worked well or not according to one interviewee was the presence of a neutral facilitator. Neutral facilitators help to increase the level of positive engagement within the consultation process.

A mix of methods is best

The most effective way to conduct consultations is to use a mix of different methods. Creative approaches to encourage people's imagination is a sub-theme within this category. Having an iterative consultation approach is also considered important to one interviewee.

Preference for focus groups

> *"I personally prefer more focus group-based meetings because I think they give more scope for creative thinking and you get people bouncing ideas off each other."*

Five interviewees felt having small group discussions is effective for consultation because it encourages people to speak more freely.

Preference for online consultations

Three phone interviewees prefer online consultation methods, particularly social media. One of the reasons given for this is that people give more honest opinions in response to the consultation.

> *"Folk will say things on social media that they might not turn up at a meeting."*

Preference for public meetings

There is a strong preference for public meetings; this was expressed 12 times in total. Reasons given include the meetings feel more personal and a wider range of opinions can be heard.

Preference for questionnaires

> *"I quite like questionnaires; they are quick and easy and I can do them at home"*

Questionnaires that are designed well and focussed can be a good way to conduct a consultation, according to five interviewees. Some interviewees expressed both a dislike and a preference for questionnaires during the interviews. There are two sub-themes within preference for questionnaires:

1. Open-ended questions are better

Open-ended questions are important to include in the questionnaires to allow people's opinions to be expressed.

2. Questionnaires are quick and easy

The main benefit of questionnaires is they are quick and easy.

Public meetings widely used

Analysing the interview transcripts showed interviewees felt public meetings are a very common method for consultation in Orkney.

Use of existing groups for consultations

> *"If you want to get responses from the kind of granular local people who locally live here then you have to find ways into the social world they normally inhabit"*

Conducting consultations within existing groups and societies in Orkney was suggested as a good consultation method by two phone interviewees. Using existing groups helps people to fit consultations within their lives, and it can encourage people to speak because a certain level of trust already exists within that group.

6.2.8   CONSULTATION TIMING

Consultation should be early in the process

> *"I believe for that process to be successful key community groups need to be in the decision-making process and the design process from the absolute get-go"*

For consultation to be meaningful, communities should be involved in the process from the very beginning. This theme was common to two phone interviewees.

Have consultations at different times to increase attendance

Four interviewees suggested making sure that consultation events run at different times; this is important for capturing a wide audience. A particular preference for consultations to be held in the evenings was expressed as a way to increase attendance.

Timing of consultations can exclude people

One of the problems of consultations is that they are held at times that exclude people. For instance, often working people are excluded from attending consultations held during the day. This was expressed by five interviewees.

> *"That would be the main criticisms that I hear of things that go on here that they are through the day and a lot of people can't attend."*

Too time-consuming or busy

People are often too busy to attend consultations; they took up too much time and therefore people did not bother to attend. Interviewees expressed this at a personal level, but also for people living in Orkney more generally.

6.2.9 *DIFFERENT FORMS OF CONSULTATION*

Consultation for information

Four interviewees voiced the opinion that consultations are used to give information rather than to have a consultation or discussion process.

Genuine consultations are rare

One interviewee felt there are not many examples of genuine consultations occurring in Orkney.

6.2.10 *EXPRESS VIEWS OUTSIDE OF CONSULTATION*

"Folk tend to speak about it amongst themselves"

Interviewees suggested people tend to speak about their opinions on consultation more to each other rather than to speak up at consultations. There are different ways opinions get expressed outside of consultations:

Letters for sharing opinions

People write letters to the local paper on issues that are important to them.

Use of petitions

Petitions have been used to stop development from going ahead.

6.2.11 *GENUINE CONSULTATION*

Genuine consultations were mentioned by all ten interviewees. Several themes help to explain why a consultation would be considered genuine by the phone interviewees. These are discussed below.

Can see a positive impact of consultation

>*"People being able to see why it's important that they take part and what results are gonna come out of this consultation and what benefit is gonna be to them and their community."*

Consultations can be described as genuine when it is clear that they will make a real difference on the outcome. The result of the consultation and the positive impact of the project could be seen.

Clear and honest communications

>*"It has to be done with genuineness and integrity and honesty otherwise they are pretty worthless."*

There are three sub-themes around consultations needing to be open and honest.

1. Communication is essential for consultation between different people in the community and also with consultors.
2. Consultation well conducted
3. Positive attitudes from consultors are needed

   People running consultations must be willing to put the time investment into the consultation.

Consultation influenced the final decision

Four interviewees felt some consultations influenced the final decision made.

Learn from previous consultations

One interviewee felt consultors should learn from experiences of running consultations and improve future consultations.

People are engaged

In genuine consultations, people are engaged and honest. This theme is divided into two sub-themes:

1. Commitment to engaging the community

   "It went ahead very successfully and a lot of it because of that community involvement."

   Consultations that really work to engage the community are the most successful. It helps the community feel valued and part of the process.
2. People open and honest at consultations

> *"People here are very willing to talk and listen and discuss and to give their time."*

People listened to during consultations

Seven interviewees felt consultations that listen to feedback and the questions asked are successful.

> *"We feel we have been considered in this process and because they did feel like what they were saying was being taken on board."*

Use of local knowledge

It is important to use and consider local knowledge within the consultations.

6.2.12 IMPACT OF CORONAVIRUS

Four interviewees referred to the impact of Covid-19 on consultation in Orkney. It has added a level of uncertainty around whether projects are going ahead and when the results of consultation will be shared. There was also a mention that more technology is now used within consultations.

6.2.13 INFORMATION

Complicated information

One interviewee referred to information at consultations being complicated.

No use of local knowledge

One person expressed the opinion that no local knowledge is used or asked for as part of consultations.

Relevant or good information

Six interviewees expressed the opinion that the information provided at consultations is good and was relevant. The information helped to demonstrate the potential impacts of the project.

> *"They had makeups of plans and drawings and so it showed you what the wind farm would actually look like if you were standing on Westray so we could see how it would impact and how it would look."*

There was also reference to information exchange occurring, where communities were given appropriate information, and the developers gained information from people in return.

6.2.14 ORKNEY CONTEXT

Consider demographics in the islands

Three interviewees suggested the demographics of each island must be considered individually in every consultation. Some islands have a high proportion of elderly people, and others have rapidly changing demographics. It is important for how successful the consultation will be.

Everyone knows everyone's opinion

Four interviewees feel within local communities it is common for everybody to know nearly everybody else. There is a sense that most people know the opinions of everyone else. A certain level of gossip exists within the local community.

Island cultures are unique

> *"The cultures in each island and parish are actually fairly different with historical differences."*

The culture on each island is unique and different to Mainland Orkney; this was an important point, expressed a total of 21 times by interviewees. Two sub-themes contribute to explaining the uniqueness of each island:

1. Islands are independent

Islands will run in their own way, and the communities that live there are very independent.

> *"It's a small clockwork machine."*

2. Islands are isolated

Often the communities on islands are more self-sufficient. There is also poor internet connectivity in the islands which increases the isolation.

> *"Islands are far more self-sufficient, we expect far less from Kirkwall, get far less from Kirkwall, expect and get a poorer level of service in any respect but enjoy other huge benefits.*

Lack of understanding for Orkney context

"Because they weren't from Orkney, I don't think they got how we live."

One interviewee expressed the opinion that often people not from Orkney running consultations had a poor understanding of what life is like in Orkney. There is a lack of understanding of the situation of life on multiple islands.

Local community context influences opinion sharing

The theme of the context of what is happening in the local community influencing opinions shared at consultations was expressed by two interviewees. How open people are at consultation was influenced by the local community.

Not wanting to be 'bigsy'

The term 'bigsy' is an Orcadian dialect word and 'is to try to set oneself up as better than others, to emphasise individual achievement, against the cultural expectation of community engagement for shared benefits' [167]. Four interviewees felt there is a strong feeling in Orkney you should not be personally 'bigsy', and it is strongly reinforced by members of the community. Conversely, there is an expectation to be 'bigsy' about Orkney and to actively promote Orkney [167]. This is linked to how people act at consultations and an unwillingness to speak out during consultations in case it is perceived as 'bigsy'.

"They'll say how terrible it is it things don't go their way but they'll not actually stick their head above the parapet."

Not wanting to be told what to do

One interviewee felt island communities did not want to be told what to do by people coming over from other parts of the UK.

"Because you know we don't want to be told how to do it by a bunch of other people and certainly not incomers."

Orkney is different to mainland UK

Two interviewees felt the society in Orkney is very different to that of mainland UK. The rural communities work differently, and services operate differently.

"When you live in a rural community like this you do need to look at the fact that these communities are different from mainland UK."

Resistant to change

Sometimes people in Orkney can be very resistant to things changing and the tendency is to keep things running as planned. This theme was mentioned by two interviewees.

Sense of pride about the community

There is a strong feeling of pride about Orkney and the communities there.

> *"They are islanders and well, this is home to us and we all care about it."*

Linked to this is the sub-theme of 'wanting to benefit the community'.

> *"We can see how this is a really good thing for Westray, for the community you know promote our island and stuff."*

Suspicion of outsiders

Two interviewees referred to suspicion of people from outside of Orkney. There is a sense of mistrust of people not from Orkney.

> *"Don't come here and make us change, don't come in here telling us how we should live, our society."*

6.2.15 PARTICIPATION

Attendance at consultations influenced by local impact

Eight interviewees expressed interest in attending consultations regarding issues with a high local impact. Interviewees cared strongly about their local environments; anything impacting on this was considered important. This is linked to the sub-theme of 'demonstrate impact on lives to increase attendance'. When the impact of the consultation is made clear and people understand how it affects them, attendance increased. There is the need to convince people it is a good use of time to participate.

Chose not to attend

Five interviewees indicated they had chosen not to attend consultations.

Encourage diverse participation

The importance of a wide range of people participating in consultation was expressed as a theme. Those most impacted by the consultation should be encouraged to attend. Reaching lots of different social groups was a suggestion from the interviews to have more diverse participation.

No point attending consultations

Eight interviewees expressed the opinion there is no point in attending consultations because they make no impact on the final result. A bad consultation can deter attendance at future consultations.

> *"I spoke up, I made my point, nothing changed, nothing was taken on board, what's the point in going?"*

Personal interest influences attendance

Personal interest of interviewees in the consultation topic influences attendance. More widely, interviewees felt when people feel particularly passionate about the issue, they are more likely to attend.

> *"You see whether folk take part or not depends on how strongly they feel about it."*

Poor representation at consultations

Four interviewees felt consultations can have low representation from the community. Three sub-themes offer further explanation of the issue.

1. Some people don't participate in anything

Some people do not communicate with many people and don't use local forms of media.

2. 'Usual suspects' at consultation

Often the 'usual suspects' attend consultations.

3. Young people are not targeted by consultations

Well attended consultations

Nine interviewees referred to consultations that had been well attended by the community. One personal opinion was that if people in Orkney do not attend consultations they are not allowed to complain about the results.

6.2.16 PUBLICITY OF CONSULTATION

Local advertisement is best

Five interviewees suggested advertising consultation through local methods was most appropriate, for example through Orkney Radio.

Poor advertisement of consultation

Two interviewees thought consultations were not well-advertised.

Wide advertisement to reach lots of people

Five interviewees suggested a range of different means for advertisement should be used to reach the most people; different people will use different methods to hear about consultations.

6.2.17 RESULTS

Biased presentation of results

Two interviewees suggested the results from consultation can often be shown in biased ways; the opinions expressed during consultation can be misrepresented.

> *"But you see the way it's presented so that it looks like the project is getting public approval when it's not by the way they use the word positive."*

Don't see results

Two interviews stated they felt results from consultations are not presented back to the community.

Results from consultation were shared

In contrast, three interviewees expressed the opinion results from consultations are shared.

> *"It was quite an effective feedback because it was coherent, so people left feeling satisfied."*

6.2.18 SHARING OPINIONS

Equal representation and respect of opinions

There was a strong feeling from the interviewees that consultations should provide the opportunity for everyone to express opinions and for those opinions to be respected. All sides of the argument should be articulated at the consultation event.

> *"Get the right people that really respect everybody's opinion and have their own opinion but didn't just condemn somebody's opinion."*

Importance of discussions

Four interviewees suggested people in Orkney place a high value on allowing space for discussions at consultations because it gives the chance for everyone to express their opinions.

Influence of the media

One interviewee expressed strongly the point that the media plays a huge role in influencing opinions shared at consultations about current issues. This theme was mentioned six times.

Lack of confidence to express opinions

Orcadians were referred to as shy and sometimes unwilling to express opinions in public by seven interviewees. They stated people don't always feel confident in raising issues at consultations. This appeared to be a strong theme from within the interviews.

> *"Orcadians are more shy and reserved and don't like to put themselves in the firing line if you like."*

Not all voices are heard

Four interviewees felt not everyone is heard at consultations. This theme could be separated into two sub-themes.

1. Consultation is dominated by loud aggressive people.

   Often meetings can be dominated by one or two people who are loud and make it difficult for other people to express their voices.

   "Two or three strong and aggressive voices who considered it their job to deliver a monologue message on behalf of the community."

2. Unwilling to have dialogues or discussions, which can make consultations challenging.

Unwilling to share opinions in small communities

Eight interviewees suggested people can be unwilling to express their opinion within small communities, where everyone can know everyone. There is an unwillingness to be associated with views that might not be considered popular. This concept was mentioned 16 times.

"People are scared to voice their opinions when there are other people in the community around because they are worried about any impact or it firing back what they say."

CHAPTER 7 - DISCUSSION

7.1 ADDRESSING THE RESEARCH QUESTIONS

The literature review highlighted a major driver for including participation within land and marine planning was a shift to a post-modern approach where scientists and experts are less trusted by the public to make decisions. Ultimately participation was introduced within planning to help repair the loss of trust in scientists and government [51], [52]. Different types of participation within land and marine planning occur; the legal basis for the inclusion of consultation within land and marine planning (see Table 2.1) is firmly established in the Scottish context. Understanding the context under which participation has developed within planning helps to assess whether current consultation practices are achieving the goals behind its rationale for inclusion. Under Research Question 2 (*What challenges to consultation have emerged and what consultation methods have been developed?*) the common challenges within consultation in land and marine planning were discussed, including a review of the methods available to overcome these challenges. Public opinions to consultation were examined under Research Question 3 (*What are the range of public opinions towards consultations? What patterns can be identified explaining why opinions vary?*) Although opinions expressed by project participants are subjective, they mirror the main challenges with consultation discussed as part of Research Questions 1 (*How has consultation developed within the context of land and marine planning?*) and 2. Similarly, opinions towards different methods of consultation—including the use of Community Voice Method (CVM) as a creative approach—help to reinforce the advantages and disadvantages of different methods and the importance of considering local context when designing consultations.

7.2 OPINIONS TOWARDS CONSULTATION

7.2.1 *The reasons behind why consultation was considered important*

From the questionnaire responses, there was a strong feeling that consultation is an important process, with 95% of people saying they thought consultations were important. Both phone interviewees and questionnaire respondents had a high level of involvement in consultations in Orkney. Overall, 62% suggested consultation was a good use of time. The reasons provided as to why consultation is important and why people participate include:

- To influence decision-making

- Ownership in the process

- Information exchange

- Part of the democratic process

- Make sure community needs are considered

- Benefits the community

- Personal development

- To understand the range of opinions

- Care about the impact

- Sense of duty

There is a clear overlap between the reasons given by respondents and those mentioned in the literature shown in Figure 2.2. The proposed benefits of consultation summarized by this figure include a sense of community ownership; potential for community empowerment; to meet community needs; capacity building and to promote social learning and increased robustness through the use of local knowledge. The main drivers behind participating within consultation expressed by project recipients link to one of the drivers behind including participation within planning historically - the idea that participation is a fundamental component of democracy. The literature indicates the public should take part in and influence decisions that directly affect them to increase the legitimacy of decisions [35].

Attitudes towards consultations and a range of different components of consultation vary widely from positive to negative. Participant responses demonstrated some belief in the consultation process. The results of public opinion in Orkney suggest there is support for the consultation process in principle, but it might not always work in practice. Findings from the literature review regarding the common challenges with consultation provide further evidence that consultations are not always successful. A contradiction existed in the opinions expressed between people believing consultations are important and having a negative attitude to how consultations are implemented.

7.3   ISSUES WITH CONSULTATIONS EXPRESSED BY PARTICIPANTS

7.3.1   *Negative attitudes to consultation*

Throughout the questionnaire and phone interview responses numerous comments were made suggesting a negative opinion towards consultation, for example:

"Any local consultations would not make any difference to policies that have already been decided."

There was a certain amount of apathy towards consultation. This reflects existing literature that suggests a large majority of people have no strong opinions and do not take part in consultations [14]. The theme 'no point attending consultations' was expressed by participants who see no value in consultation. Under Research Question 2, one challenge identified with consultation was it is often not effective or allowing for real participation [6]. This matches to opinions expressed by project participants. Several reasons contributed to the negative opinions expressed towards consultation as discussed below.

7.3.2   *Consultation is a tick-box exercise*

There is strong evidence in the data the public feel consultations in Orkney are sometimes 'tick-box' exercises (see Figure 7.1). Informal conversations conducted as part of this research with community members further reinforced the evidence of consultations being viewed as box-ticking exercises. Feedback from participants indicates two types of consultations occur; the type largely depends on how far a project has progressed before a consultation occurs. Consultations near to the end of a process are more likely to be viewed as 'tick-box' because they appear to be held to get an existing plan approved, whereas consultations at the beginning of a process are viewed as more aimed at learning from community responses and no fixed outcome has been decided. Interestingly, some opinions in the data hint that Orkney Islands Council (OIC) have a reputation for holding tick-box consultations, which suggest public opinion is OIC organisers of consultation are not always fully committed to the process. Not all comments were negative towards OIC. Some OIC consultations were listed as examples of consultations working well.

The presence of tick-box consultations without commitment to meaningful engagement might have been expected from examining the wider literature; they are considered a common challenge to consultation [87]. When consultations have no impact on the outcome there is concern about the legitimacy of the decision made [11], [95]. The opinions expressed in this study are similar to other attitudes expressed to consultations by fishermen described in Section 3.4.6 that there was no point to the consultation and they had not been involved in the decision-making process [6], [108]. Previous research in Orkney has also demonstrated public cynicism towards consultation, claiming it has

no value and the outcome is decided before the event [135]. The results clearly show participants still feel consultations in Orkney can be tokenistic or tick-box exercises.

Figure 7.1 Themes indicating consultation is tick-box in Orkney (*Participant quotes in italics*)

7.3.3   *A lack of transparency leads to a loss of trust*

Several themes expressed in the results point towards a lack of transparency within the consultation process. In particular, participants expressed the opinion that results from consultations are not always shared with them. When it is unclear to participants how their comments have been used and how the decision-making process has occurred it contributes to a loss of transparency.

> *"I don't know how my involvement has impacted [on] the results of the consultation."*

Lack of transparency within consultation leads to a loss of trust between stakeholders and those running consultations, inhibiting collaboration on projects [2], [9]. It acts as a barrier to participation [30].

Badly run consultations contribute to a loss of trust in the process, as widely reported in the literature [29]. The theme 'not clear or locally relevant' expressed in the results suggests public opinion is that consultations are sometimes designed badly with an unclear purpose.

> *"They were complaining that it wasn't a direct impact on their lives and it was just people wasting money and talking shop."*

Not knowing the purpose of the consultation makes it feel irrelevant to the local situation. The results provide further evidence for this lack of trust from the themes 'mistrusting officials' and 'dislike of organisers'.

> *"They are simply incapable of listening and acting. As a result, they are not to be trusted."*

Transparency is a principle of good governance [68]. If participants of this research feel consultations are not transparent it impacts on the legitimacy and quality of environmental governance decisions made. Similar results to those in this research have been reported by Marine Management Organisation, indicating stakeholders were concerned around a loss of transparency and a lack of understanding of how involvement links to the outcome within MSP engagement [107]. Given the imminent development of an Orkney RMP, transparency is an important consideration for consultations within the future MSP process; it might help to gain public support for the process.

7.3.4 *Poor timing of consultation*

It has been previously established that the timing of when a consultation is conducted is crucial to whether the consultation is seen as useful [6]. Consultations at inappropriate times have been shown to cause frustration amongst participants [109]. When communities feel a consultation is occurring late within project development they can feel very threatened [87]. The results from this research demonstrate participants criticising the same timing issues: consultations occurring too late in project development and inappropriate consultation timing.

7.3.4.1 *Consultation is too late in the process*

Answers to the questionnaire indicated consultation often occurs too late in the process to meaningfully contribute to the decision. Consultation feels tokenistic [8]. Public

opinion from project participants was for consultation to be meaningful, it should be conducted early in the process.

> *"Consultation should begin at the earliest stages, not when a project is 7/8ths complete so folk are only consulted on minor cosmetic details."*

Involving communities from the start helps to increase the value of the consultation and encourage a sense of collaboration and trust on a project [14]. The preference for early engagement expressed by project recipients is seen within the development of consultation methods occurring in the literature as addressed under Research Question 2. For example, the development of participatory planning [14] and the shift to 'Engage Deliberate Decide' away from 'Decide, Announce, Defend' [110].

7.3.4.2 Timing of consultation excludes people

Timing of consultation events prevents people from attending. For example, consultations held during the working day exclude certain groups from attending, or in other cases the location and time of the consultations were inconvenient and so prevented island residents from attending.

> *"The main reason [I don't go to many consultations] is probably time, availability, you know. [...] The consultation I went to [in Stromness], a lot of people that turned up were retired incomers so people who had a pension and didn't have a job."*

From personal experience of attending consultations in Orkney, the consultation attended titled 'Enquiry into how regional marine planning is developing and working across Scotland' run by the Scottish Government Environment, Climate Change and Land Reform group was an example of a poorly timed interaction. Set for two hours on a Friday evening, it coincided with a key community event of Christmas Tree Lighting in Kirkwall. Significant numbers of the community were involved in this ceremony because of international visitors from Norway tied to Orkney's history. These people were excluded from attending in addition to those living on other islands who were limited by transport logistics and the cost of an overnight stay.

Consultations are often time-consuming, which the literature has shown acts as a barrier to attendance [6]. Many people in Orkney have more than one job and are actively engaged in multiple voluntary community organisations, particularly in the islands. Evidence for this exists in the theme 'more time' in response to Question 23 (What would

help you participate in more consultations?). Participants in this project expressed a desire for the time commitment in attending consultations to be acknowledged and respected.

> *"It is very rare for those consulting to properly respect the time input and energy of the consultees."*

7.3.5   Consultation fatigue

Consultation fatigue is a common challenge with consultations [8], [9] discussed in the literature review as part of the overall Research Question 2. In the wider literature, stakeholders have expressed feelings of consultation fatigue within MSP and towards renewable energy development consultations [6], [107]. Evidence for consultation fatigue in Orkney can be seen throughout the phone interviews and questionnaire responses. The main factors contributing to consultation fatigue expressed by participants are shown below and are similar to those seen in the wider literature.

7.3.5.1   Repeat consultations on similar issues

There are many organisations—including national, local and NGOs—running different consultations in Orkney, often on similar topics. The public can feel like they are being asked similar questions, without understanding the differences, leading to a feeling of repetition. During this research, an example of consultations running on similar issues was seen through the *Oceans of Value* (OoV) Project and the 'Orkney Marine Environment Project: valuing our seas' run by OIC. The OoV aims to understand hidden and cultural values towards the marine environment and similarly the 'Orkney Marine Environment Project: valuing our seas' aimed to determine what the seas meant to people living in Orkney. These consultations ran for overlapping time periods on very similar topics. Repeated consultations on similar issues have been shown to contribute to consultation fatigue in the wider literature [1]. The appearance of no coordination within the community is created.

7.3.5.2   Lack of impact

A lack of impact on consultations is a factor contributing to consultation fatigue [9] as well as to the feeling of tick-box consultations. Consultation fatigue can be caused by the feeling of cynicism towards consultations [8]. Themes expressed within the results of this project are similar to those within the literature; participants felt 'fed-up' from

attending consultations that had no perceived impact. As previously discussed in Section 2.3.1, consultation is influenced by political agendas. It could be argued the lack of impact of some consultations in Orkney might be more widely attributed to using consultations to push through political agendas rather than as a tool for more meaningful community engagement.

7.3.5.3   Poor quality of consultations

Themes such as 'badly designed consultation' and 'poor organisation' suggest that participants in this project felt consultations were not designed well. Attendance at inefficient, poor quality consultations increases consultation fatigue; it has been shown within the literature to lead to a feeling that consultations are a poor return on the time invested. There is no perceived benefit of attending consultations [11].

7.4   QUALITY OF INFORMATION

An assortment of opinions was expressed regarding the quality of information at consultations. As a whole, phone interviewees were positive in their comments, although some references were made to complicated information. Information that clearly demonstrated the impacts of projects was well-received.

> *"They had an artist's impression of what it would look like so you could see the impact on the environment."*

Not being able to access understandable, trustworthy information is an issue with consultations more generally [98]. Within the questionnaire responses, a mix of responses were received, but there was a strong discontent about the quality of the information provided at consultations. Some comments referred to the use of jargon and buzzwords, with the information being hard to understand. Use of jargon can act as a barrier to participation in consultation [30].

When attending the consultation for the 'Draft Sectoral Marine Plan for Offshore Wind Energy' run by Marine Scotland, clear information boards described the location and impact of the planned wind farms. Observations indicated this was a positive use of information. However, reading material provided was extremely long and complex and an enormous quantity of information was provided to attendees. During the time attended at the consultation, it appeared only professionals and those with technical backgrounds

took notice of this information. It felt this information was not understandable and required a level of technical expertise.

Participants in Orkney have previously highlighted complicated information full of jargon as an issue with consultations [135]. The results from this project show this is still an issue at some consultations although some information given at consultations is now considered very useful by attendees.

7.5 REPRESENTATIVE CONSULTATIONS

7.5.1 Participation

The results indicate mixed evidence as to whether consultations are well-attended and representative of the community. On one hand, the theme consultations are 'well-attended by a range of stakeholders' was expressed in both the phone interviews and the questionnaire.

> *"It attracted people from both the aquaculture industry, academics, environmental consultants etc so it was good to hear lots of different opinions"*

In particular, phone interviewees expressed the opinion that consultations in the islands have been well-attended.

> *"It was definitely well-attended. My office is right next door to the room that they hired so I could see people coming in and out all the time."*

Reasons given for attending consultations were linked to the personal impact and interest in the subject for the consultation, and how much the consultation impacts on the local area. Personal interest has been shown previously as a way of influencing participation within decision-making [105]. It was not possible from this data to test whether locations of consultation in Orkney significantly influenced attendance.

Phone interviewees based on other islands away from the mainland expressed feelings of community pride. The concept of communities was considered very important. It is therefore possible consultations in the islands are well-attended due to the interest and concern about the local community and the local area.

> *"They were all well attended because… [of] the impact that it could potentially have on the way that the social care system works over here."*

Participants recognised the importance of diverse representation within consultations, stating poor attendance could result in biased consultation decisions.

"If people don't take part in consultations then decisions will be made by a narrow group, and the views of the community will not be heard as effectively as they could be."

However, the results also provide evidence that attendance for some consultations is poor. Phone interviewees themselves expressed the theme 'chosen not to attend' due to reasons such as consultation fatigue and inappropriate timing of consultations. Consultations were also described as having poor representation, with 'usual suspects' being the voices often heard. The opinions voiced also indicate age influences the level of engagement in consultations. Interestingly, a 'seldom-heard' group mentioned in Orkney by project participants was young people. This is reinforced by the existence of a new report assessing youth engagement within Scottish Local Councils that highlighted the need for better youth engagement by OIC [168]. In some cases, comments referred to the exclusion of stakeholder groups from consultation, and one theme describes representation at consultations as biased.

"Certain sections of the community are over-represented and certain sections completely unrepresented."

Levels of participation in Orkney are clearly variable. Assessing the factors influencing attendance is hard. One factor is the apparent level of the local and personal impact of the subject of consultation. This is evidenced by comments around the need to ensure key community issues are addressed.

"Committed to discovering the priorities of the community that was the focus of the consultation."

Previous research on consultations in Orkney highlighted declining attendance [77]. The reasons given for non-attendance in this study match to previous research: consultation fatigue and inconvenient timing of consultations. High attendance mentioned at some consultations is however a positive change, although it should be noted this is anecdotal evidence.

7.5.2   *Publicity of consultations*

At the MESMA workshop in 2013 participants expressed a desire to see consultations more widely publicised through a broader variety of media [135]. Results in this project are mixed for whether people thought consultation was well publicised. The data suggest

a higher proportion of people in the older age categories who have lived in Orkney longer find consultations well publicised compared to people in younger age categories who have not lived in Orkney as long. It is not possible to say for certain, but this might be a reflection on where consultations are currently advertised and knowing where to look. There were a variety of methods by which people hear about consultations. The most common way was through social media, which might be considered surprising as phone interviews with island residents indicated a poor internet connection in the islands. This might reflect the larger number of respondents who took part in the survey from mainland Orkney. Some respondents listed increased publicity as an improvement for consultations, indicating that some opinions remain the same today as in the MESMA workshop seven years ago.

7.5.3 *Is consultation capturing all views?*

Facilitating open discussions between stakeholders is fundamental to the definition of consultation and is an aim of many of the consultation methods that have developed, as seen by the variety of methods explored in the literature review under Research Question 2, such as CVM [22]. The need for discussions and hearing all views has been recognised in these results. Project participants expressed the opinion everyone needs to have an equal opportunity to voice an opinion alongside listening to all opinions expressed.

There was some indication that a range of viewpoints were represented at consultations and this was partly linked to the methods used. Public meetings appear to be contentious within the results. Some respondents expressed they were able to voice their views at public meetings and this was linked to confidence in public speaking.

> *"I'm reasonably articulate and used to speaking in public"*

In contrast, several participants expressed a lack of confidence for speaking at public consultation events. Intimidating consultation approaches also deterred people from speaking.

> *"But maybe some people are a little bit guarded when it's the ones where you have to sit in a row like you are at school in front of a panel of people."*

Connected to this idea, consultation methods described as more open and laid-back encouraged people to speak.

> *"Whereas the ones that are more open and you mill about and speak to the people face to face, one to one. I think people seem to be very open at those ones."*

In the literature, some of the disadvantages expressed with public meetings include the potential for conflict and an imbalance of power between those attending (see Annex 10.3). When attending the consultation for the 'Enquiry into how regional marine planning is developing and working across Scotland', the approach used was to have a group discussion with all attendees. Whilst the organisers tried to balance out the voices that spoke, the atmosphere was intimidating, and personal reflections indicated some attendees were too shy to speak. Consultation meetings have been described by participants in this research as being dominated by loud, aggressive voices reinforcing this point. It was felt not all voices were heard during these meetings, and some consultations had limited space for discussions.

> *"Often consultation meetings are ruled by one person who is louder than others. Not necessarily the right voice."*

The cultural context within the Orkney community appears to influence whether opinions are captured as part of consultation. The theme 'unwilling to share opinions in small communities' was expressed. Reasons behind this were that the community is closely interlinked, and there was a concern about expressing a minority opinion. From the results, it was clear this was not the case everywhere, and this reluctance to express opinions was a personal point of view, reflecting how that person interpreted the situation in Orkney. On multiple occasions, Orcadians were described as shy and the theme of 'lack of confidence to express opinions' demonstrates this. Several respondents stated people are unwilling to voice their opinions publicly. People did not want to appear 'bigsy' [167]. The shyness and unwillingness to come forwards during consultation is an important consideration in designing consultation methods appropriate to the context within Orkney.

> *"People don't, they like to mutter under the surface but they don't want to come out and say anything."*

Overall, these results show mixed evidence for whether consultation would capture all opinions within the community. The themes expressed in this project are closely linked to the concept of power imbalance between stakeholders expressed in the wider literature. Previous studies have also reported that when there is an imbalance of power between stakeholder groups, louder groups are able to dominate the discussion and impose a stronger influence on the decision-making process [107].

7.6   NO LOCAL POWER

Lack of local power was expressed throughout the questionnaire and phone interviews. Participants felt that national interests were able to override local interests, with central government overturning local consultation decisions. Local voices have little say in larger projects.

> *"Citizen's rights have been consistently removed, centralised and off-shored over the past few decades and local voices drowned out by shouty loud well-funded national or international elites."*

Respondents feel the public lacked power at consultations. There is no requirement to take community opinions on board at consultations. Local ownership was previously noted as important to consultation participants in Orkney, particularly around the use of the marine environment. Lack of local government power in Orkney was raised as a concern [134]. The results demonstrate the same concerns are being raised by participants of this research; local communities have little power in the overall decision-making process.

Imbalance of power between local consultations and national government, and communities and developers has been described as a common problem with consultations [5]. It is associated with consultations which are perceived to be tokenistic, where the public are heard but not actually considered [5]. It is clear that an equal balance of power between the public and government is not achieved within all consultations, and this research demonstrates that appears to be true in Orkney too.

7.7   EVIDENCE OF CONSULTATIONS WORKING WELL

7.7.1   *Genuine consultations*

> *"I think it's just let people know that their voice matters really and it's not just going to be done for the sake of it. It's going to be done for important reasons and it could make a difference."*

Despite the criticism and negative attitudes to consultations discussed, there was evidence within the data of consultations being conducted that were considered to be genuine (see Figure 7.2). Respondents felt that consultations allowed for an exchange of information between organisers and the public and the result influenced decisions and outcomes. This has been shown to be important for genuine consultations in the literature [13]. The results do also suggest genuine consultations are not that common; one theme from the

phone interviews was 'genuine consultations are rare'. If genuine consultations are less frequent than tick-box consultation the overall trust in the consultation process will remain low.
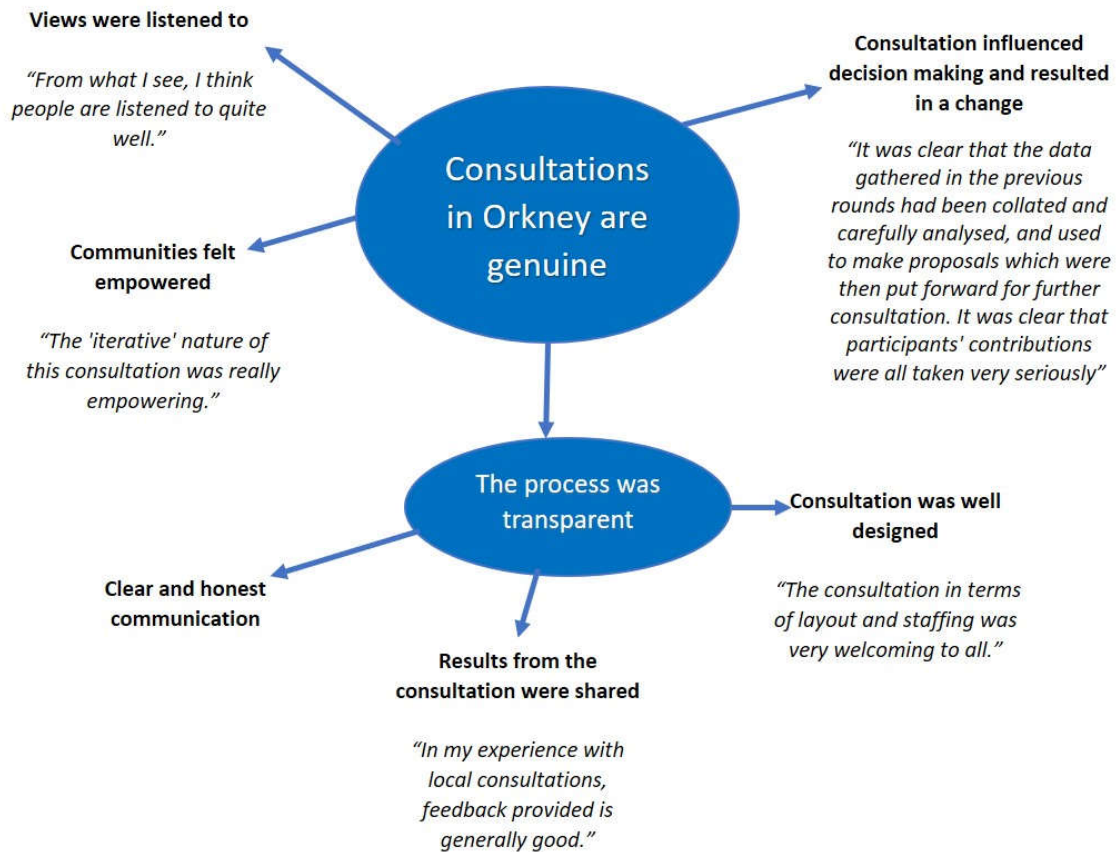

Figure 7.2 Themes in the results suggesting consultation is transparent (*participant quotes in italics*)

Multiple similarities can be seen between what participants listed as features of successful consultations and the best practice guidance listed in Table 3.2. Features of a consultation that contribute to best practice according to the literature include: allowing for two-way flow of information between developers and the community [14]; making a difference and achieving change [87]; transparency through the sharing of results and good communication [118]. Participants of this research highlighted these same features within a few consultations they had attended, indicating that some consultations occurring in Orkney are following best practice. Consultations that built a sense of trust between attendees and organisers were thought of as successful and genuine by project respondents.

7.7.2 Positive attitudes towards organisers

Project participants expressed qualities of organisers they liked during consultations. When the organisers were 'skilled', 'impartial' and 'open' people felt consultations worked better. Respondents felt the consultation worked well when organisers were committed to the consultation. Lack of commitment from organisers has previously been suggested as a reason why consultations might be considered to fail [13]. Therefore, it follows that when participants felt organisers were committed to the consultation is was considered more successful.

7.7.3 Commitment to community engagement

Several consultations described by respondents suggested they attend consultations that are committed to meaningful community engagement. Meaningful community engagement is recognised by respondents as a necessary component of successful consultation, needed to achieve success within projects.

"I believe in engaging communities in collectively framing the problem."

Consultations that make the effort to work with and engage all members of the community were more highly thought of than those that did the bare minimum to engage communities.

Different types of consultation that vary in the level of meaningful community engagement have been discussed in the literature as part of understanding the development of consultation within land and marine planning [14] (see Table 1.3). Within this structure, levels of community engagement are divided into 'citizen power', 'involvement', 'tokenism' and 'non-participation'. The results from this research suggest consultations are occurring at a mix of levels. Some respondents expressed opinions of tick-box consultations, suggesting the engagement would be considered 'tokenism', but other respondents described consultations as being committed to community engagement and this provides evidence for genuine consultation and indicates a higher level of engagement at 'involvement' is occurring. The Gunning Principles set out the requirements for the standard that consultations must reach [46]. In the eyes of project participants, some consultations in Orkney are clearly better at meeting the requirements of the Gunning Principles than others (Table 7.1).

Table 7.1 Describes how the participant opinions relate to whether the Gunning Principles have been fulfilled.

How well do consultations in Orkney address the Gunning Principles, according to project recipients?	
GUNNING PRINCIPLES	**WHAT DOES THE DATA SUGGEST?**
1. Consultation must take place when the proposal is still at a formative stage.	The results suggest that people think consultations do not always occur early in the process. Sometimes consultations are very late, and there is the feeling that decisions have already been made. There was the recognition that consultations should occur early whilst projects are in initial stages of development, allowing for community comments to influence the decision.
2. Sufficient reasons must be put forwards for the proposal to allow for intelligent consideration and response.	The quality of information provided at consultations is mixed. Positive responses were received that consultation provides relevant, useful information. Conversely, the information is sometimes full of jargon and complicated.
3. Adequate time must be given for consideration and response.	There were no comments raised around the length of time given for consideration of responses, which is interesting. It could be interpreted that there are no issues with the length of time given for consideration of responses, but it is not possible to be certain. It might be that participants chose to talk about other issues instead. It is hard to assess the results in the context of this Gunning Principle.
4. The produce of consultation must be taken seriously into account.	The evidence given in the results in mixed. There is a strong sentiment that some consultations in Orkney are tokenistic and tick-box. Comments provided suggested that consultations have no impact. However, responses do refer to the genuine nature of consultations where comments given at consultation were considered and influenced the final decision-making process.

7.8 CONTRASTING OPINION BETWEEN ORGANISERS AND THE PUBLIC

Whilst most of the respondents in this research were members of the public, it is clear from the questionnaire some people who responded answered from the viewpoint of those running consultations. Similarly, several phone interviewees noted they had experience running consultations. Informal conversations were also held with organisers of consultation during this project. Differences in opinion existed towards consultations

between organisers and attendees of a consultation. People running consultation events thought very highly of their own consultation, believing their consultation addressed the common challenges such as encouraging diverse participation and transparency. Only one person who ran consultations admitted sometimes consultations are tick-box and used to get projects approved. One difference could be seen in responses to Question 21 regarding whether results of consultations are shared with participants. Organisers of consultation suggested results are available, and participants must make the effort to find them. In contrast, public opinion was more mixed; there was a strong negative opinion that results are not shared alongside some respondents suggesting results are shared. Variations in opinions between Councils running consultations and the public towards features of consultation, such as the method used have been reported within the literature [106]. Understanding differences in opinion and ensuring organisers accurately evaluate the success of consultations would be an important step in improving the consultation process.

7.9 PROS AND CONS OF CONSULTATION METHODS

In the results, there are differing preferences for consultation methods, suggesting that no one method for consultation will work best. This echoes the wider literature examined under Research Question 2 (page 7), looking at the range of methods available for consultation. Recognising the fact that different methods will engage different groups within the community is important. Generally, more 'traditional' methods of consultation were discussed with positive and negative attitudes expressed by participants (Table 7.2). Comments stated appear to be both from organisers of consultations, and attendees to consultation. The overall advantages and disadvantages of an organiser choosing a particular method are summarized in Annex 10.3. There was overlap in the reasoning for why participants and organisers preferred or disliked a method. For example, advantages listed by organisers for choosing public meetings as the method for consultation include the opportunity for face-to-face contact and allowing for large audience attendance, which are similar reasons given by participants in Table 7.2.

Whilst there were comments in favour of using questionnaires, some responses suggested that many questionnaires for past consultations had been poorly designed. There was a sense of frustration at having to complete inefficient questionnaires that phrase questions in favour of certain responses.

"The danger with a questionnaire is that they tend to be closed questions or questions where you are given a range of answers to choose from none of which actually reflect how you feel"

To overcome this issue, a preference for open-ended questions was articulated by project participants to allow opinions to be captured more accurately.

Table 7.2 Opinions expressed to different methods by project participants

Method for consultation	Positive opinions expressed about the method	Negative opinions expressed about the method
Questionnaires	• Quick and easy • Can be completed in own time • Concise questionnaires are useful	• Loaded question design creates a bias towards answers • Poor response rates
Public meetings	• Face-to-face meetings are good • A wide range of opinions can be heard • Meetings feel more personal	• Dominant voices can take over meetings • Participation can be low • Dislike of speaking in public
Online consultations	• Social media is popular • Can be completed in own time • People might give more honest opinions	• Poor internet connection in the islands • Older folk are less 'tech savy'
Focus groups	• Smaller group discussions are better and more effective	• Will not capture everyone's opinion in the community

Face-to-face contact was a significant component of consultations to project recipients, seen as a sign of commitment from developers to community engagement.

"If you are prepared to put the time in to meet people it shows a bigger level of commitment ... rather than just throwing out leaflets."

Participants stated it represented an opportunity to better understand the people running consultation and created a more personal approach. As discussed earlier some responses showed a dislike of public meetings, linked to Orcadian shyness and not wishing to be

associated with controversial views. To effectively reach all members of the community, a range of methods is needed that includes face-to-face contact and online consultations that create more anonymity.

The pre-application consultation for Orkney's community wind farm project in Quanterness run by OIC was a consultation that had a slightly different method. A selection of display boards presented information on the project. A member of the Council team showed round attendees on a one-to-one basis, providing the informal opportunity to chat and ask questions. The organisers felt this approach had been well received by project recipients with good overall attendance, although as mentioned earlier organisers of consultations tended to be positive when describing their consultation. However, it appears to overcome some of the challenges described with public meetings allowing for everyone's voices to be heard. A short questionnaire was provided at the end to capture people's opinions on the project. The consultation made the effort to run different timed events to try and encourage a range of people to attend. There was however no access to an online version of the questionnaire or project information, so anyone that could not attend the meetings was excluded from participating. Interestingly more consultations for this wind farm project were held later in the year and switched to a mainly online format in response to Covid-19.

The limitations on face-to-face contact during Covid-19 has led to a rise in the use of live online polling[10]. This technique is a way of measuring opinions in real-time. Participants are asked to vote anonymously on an issue and results are then displayed instantly. Several questions can be asked of participants and a range of graphs can be drawn, from word clouds to bar charts. Techniques such as this may represent solutions for overcoming some issues raised by project recipients. It allows instant feedback, is a clear transparent process, and anonymity helps to overcome reluctance to voice opinions. Despite these potential benefits, there would still be drawbacks. Participants in this project felt internet connection is the islands was poor. Phone interviewees also expressed concerns that not all demographic groups in the island are comfortable using technology. There would be a risk of excluding these groups from using these methods.

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[10] https://www.mentimeter.com/features/live-polling

7.9.1 Use of creative approaches to consultation

> *"I think anything which engages people differently or sparks people's imagination is helpful."*

The theme of using innovative approaches was expressed by two interviewees. The use of creative approaches can stimulate engagement and overcome some of the major barriers to participation as demonstrated by the range of creative approaches to consultation listed in Annex 10.3. Two consultation were attended personally in Orkney that used creative approaches to a positive effect. The Firestarter festival aimed to explore genuine participatory methods and to use creative ways to make a difference[11]. At an event in February 2020 participants were asked to create a booklet that showed their personal experiences with barriers and solutions to health and social care in Orkney. Observations during the event demonstrated the craft activity was a good way to encourage people to engage in the process and inspired participants to be honest in their answers. As the instructions were open it allowed people to respond in a way that worked best for them. Having attended the event, the only potential downfall highlighted from this experience would be collecting usable results that would allow the organisers to feedback on this process.

At the 'Orkney Marine Environment Project: valuing our seas workshop' two creative approaches to consultation were used. Visual minutes (see Annex 10.3) summarised graphically the main points discussed by participants and was well received by workshop attendees. Similarly, organisers of the event thought highly of this technique. The workshop also involved the use of an MSP board game[12]. This allowed participants to work through the concepts of MSP and to understand some of the challenges associated with it. The game was a useful way to present information about MSP before beginning the engagement for the draft Orkney Regional Marine Plan.

The use of the Community Voice Method (CVM) under the OoV project is also a creative way to encourage participation through the use of filmed interviews.

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[11] https://firestarterfestival.com/

[12] For example: https://www.msp-platform.eu/practices/msp-challenge-board-game

7.10 COMMUNITY VOICE METHOD

7.10.1 Would CVM work in Orkney?

Overall, there are mixed opinions as to whether CVM would be a successful method for consultation in Orkney. Two thirds (66%) of respondents in the questionnaire indicated they thought it would not work. The reluctance was in part due to suspicion of a new, unfamiliar method of consultation; a few opinions were expressed that existing methods would work better than CVM. Some comments provided indicated a misunderstanding in the CVM process. A lack of understanding of CVM may have influenced responses to be more negative within questionnaire answers. A face-to-face discussion around CVM and what it involves may generate more positive responses.

7.10.2 Positive responses

General support for CVM was expressed as part of this project, with 34% of questionnaire respondents indicating they thought it was a good idea. The range of positive comments towards CVM expressed by participants is summarized in Figure 7.3 below. Interestingly, the positive benefits of CVM expressed by participants match part of the rationale behind the development of CVM in allowing for multiple forms of expression through the use of film [22]. One aim of CVM stated by its creators is to encourage discussions around key issues and create shared values for a place. The positive comments expressed by participants match this benefit.
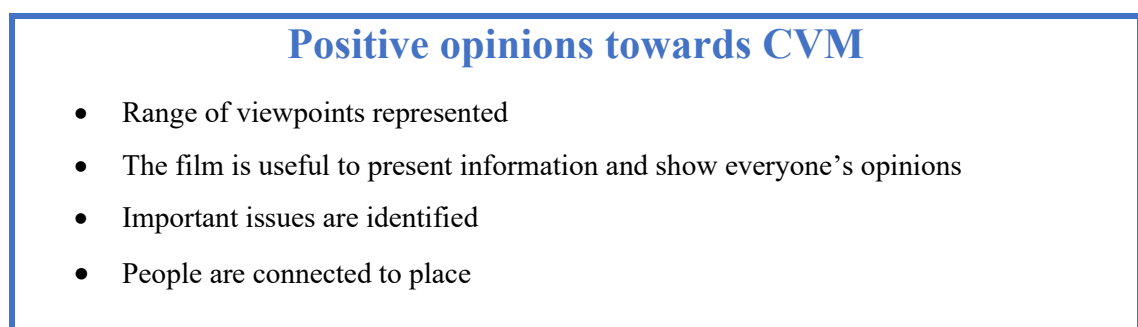
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Positive opinions towards CVM

- Range of viewpoints represented
- The film is useful to present information and show everyone's opinions
- Important issues are identified
- People are connected to place

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Figure 7.3 Positive opinions towards CVM

7.10.3 The main concerns

Figure 7.4 provides a summary of the main concerns expressed about the use of CVM. There were numerous concerns about different biases as part of this method. One of the main benefits previously suggested by the developers of CVM is to encourage a diverse range of people to participate and express their opinions [22]. It is therefore interesting that a common cause for concern among the participants of this project was biased

participation within CVM, in conflict with this. There was a feeling that many people in Orkney would be highly reluctant to express opinions on camera. Only articulate, confident people would be attracted to this method excluding the quieter members of the community.
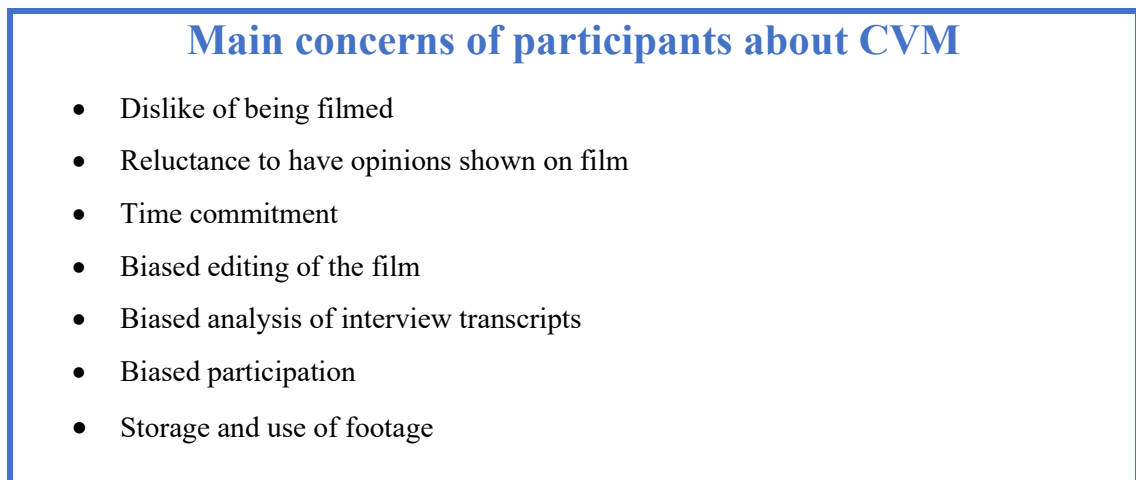
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Main concerns of participants about CVM

- Dislike of being filmed
- Reluctance to have opinions shown on film
- Time commitment
- Biased editing of the film
- Biased analysis of interview transcripts
- Biased participation
- Storage and use of footage

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Figure 7.4 Concerns around CVM

By far the biggest concern raised was around a dislike of being filmed. The reluctance to be filmed might be linked to the concept of 'bigsy' [167] and not wanting to stand out within the community. As mentioned previously Orcadians were described as naturally shy and reserved. This attitude could be seen in the graphs looking at how demographic factors influenced opinions towards the success of CVM. The data show a higher proportion of people who had lived in Orkney for over ten years thought CVM would not work. Although this is not statistically significant it may reflect the Orcadian attitude towards a reluctance in expressing opinions, particularly if that person feels very integrated within the community. Informal chats with community members conducted as part of this research reflected this point of view. As Orkney is a small community, there seemed to be a degree of nervousness in appearing on film and being associated with a particular viewpoint. This was related to the theme of 'everyone knows everyone' and there being high levels of gossip within the community.

7.10.4 Encouraging participation in CVM

Solutions to encourage participation were provided by project participants. One suggestion was to conduct filmed interviews within groups that already exist in Orkney as a way to build the trust and confidence to express opinions. It was advised young people might be more willing and happier to take part in a filmed project compared to

older people due to the prevalence of social media that uses film. Previous CVM projects reported the opposite to this, with younger people being harder to recruit for filmed interviews and interviews showing a bias towards older people [114], [117]. The interviews conducted for the *Oceans of Value* (OoV) project so far also had an older age of people taking part, matching to previous uses of CVM [114], [117]. A higher proportion of older people over the age of 60 indicated they thought CVM would not work. There is a mismatch between younger people being suggested as more willing to take part, but in practice, the demographic of interviewees appeared to be older. Reasons as to why this is are unclear.

Using a non-controversial topic for CVM was suggested as a way to encourage wider participation. Participants thought as people become more familiar and can see the benefits of the method, they may be more willing to take part. An alternative approach might be to overcome reluctance to be filmed and the restricted face-to-face contact that is a result of Covid-19 might be to encourage people to create their own films. These could be created their way and sent to the liaison officer to compile. Creating personal films have similarities to other social media platforms currently in use and may appear less threatening whilst being conducted observing social distancing.

7.10.5 CVM within the Oceans of Value Project

The use of CVM in the context of OoV can only be considered with respect to the ten interviews conducted during the timeframe of this project. Some concerns raised by participants towards the CVM method seen in the results can be addressed as part of the methodology in the OoV project. Clear data storage and use procedures are detailed at the beginning of the interview process in OoV, and the analysis and editing of the filmed interview will be conducted systematically to avoid bias. Part of the CVM process is to share the first draft edit of the film with focus groups, which should act as a way to minimize and check for bias in the editing process under OoV.

A high time commitment was required from CVM interviewees as part of OoV. Time was required to set up and take down the equipment either side of the interview for home-based interviews. With interviews ranging from 45 minutes to two hours, the total time committed to an interview could be up to four hours with set up time included. The people interviewed for OoV came across as confident, well-placed members of the community.

It is not possible to say at this point whether a representative sample of the population has been included within the CVM process.

In general, comments during the CVM interviews were very supportive of the marine environment in Orkney. The interviews were conducted in places interviewees felt comfortable to build rapport with the interviewee and encourage honest discussions of the marine environment. Participants responded in a very open way in the CVM interviews. There was a noticeable reluctance to voice any opinions that might offend anyone within the community, and in one case suspicion of the Scottish Wildlife Trust (SWT) as the conservation NGO running the consultation.

The decisions to employ a native Orcadian as a liaison officer for the OoV project is a positive tactic shown in the literature; it can be important for building public trust in the consultation process [99]. This helps to address concerns raised in themes within the phone interviews of 'suspicion of outsiders' and 'lack of understanding for Orkney context'. A staff member who is originally from the area was crucial to building up that trust and having the appropriate local knowledge. The importance of a neutral facilitator was a theme expressed in the phone interviews influencing whether or not consultations were successful in different locations around Orkney.

The last step of the OoV project is to showcase the film at a public meeting. Support for public meetings was mixed within this project's results. Participants appreciated public meetings for the opportunity to speak freely and to meet people face-to-face. However, there were issues raised that not all voices are heard at meetings, through reasons such as the presence of dominating voices or shyness in expressing opinions. Focus groups at the public meeting might be one way to allow opinions to be shared and face-to-face contact to occur.

7.11 IMPROVEMENTS FOR CONSULTATION IN ORKNEY

Improvements to consultations expressed by participants (see Figure 7.5) are what might have been expected by addressing the main challenges that were described in consultation and following some points mentioned in the best practice guidance available. Several suggestions were made around how better attendance might be encouraged including having better timing for consultations. The idea of using existing groups in Orkney for

consultation would tailor consultations to community time frames and encourage higher attendance. Some participants did express the opinion that 'more time' would allow them to participate more, suggesting people find it difficult to commit additional time in attending consultations. 'Maintaining goodwill' of the people involved in the consultation is needed to build relationships and increase mutual respect. Consultation must be conducted in a way that is suitable to the people it is aiming to engage.

Figure 7.5 The main improvements to consultations suggested by participants

7.12 ORCADIAN AND SCOTTISH CONTEXT

The unique heritage of the Orkney Islands Archipelago certainly influences the type of consultations that occur and how people participate in them. The opinions expressed in this research are reflective of that aspect. However, there is a clear overlap with criticisms expressed towards consultation across Scotland within the context of land planning. A lack of feedback on results, lack of meaningful engagement and communities feeling not

listened to are issues relevant across Scotland [100]. Similarly, a criticism highlighted of consultation in the Scottish Government Action Plan [101] was insufficient use of participatory approaches and unclear information. Within the Orkney context, consultations are occurring that aim to increase participation through a range of different approaches. Some project participants indicated clear, relevant information is provided at consultation events. Criticisms to consultations have been partly addressed but further improvements are needed to bring all consultations up to this level.

A shift towards empowerment of local communities was an outcome of the Independent Review of the Scottish Planning system in 2016 [100]. This continues the trend towards open government where participation is fundamental to democracy as shown by the development of participation within land and marine planning. Not all feedback on this project was negative and as discussed, some evidence exists that genuine consultation is occurring in Orkney. However, the evidence as to whether community empowerment has been achieved based on public opinions expressed in this research is mixed.

7.13 LIMITATION AND ISSUES WITH THE RESEARCH

7.13.1 Generalising across consultations

In principle, generalising across consultations or participation methods is difficult because it can lead to a loss in the detail and context of each consultation [169]. Only very general conclusions can be drawn. It has been suggested all consultation methods are affected by the local context, the researcher's influence and the overall purpose of the participatory method [112]. For these reasons, there are not many studies that evaluate across a range of different methods [112]. The high proportion of unsure/don't know answers and the wide range of opinions expressed in the research reflect this. These answers may also reflect the range of different consultations respondents were asked to consider. Unique, finer points about specific consultations might not have been captured as part of this research.

7.13.2 Data quality

A mixed methods approach was used to triangulate the data. Triangulation uses data from different sources to create a more complete picture of a given scenario and develop an understanding of a topic [142], [166]. The phone interviews, questionnaire responses and

personal experience from attending consultations have been considered together to look for patterns of agreement in the responses, and for any unusual cases. All opinions and responses have been considered equally to ensure fairness [153].

As discussed in the Results (Section 6.1.1), the questionnaire responses indicated a bias towards female, highly educated people when compared to the overall Orkney population. It is possible the questionnaire did not reach those people who are unlikely to participate in consultations. When advertising the questionnaire, certain previously identified groups did not respond: Notably, agriculture, fishing and tourism industries, and people living in the Northern Isles were difficult to engage. This project is unable to confirm why for sure, but it might have been that participation was influenced by the unique customs of each individual island; time commitments from working industries and general suspicion of consultations. When conducting informal chats with community members there was a strong sense of consultation fatigue and a reluctance to participate in another survey where there are no results or benefit to the community. This is not surprising, as this research project was effectively a 'consultation on consultations' and therefore faces the same challenges as other consultations in reaching the 'silent majority' [14] and 'seldom-heard' groups [97].

In addition, opinionated people are the ones more likely to respond to consultations [170], often with more negative attitudes [13]. Therefore, it is likely that the people most regularly involved in consultation are more likely to participate in this research on consultation and to have the strongest opinions towards consultations. Understanding the reasons why people do not participate using methods of engagement is an ongoing challenge.

Questionnaires had a high response from educated people, and several phone interviewees stated consultations rarely changed their opinions because they researched the issue well before attending events. Orkney hosts a strong research and innovation sector given the two universities, marine renewable developers and professional marine services. There are groups of people that are very active within the community and very well-informed about current issues and projects. These were the likely people who participated in this research.

The opinions expressed in this study will also be a snapshot of how participants felt at that moment in time. There is no way to tell whether attitudes have changed over time or whether people always feel the same way. Recent events can impact on someone's opinion and the way they responded in the survey. Respondents might be inclined to talk about the most memorable consultations, whether these were considered good or bad. Some questions asked relied on participants' memories. Whether a participant is speaking about their direct experience or ruminating on what they think other people's experiences have been should be considered when examining the results. In general, phone interviewees were very clear when discussing personal experience compared to when they were providing more speculative comments for opinions across Orkney. It is harder to distinguish personal experience from wider speculation from the questionnaire responses. The results present some evidence that whether a respondent thought the consultation worked well or not was linked to whether the decision made matched their personal preference. When someone agreed with the decision made in the consultation, they were normally happier with the process. Themes expressed by participants throughout the results, such as 'personal interest' and 'impact influencing attendance' and through the request for consultations to be 'more relevant' provide evidence for this.

7.13.3 Limitations in the Questionnaire

Although 61 responses were received in total to the questionnaire, not all questions were answered equally. Annex 10.9 shows a summary of the total number of responses received per question. Closed-ended questions including Likert questions had a high level of response. Open-ended questions had lower responses. There were particularly low levels of response to question 10 (*Why haven't you taken part in consultations?*), indicating the bias in the sample towards those that take part in consultations.

Responses about Community Voice Method (CVM) sometimes indicated a limited understanding of the method. Fully explaining the components of CVM within the context of a survey question was a challenge, which may contribute to the limited understanding. The use of CVM in Orkney is a relatively new method, which may also contribute to the limited understanding.

The Likert questions had a high level of response, with 60 people completing all five of these questions (questions 17 – 21). The possibility of people replying to the Likert

questions in a consistent way rather than how they actually feel needs to be considered. It has been suggested there are two common types of response set to Likert questions: *acquiescence*, where respondents show consistent agreement or disagreement with responses; and *social desirability*, where respondents give answers based on what they think are the socially desirable choices [142]. It is not possible to tell how much the answers given are affected by acquiescence and social desirability.

Answers to survey questions were analysed by demographic characteristics to assess trends. There was some evidence of certain demographic groups significantly influencing the answers to Likert questions. The age of participants and location in Orkney influenced opinions towards how easy it was to share views, and location in Orkney also influenced how people felt about whether results were shared or not. The results showed that younger people found it harder to share views, and people living in the North Isles had a more negative opinion about whether results of consultation were shared with them. Previous research had shown that younger people in Scotland are less likely to be involved within campaigns aimed at influencing decision-making [105] and age can be a factor determining participation in consultation [170]. Age, gender and socio-economic factors have been shown to influence attendance, acting as barriers to participation [97]. There were several non-significant results for demographic characteristics influencing answers. Because such a small sample size of 61 was used in the study, detecting and measuring any demographic patterns is difficult. Some categories within the demographic questions had a small number of respondents within each group, which increases this challenge.

7.13.4 Phone interview challenges

The total number of phone interviews conducted was quite small. While the respondents were not a representative sample of the population of Orkney, they did still provide a wide range of views and insights to consultations. No viewpoints were identified as more dominant from such a small sample. The decision to conduct phone interviews over face-to-face interviews was in part driven by the Covid-19 outbreak, which restricted movement and meetings. A disadvantage of phone interviews is it is much harder to build personal connections or relationships with the community that encourage participation. The lack of visual and social cues available in the interview also presented a challenge and has been recognised in the literature [155]. One approach used to instigate phone

interviews was to cold-call Community Councils. These initial calls were often met with suspicion. The device used to record interviews also meant there was a level of background interference during the interview. The situation with Covid-19 increased the difficulties of encouraging participation in phone interviews. It was a stressful time for people living in Orkney. There was high uncertainty regarding income due to Covid-19 impact on businesses. Several people contacted were unwilling to take part because of this. Based on the responses to the phone interviews and questionnaire, it is fair to say this project has not captured a complete picture of all opinions to consultation across Orkney. However, an effort was made to ensure the data collected from the responses was accurate in capturing the opinions of those involved.

7.13.5 *Impact on the Oceans of Value Project*

Covid-19 had a large impact on the implementation of the *Oceans of Value* (OoV) project. From March 2020 until July 2020 UK-wide lockdown measures made it impossible to conduct filmed Community Voice Method (CVM) interviews with community members in person. Ten interviews occurred before lockdown happened that provide useful insight into this stage of CVM. Responses to questionnaires and phone interviews also provide information about opinions towards CVM including concerns, which can hopefully be used to inform the future stages of OoV project delivery.

7.13.6 *Reflections on the position as a researcher*

Sensitivity to how research processes are shaped and results interpreted by the researcher has been shown to be important for conducting qualitative research with communities [166]. The data collection period for this study lasted approximately seven months. Building relationships and trust in the community is essential for a full understanding of the situation and context and seven months is a limited time to do this. From the phone interviews, two themes are worth considering for this research: ''suspicion of outsiders' and 'lack of understanding for Orkney context'. These are crucial factors for how willing people were to participate in the project and for the type of answers given. Fully understanding the history of how previous consultations in Orkney and the reasons behind why people hold certain opinions is extremely complex. This research has aimed to understand the situation as much as possible within the seven-month timeframe. Respecting the right of community members to refuse to take part is vital. Communities

in Orkney are asked to participate in multiple projects. Making sure people feel valued and see the benefit of this research is important to prevent further consultation fatigue.

7.14 CONCLUSION

Opinions expressed by recipients indicate that there are different forms of consultation occurring, as described on page 5 [14]. Some consultation that occurs is more at the 'inform' stage of participation, where the public is provided with information about a project but does not influence the outcome [10]. When community members are expecting to be able to influence the decision it creates frustration in the process and a lack of trust. The common issues of tokenistic, tick-box consultation and consultation fatigue are evident in Orkney. However, respondents also provided evidence that some consultations are more focused on the 'collaborate' and 'involvement' levels of participation, where a true commitment is made to community engagement and trust is established. This research has explored some of the factors contributing to what makes consultation tick-box or genuine.

Preferences for different methods of consultation is variable, with some more creative approaches to consultation being used. To be successful, each consultation should consider using a range of approaches. Whilst there was some support towards CVM several concerns were raised. A major barrier to the CVM approach in Orkney seems to be a reluctance to be filmed. The success of OoV will depend on whether these concerns are addressed; Encouraging diverse participation and ensuring a non-biased approach to analysing and film editing is important for addressing these concerns.

CHAPTER 8 - CONCLUSION

8.1 THE SUCCESS OF CONSULTATION IN LAND AND MARINE PLANNING

Examining the history of the development of participation demonstrates how consultation aims to allow the public to have a voice and influence decisions regarding land and marine planning. The rationale for including participation within decision-making was discussed under Research Question 1 (*How has consultation developed within the context of land and marine planning?*). Several key themes have been identified surrounding participation in environmental decision-making across multiple situations. There is international pressure for all development to be sustainable, as seen by the Sustainable Development Goals. It is recognised that effective participation is fundamental to democracy, adding legitimacy to decisions [29], [34]. In fact, marine spatial planning (MSP) was inherently designed as a participatory process [67]. Consultation is a legal requirement in marine and land planning, including in the development of Regional Marine Plans (RMPS) under the Marine (Scotland) Act 2010 [75] and before submission of planning applications on land under The Localism Act (2011) [171].

Numerous challenges to consultation were identified under Research Question 2 (*What challenges to consultation have emerged and what consultation methods have been developed?*), including issues with consultations across Scotland [100], [101], [105]. Public opinion research in Orkney demonstrates how many of these challenges are experienced by members of the public, such as the timing of consultations, consultation fatigue and a lack of transparency in the process. The research reinforces that a key barrier to participation is the perception that participation would be futile due to the presence of tick-box consultations and poorly designed consultations that do not engage the community.

The investigation into public opinions suggests people feel their voices are not always heard and considered within consultations. Although these results represent opinions towards all types of consultation, they ought to be considered in the context of conducting formal consultations for the Orkney RMP. Future consultations in Orkney around the development of Orkney RMP should take feedback from participants of this research into account to address these challenges.

The reasons given for voices not being heard in consultations include the issues with consultation stated above such as tick-box consultations and comments not being considered, but also due to subtler points related to the cultural context in Orkney. Results indicate many people in Orkney are reluctant to express their views at consultations or might be inhibited about voicing opinions. It is worth considering whether formal consultations in small island communities are the best way to capture all opinions. This is especially true of Orkney, where appearing 'bigsy' [167] might lead to a reluctance to share opinions publicly. Despite this, the results do demonstrate that there are occasions in which local voices have been integrated into the decision-making process in Orkney.

It is clear that most of the issues and recommendations for consultation discussed within this project are not unusual; they are well-reported within the literature, in different locations and also previously in Orkney. The results do suggest opportunities for improvements that would help to address the issues expressed towards consultations. Although the focus of the case study was Orkney, it is hoped that the learning from this research can be applied across other areas of Scotland.

8.2 OPINIONS ABOUT CONSULTATION ARE MIXED

The information gathered as part of this research indicates public opinions around consultation are mixed. Not all opinions were negative, and consultation was seen as important by recipients of this project. Several opinions expressed indicated certain consultations were perceived to involve a genuine exchange of information and contributed to the overall outcome. A variety of consultations occur in Orkney, with different levels of perceived success. This presents opportunities to learn what works and what does not according to the public. The range of opinions shows the unlikelihood of one consultation where all attendees are happy with the process and outcomes; there was disagreement among participants of this study as to what consultations worked well or not. It is likely that including a larger sample size would yield even more differing opinions.

8.3 TRUST IS FUNDAMENTAL

Key to all three Research Questions is the issue of trust. Historically participation within decision-making has been poor or completely absent, leading to mistrust of the process and a need to rebuild this trust going forward [29] [30]. One driver for the inclusion of

participation within environmental decision-making was the need to rebuild trust between officials and the public [30]. Lack of trust has been shown to contribute to consultation fatigue and feelings of tokenistic consultations [87], [99]. These same issues were expressed by participants in this research. However, the variety of opinions expressed in Orkney show whilst some consultations are considered to work well and build trust, as a whole trust in the consultation process in Orkney is still low.

8.4 IMPROVEMENTS TO CONSULTATIONS

Participants of the project expressed what they would like to see changed about consultations in Orkney. Figure 8.1 provides suggestions for how this research could improve future consultations within the development of Regional Marine Plans (RMP)s. No engagement process on the Orkney RMP has yet been announced, but this research can help to provide useful insight into effective methods to use. Streamlining consultations in Orkney is another way in which consultation fatigue could be reduced. This might be achieved through an online platform where all consultation results are published so that previous opinions and questions answered by the community can be seen, as currently exists for consultations run by the Scottish Government[13]. Complications in practice might arise from tracking the number of different organisations running consultations, and concerns around data protection.
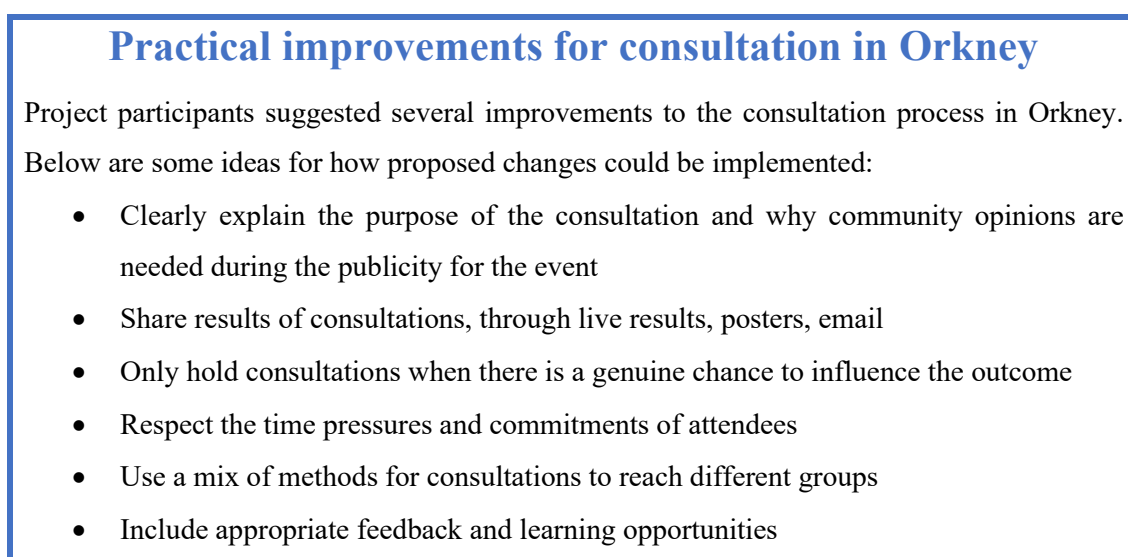
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Practical improvements for consultation in Orkney

Project participants suggested several improvements to the consultation process in Orkney. Below are some ideas for how proposed changes could be implemented:

- Clearly explain the purpose of the consultation and why community opinions are needed during the publicity for the event
- Share results of consultations, through live results, posters, email
- Only hold consultations when there is a genuine chance to influence the outcome
- Respect the time pressures and commitments of attendees
- Use a mix of methods for consultations to reach different groups
- Include appropriate feedback and learning opportunities

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Figure 8.1 Practical improvements for consultations

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[13] https://consult.gov.scot/consultation_finder/?advanced=1

As discussed in Chapter 3, a wealth of literature encourages best practices in consultations [14], [93], [118]. Despite this, the same issues and challenges with consultation are appearing time and time again as evidenced by public opinion research in Orkney. Providing incentives for developers to conduct positive consultations may address these issues. For example, the development of a consultation 'certification standard' could help increase the reputational benefits for developers with communities to conduct positive consultations. It is important to make sure any suggestions or changes to the consultation process are feasible and consider the generally small amount of time and resources committed to consultations. One solution resulting from the literature review to improve consultation could be standardising the language used in best practice guidance, around participation definitions and in the range of methods used.

8.5   METHODS MUST TAKE INTO ACCOUNT LOCAL CONTEXT

Participants in this research expressed key values around understanding the local impact and caring about the community; the need to recognise the unique situation in Orkney and not use blanket approaches to consultation and being able to see the results of consultation. Tailoring future consultations to reflect the situation within communities will improve the process. Genuine commitment to community engagement must be shown. Developing consultation methods that establish better connections with the community might be one solution. The expansion of a range of consultation methods is in part a reflection of trying to achieve this wider community engagement and in addressing the challenges that exist. In the Orkney context, the results show no one particular method was favoured, and a mix of methods is needed to fully reach all members of the community. Creative approaches can be useful in capturing people's attention and encouraging attendance.

The Community Voice Method (CVM) represents a creative way to engage communities and to encourage people to understand shared values. CVM claims to have potential advantages in representing diverse opinions and balancing out power inequalities [22], [114]. The *Oceans of Value* project is an opportunity to use this method to draw out common understanding and values around the marine environment. Key to the success of this as a method for consultation will be recognising the strong dislike of being filmed in Orkney and addressing other concerns such as biases in the approach used.

8.6 FURTHER RESEARCH

The current understanding of public opinion of consultation has been improved through this research, reinforcing the challenges seen across Scotland. This is also the first study to examine CVM from the viewpoint of the public and ascertaining main barriers to engaging with that particular method. Several areas of research would help to build on this research:

1. **Additional understanding of why people do not participate in consultation**

   The results indicate participants are normally involved with consultations. This research may not have reached those that do not normally choose to participate. More information from groups of people who do not participate in consultation regularly would be a beneficial addition to the data collected as part of this thesis.

2. **Evaluate whether attendees that agree with the outcome of a particular consultation are more likely to have a positive opinion towards that consultation process**

   This would help to understand further understand the issue appearing in this research where people in support of a decision looked more favourably on the consultation. The phone interviews considered whether consultations changed people's opinions, it would be interesting to explore this further in the context of their overall views of whether consultation worked well or not.

3. **Continued evaluation of CVM under the Oceans of Value Project**

   One way would be to include monitoring the diversity of filmed interviewees and attendance at public meetings.

4. **Interviews with those running consultations to further understand the barriers around consultation**

   Differences in opinions of organisers compared to the opinions expressed by the public.

5. **Repeat the study**

   Compare results between other communities within Scotland.

8.7 CONCLUSION

This research demonstrates consultation still has value and is still seen as a useful way for communities to express opinions. As other literature has identified, it is often how consultations are carried out that is the issue [13]. The right of members of the public to participate in making environmental decisions that affect them was formalised in the

Aarhus Convention [25]. Decisions aim to balance out social, economic and environmental needs. Trust must be improved as part of the consultation process, reducing the number of experiences of bad consultations. Furthermore, effective participation can help communities to feel ownership and support towards projects, which is valuable in ensuring the success and sustainability of a project. Understanding the mechanisms to improve consultation is key to improving participation within the decision-making process in land and marine planning.

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CHAPTER 10 – ANNEXES

10.1 ANNEX: EXAMPLES OF EU DIRECTIVES INVOLVING PARTICIPATION

Table 10.1 Example of EU Directives relating to environmental management that include participation.

EU Directive	Requirement for participation	Article reference
Water Framework Directive (2000/60/EC)	"Member states shall encourage the active involvement of all interested parties in the implementation of this Directive, in particular in the production, review and updating of the river basin management plans." "On request, access shall be given to background documents and information used for the development of the draft river basin management plan." "Member States shall allow at least six months to comment in writing on those documents in order to allow active involvement and consultation."	Article 14: Public information and consultation
Waste Framework Directive (2008/98/EC)	"Member States shall ensure that relevant stakeholders and authorities and the general public have the opportunity to participate in the elaboration of the waste management plans and waste prevention programmes, and have access to them once elaborated"	Article 31: Public participation
Regulation on Energy Union and Climate Action (2018/1999)	"Without prejudice to any other Union law requirements, each Member State shall ensure the public is given early and effective opportunities to participate in the preparation of the draft integrated national energy and climate plan—as regards the plans for the 2021 to 2030 period, in the preparation of the final plan well before its adoption—as well as of the long-term strategies referred to in Article 15. Each Member State shall attach to the submission of such documents to the Commission a summary of the public's views or provisional views." "Each Member State shall ensure that the public is informed. Each Member State shall set reasonable	Article 10: Public Consultation

	timeframes allowing sufficient time for the public to be informed, to participate and express its views."	
Industrial Emissions Directive (2010/75/EU)	"Member States shall ensure that the public concerned are given early and effective opportunities to participate in the following procedures."	Article 24: Access to information and public participation in the permit procedure
Public participation Directive (2003/35/EC)	"The Objective of this Directive is to contribute to the implementation of the obligations arising under the Aarhus Convention, in particular by: a) Providing for public participation in respect of the drawing up of certain plans and programmes relating to the environment b) Improving the public participation and providing for provisions on access to justice…"	For example, Article 1: Objective
Strategic Environment Assessment Directive (2001/42/EC)	"The draft plan or programme and environment report shall be made available to the authorities and the public" "The detailed arrangement for the information and consultation of the authorities and the public shall be determined by the Member States"	For example, Article 6: Consultations
Environmental Impact Assessment Directive (2014/52/EU)	"In order to ensure the effective participation of the public concerned in the decision-making procedures, the public shall be informed electronically and by public notices or by other appropriate means, of the following matters early in the environmental decision-making procedures" "The detailed arrangements for informing the public, for example by bill posting within a certain radius or publication in local newspapers, and for consulting the public concerned, for example by written submissions or by way of a public inquiry, shall be determined by the Member States"	For example, Article 6

10.2 ANNEX: EXAMPLE OF INITIATIVES ENCOURAGING PARTICIPATION

Table 10.2 Initiatives and groups encouraging community voices and participation

Name of group	Main aim
Demsoc	"The Democratic Society (Demsoc) works for more and better democracy, where people and institutions have the desire, opportunity and confidence to participate together". Specific activities include promoting a culture of openness and participation in public services and advocating for new and innovative methods of participation.
Public Square	Public Square is an action-research programme to understand how citizens can be more involved in making local decisions.
Participedia	"Global community sharing knowledge and stories about public participation and democratic innovations".
Involve	"UK's leading public participation charity on a mission to put people at the heart of decision-making". Vision: "We want to build a stronger democracy that works for everyone - that gives people real power to bring about change in their lives, communities and beyond."
Firestarter Festival	"Annual festival to celebrate innovation and transformation in all public services".
Planning Democracy	"Planning Democracy is a community-led organisation campaigning to strengthen the voice and influence of the public in the planning and development of Scotland's land. We aim to deepen democratic control and promote environmental justice."
Coastal Community Network Scotland	"The Coastal Communities Network (CCN) is a collaboration of locally-focused community groups (communities-of-place), guided by the belief that coastal communities across Scotland are well placed to harness long-term solutions to ensure healthy, well-managed seas."
Scottish Community Alliance	"The overarching aim is to help the community sector in Scotland to develop its own distinct identity and voice so that it can campaign effectively on a wide range of issues. We see our work as having two main functions – to promote the work of local people in their communities and to influence national policy development."
mySociety	They believe "that strong democratic accountability and a thriving civil society are vital to our common welfare and only survive when people engage with government and communities". They build "online technologies that give people the power to get things changed".
What Works Scotland	What Works Scotland was an initiative from 2014 – 2020 that aimed to improve how local areas in Scotland use evidence to make decisions about public service development and reform.

	One of the key findings was about participation: "for community participation to be worthwhile and make a difference, it must be inclusive, deliberative and consequential".

10.3 ANNEX: CONSULTATION METHODS

Table 10.3 The variety of consultation methods available Sources: [111], [22] [14]

Consultation Method	Description	Advantages	Disadvantages
Public Meetings ***Alternate names/forms: Public Hearing, Public Inquiries, 21st Century Town Meeting***	Meetings that allow the community to question public officials about a particular issue and to gain information. The development team prepares information to present to the public. Public meetings are organised to gather public opinions and concerns on political issues before a legislature, agency or organisation decides or acts. Technology can be used to allow for large numbers of participants to join in at the same time from different locations (21st Century Town Meeting).	Offers the possibility for large numbers of people to have their say. Attracts publicity. Offers the opportunity to explain the process to the public. Allows the public to meet the developers face-to-face.	Unlikely to be attended by a representative sample. Attendance is often low. Can be confrontational. There is an imbalance of power between community and developers. Can encourage us versus them attitudes. Citizens have no entitlement to ask questions. There is a concern that they occur too late in the process and can legitimize decisions that have already been made. Can raise expectations. Can be ineffective. Participants react to decisions rather than providing input to their development.
Written Consultations	Written consultations are a way of gauging outside opinions and different perspectives on an issue. They are the most common form of government consultation. It involves asking consultees to read a report and respond to a set of questions that emphasize key areas of contention and explore possible actions on them.	Generates sophisticated and lengthy responses. Involves a wide range of professional groups and individuals. Encourages a greater debate. Helps to monitor existing policy and if changes are needed. Generates new or different ideas to help decision-makers.	Can be exclusive. Can result in bias feedback. Requires technical knowledge to understand. Lengthy, complicated reports can put people off responding. Time investment to read and understand initial reports.

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[14] https://www.involve.org.uk/resources/methods,

https://participedia.net/

https://photovoice.org/

http://wwviews.org/

Consultation Method	Description	Advantages	Disadvantages
Stakeholder Workshops *Alternative names/forms: Round Table Workshops*	Consultations with specific stakeholder groups. Participation in the groups is determined by specific selection criteria.	Collects detailed input from respondents. Allows for interactions between different groups. Allows the expertise of stakeholders to be explored.	There is a risk of only inviting a few people. Not suitable for wider consultations. Not representative of the wider public. Certain groups might have hidden agendas.
Citizen Juries	The decision-making is placed in the hand of representative groups drawn from the community and randomly selected.	Creates informed, active, engaged citizenry and promotes common good as a societal objective. Allows for careful examination of the issue, promotes consensus building and communication. Participation can be increased through rotating members on the panel. The results can also be used to generate wider public debate about the issues.	Citizens have no formal powers and there is a lack of binding decision accountability to act upon decisions. Can be exclusive as only a few individuals participate. Resource intensive. Potential problems lie in the initial stages of preparation. A challenge for policymakers can be how to reconcile two different public voices - general public and citizen jury.
Focus Groups	Guided discussions of a small group of citizens. It aims to provide an insight into the group's views on a topic.	Generates qualitative data on a subject. High level of participant interaction can lead to greater understanding. Members can be recruited to fit. Good for getting opinions from people.	Heavily dependent on a skilled facilitator. Easily dominated by a strong opinion. Some participants may feel inhibited to speak. Responses are not quantitative and so cannot be used to gauge wider opinion. Potential for ideas expressed to be influenced by interaction and exchange with others.

Consultation Method	Description	Advantages	Disadvantages
Appreciative Inquiry	This is an approach for creating a vision and planning to achieve the vision. It uses questions to focus people's attention on success. The questions are taken to the wider community. People are encouraged to talk about what people enjoy in the area, the hopes for the future and their feelings about the community.	Encourages community involvement. Easy to include the people who normally don't take part. Builds on what has worked in the past. Encourages partnership working. Facilitates the development of partnerships by helping partners to identify the values and behaviour they want.	Not focused on addressing problems Does not pay attention to who should be involved – a small number of people attending can exclude people.
Future Workshop *Alternative names: Future Search / Visioning*	Community visions used as a method to engage citizens in the creation of collective plans and policies for the future of a geographic area. It has three phases: critical analysis phase; visionary phase; implementation phase. Large groups of people are involved. It is a highly structured process used to create a shared vision for the future.	Helpful in integrating a citizens led perspective into local decision-making. Can help participants overcome their own biases and encourage them to hypothesise future forms and uses. Can empower usually marginalised groups. People are encouraged to explore how they feel about an issue. The event is designed to help participants understand and appreciate the agendas of others.	Sometimes group dynamics can affect the outcome of a deliberative process. Participants may spend too much time on one issue - they might not look at all issues. Can overestimate the potential for action. Lots of time and energy to organise. Needs careful follow up to support action groups.
Public Opinion Surveys / Questionnaires	A collection of questions given to a range of participants. The stages involved are defining the sample size and type of information required, deciding on the type of survey to use and how to analyse results.	Collects feedback in a structured manner which allows for easier analysis. May be perceived as less time-consuming for respondents. Allows people to complete in their own time. Allows for wide consultation. Can help to identify the needs and views of large numbers of people in a standard format.	Pre-defined questions might not capture all opinions. Might not be representative of the population as a whole. If used too often survey fatigue will arise.

Consultation Method	Description	Advantages	Disadvantages
Opinion Poll *Alternative form: Deliberative Polling*	A quantitative survey to measure the opinion of a sample of people. It aims to gauge people's views, experiences and behaviour. Opinion polls include questionnaires, face-to-face interviews, telephone surveys, online email surveys, deliberative polling. Deliberative polling builds on opinion polls by letting people reflect on the questions, through engaging in dialogue and through briefing materials.	Can generate statistically significant data about wider public opinion. Can be useful in measuring the diversity of public opinion.	Potential for bias through inaccurate sampling. Wording of questions affects findings. Findings might not be the whole picture and be misleading. No information on why participants think the way they do and opinions change over time. No two-way dialogue with people carrying out the survey.
Nominal Group Technique	Participants are asked a specific and clear question. They identify issues and prioritise them in a structured brainstorming session. Participants write down their ideas. The ideas are then discussed more widely and clarified. People then vote on their favourite ideas, and the group then discusses a plan of action.	Generates lots of ideas. Can be useful for identifying problems. Encourages everyone to contribute and prevents people from dominating.	Ideas may be ill-informed or impractical. High time commitment. Requirement to be able to read and write.
Referendum	All citizens are encouraged to vote on a specific issue.	All votes have equal influence. People get directly involved with legislation. Difficult for the government to ignore results of a referendum.	The results might not be representative if there is a low turnout. Potential for influence if one campaigning organisation is richer. Very costly.

Consultation Method	Description	Advantages	Disadvantages
Consensus Building / Dialogue *Alternative forms: Consensus conference, negotiated rulemaking*	This is a group discussion to bring people together including citizens and experts for interactive discussion. It uses a range of approaches designed to help participants identify common ground and mutually beneficial solutions to a problem. The minimum aim is to find a mutually acceptable compromise but ideally, the process seeks to build on common ground and reach a proactive consensus.	Deals with disagreements well and can really help with issues of low trust. The approach hands the control of the process to the participants. Highly flexible and can be applied at all government levels. Can have good public outreach. An open and transparent process and can encourage trust.	Extremely reliant on skills of a facilitator or mediator. May be time-consuming. Needs to ensure participation by all significant stakeholders can slow progress. Ensuring communication between the stakeholder representatives and their constituencies is challenging. Expensive.
Participatory Appraisal *Alternative forms: Participatory Strategic Planning*	This covers broad empowerment approaches striving to build community knowledge and encourage grassroots action. Uses a lot of visual-based methods which can help participants that find other methods complicated. It includes a family of approaches that enable local people to identify their own priorities and make their own decisions about the future, with the organising agency facilitating, listening and learning. One example is participatory strategic planning which acts as a consensus building approach to help the community come together and explain how they want their community to develop.	Can be extremely inclusive, flexible, and empowering if run well. The knowledge produced by local community researchers has been proven to be highly reliable and can help to identify and tackle underlying issues to problems rather than just the symptoms. When local community members have been trained to facilitate a process, this capacity remains within the community for the future. A creative and flexible approach that can complement and draw on other techniques throughout a process. It can draw on participatory arts and drama techniques to reach particular groups or explore particular ideas. Works for people with auditory as well as visual preferences.	High level of training needed for people running the workshop. Can be expensive to set up. Needs to have multiple events to be successful. Challenging and time-consuming to collate material from numerous events. Requires trained and experienced facilitators. Relies on buy-in and commitment beforehand from people in power. Requires hard work and commitment on the day. All major stakeholders must be in the room to be successful.

Consultation Method	Description	Advantages	Disadvantages
		Participants can find the process and outcome inspiring.	
Deliberative Mapping	Deliberative mapping involves dividing people with a range of expertise into panels that people feel comfortable talking in. Each panel considers the issue separately. The emphasis is on understanding everyone's views. The groups themselves determine which criteria and use these criteria to rate different policy options.	Good for dealing with complicated issues. Useful for mapping out the range of values and priorities. Delivers legitimacy for decisions. People from a range of backgrounds have the opportunity to learn from each other.	Difficult to involve large numbers and high cost and time commitment. Can leave decision-makers without clear guidance.
World Wide Views	This is a deliberative approach to tackle complex policy issues at an international level. National level partners recruit a sample of citizens that is representative of the country's demographics and invite them to a one-day deliberative event, where citizens can access non-biased information on the issue and have conversations. Citizens vote on different issues, votes are reported to World Wide Views website and comparisons can be made between different countries.	Can support and expand citizen engagement organisations and decision-makers involved can develop new skills. The method has contributed to establishing an international network of organisations. Can engage a large and diverse number of citizens in different contexts on discussions around a variety of policy issues. Delivers transnational understanding meetings in different countries connected.	Expensive. Difficult to involve all relevant stakeholders and decision-makers.
Community Mapping	Maps and photos are used to illustrate how people view where they live, what they like or dislike or improvements they would like to see.	Stimulates discussion. Builds a sense of community ownership. Can help people see and understand their community in different ways.	Can generate ideas which are not possible to implement. Difficult to interpret participants' ideas. Participants need to be familiar with the local area to take part.

Consultation Method	Description	Advantages	Disadvantages
Play Decide	A card game designed to support small groups. It is designed to help participants to take in information in a non-threatening, fun way. Information on the topic is provided on the cards. Participants asked to pick a top card - this represents their key issues. Each time people reflect on their cards and choose one or two they think are important. Participants discuss a response for a policy that everyone agrees with. A discussion is held about the results.	Supports people to form opinions on complex topics. Easily used by any group of people. No external speakers or experts needed. Game format is interactive. Allows everyone to participate, not dominated by one loud voice. Method can be particularly suitable for engaging young people.	The group is unlikely to reach consensus. Results are unlikely to be representative. Hard to feed results into decision making. Judgements or recommendations are likely to be generic. Time intensive to develop and test a new game. Can create conflict between participants.
Remote service futures game	Tool for use with communities involving relationship building and information exchange. It is a game that first requires building trust and communication in the community. Community members are split into groups, each group discusses the data and information generated in the project and lists top priorities. The groups prioritise ten skills they consider most relevant. Each group presents their plan and then discusses everyone's plan.	An honest and transparent process. Anticipates changes in perceptions. Considers community experiences. Requires joined-up thinking and multi-agency working.	Not recommended when the outcome has already been decided.
Electronic Processes Including Electronic Voting	Grouping of all the electronic methods currently in use in the UK. E.g. online forums	People can choose a convenient time and place to participate. Useful for people that are homebound. More cost effective. Can reach large numbers of people.	The technology can shape the process rather than vice versa. There might be a digital divide when not everyone has access to the internet. Written communication is a barrier for some marginalised groups. Can be chaotic and unmanaged. The perceived complexity is a barrier to participation. There can be no decision-maker involvement in online processes.

Consultation Method	Description	Advantages	Disadvantages
Local Issues Forum	This aims to give everyone a greater voice in local decisions and encourage more citizen participation in local public policymaking. It can be an online, public space where people can ask questions, monitor opinions and ask for input. It may also involve regular meetings of people who represent a group or organisation and might be issue or area based.	Keeps up with community news. Allows open questioning. Shares opinions on local issues. Allows networking with elected officials. Provides instant feedback. Can include expert advice. Provides community to people in remote places. The method is not time dependent. Enables people separated by distance to communicate with one another.	Requires a dedicated forum manager. Can lack focus and go off of topic. Information is not monitored and might be misleading or harmful. Relies on the individual to make the distinction between good and bad advice. Forums discussing particular issues need to be moderated carefully.
Citizen Panels *Alternative forms: E - panels, user panels*	A large demographically representative group of people are selected to form a group. They are regularly asked to assess public preferences and opinions. This can also be known as an e-panel. Participants are selected randomly then invited to consultations on a regular basis whilst their membership lasts. The panels can be used to have regular discussions about the quality of services.	Can be sponsored and used by a partnership of local agencies. Allows you to target specific groups. Allows surveys or other research to be done at short notice. Assesses local service needs and identifies priorities. Tracks local opinions over time.	Needs considerable staff support to establish and maintain. Can exclude non-native speakers. Reduced response can occur over time. Might exclude people. Database of addresses requires constant updating. Participants become uninterested. Can be time-consuming and a long-term commitment. There needs to have a clear purpose and guidelines for why the participants are involved.

Consultation Method	Description	Advantages	Disadvantages
Feedback Kiosk	Static booths which can be placed in any space and allow people to give electronic feedback on services. It captures public opinion or feedback in that particular moment, or on a permanent basis to monitor performance.	Provides real-time feedback without needing the presence of staff. Collects confidential information in a secure way.	The participation rate is often low. The technology can be a barrier. Doesn't explore why a particular opinion was given.
Open Space *Alternative names: open house, open space technology,* **pop up democracy**	The public is invited to drop by at any time at a set location on a set day and time. This allows people to speak with staff, have discussions and view information. Each drop-in has a specific theme. It can be used to provide opportunities for local activism.	Offers a relaxed atmosphere. Enables staff to respond to public needs. Very flexible. Participant driven. Allows the opportunity to be creative. Setting up an installation within a particular community can help reach out to people that might not otherwise participate. Encourages interest in political institutions. The most successful projects use the spatial and cultural context of the site to build the core of the project around it.	Time intensive. Requires lots of staff and is resource intensive. There is no direction towards a specific outcome. Pop up interventions lack a framework for measuring success.
Community Voice Method	The Community Voice Method involves three phases. Firstly, it involved participatory discourse analysis, where stakeholders undergo filmed interviews. The interviews are analysed and used to produce a final film that represents all stakeholder views. This film is shown to stakeholder groups to check understanding. Phase two involves holding public meetings where the film is shown and small group discussions take place. Lastly, a final report is made to summarize	Encourages constructive dialogue. Shares power between communities and developers. Allows individuals the opportunity to share their views in the film. Encourages people to listen to other views.	Not everyone wants to be filmed. Can favour loud, confident voices. Requires a high time commitment.

Consultation Method	Description	Advantages	Disadvantages
	everything and shared with everyone.		
Participatory GIS	This technique engages people in issues using digital maps, satellite imagery, sketch maps and other forms to help involvement and awareness on a local level.	Offers a new perspective for local stakeholders. The visual aspect is easily engaging. Adaptable for different social and cultural environments.	Time intensive. Raises expectations. Can lead to disempowerment and generate conflict with communities. There needs to be a strong ethical commitment of those facilitating GIS. Can be complicated to use and requires good facilitators and knowledgeable researchers.
Graphic Recording / Visual Minutes	Involves capturing participants ideas on large-sized paper using artwork, words, images and colour.	Allows the whole picture seen at a glance. Links can be identified and further drawn out at a later date. Participants get involved and encouraged to contribute. Can help foster new meanings and insights.	May seem messy and disorganised without a facilitator.
Planning For Real	Participants make a 3D model of their local area. Communities usually involved in building the model. Participants use knowledge of the area to place cards on the model. The cards form a priority action plan.	An eye-catching and fun process that is enjoyed by people who would not normally get involved. The models reduce the need for verbal skills. Uses a non-confrontational approach.	May be dominated by those used to working in large groups. Usually focused on the local level. Hard to scale up. Process of preparing the model and analysing and feeding back results is time-consuming.
Photovoice	This technique uses photos to encourage people to tell their stories. It aims to promote the ethical use of photography for positive social change by delivering innovative participatory photography projects.	Can be used to engage people with limited power. Interactive and easy to use. Captures evidence. Helps provide understanding from a different perspective.	Not everyone likes being in pictures. Participants can use images to misinterpret a situation. Can take longer than in-depth interviews and focus groups. There are safety and ethical issues.

Consultation Method	Description	Advantages	Disadvantages
Conversation Cafes ***Alternative forms: World Café***	This is similar to focus groups. 10 people are assembled, and a topic is selected. At the start, the rules of the conservation café are explained which include respect. There is a talking object that gets passed around. Only the person holding this object is allowed to speak. This is also known as World Cafe, where multiple conversations build on each other so that the issue is considered in depth. There are seven guiding principles: set the context; create hospitable space; explore questions that matter; encourage everyone's contribution; connect diverse perspectives and listen for patterns and insights.	Informal and an open process. Can be flexible. Encourages listening and sharing views. Stimulates debate and allows people to meet new people. Inspires people to act.	Cannot be used to reach a decision. Likely to only encourage certain participants. Doesn't lead to a particular goal.

10.4 ANNEX: COPY OF QUESTIONNAIRE

HOW EFFECTIVE IS CONSULTATION IN ORKNEY?

My name is Alice and I am an academic researcher with Heriot-Watt University based at the ICIT campus in Stromness. I am looking at the process of consultation including different methods of consultation. I would really like to learn from your experience on how effective consultations in Orkney have been. This would be an opportunity for you to share your views on the consultation process and how it might be adapted or improved. I would be very grateful if you would share your experiences with consultations in Orkney and agree to take part by completing this survey. At the end of my project in August 2020 I will produce a briefing sheet with the main outcomes for circulation back to you. This research is also looking at how sharing ideas influences decisions on projects, policies and programmes.

Any information that you provide will be confidential and anonymised. At the end of the project any contact details and personal information will be deleted. This survey will take approximately 15 – 20 minutes to complete. I recognise that completing surveys can take time and I would, therefore, be grateful if you could complete as many questions as possible.

If you have any questions I may be contacted at:

Email: Amb19@hw.ac.uk
Telephone: (01856) 852265
Address: ICIT Heriot-Watt University, The Robert Rendall Building, Stromness KW16 3AN

If you agree to take part in this voluntary survey, thank you very much, and please complete the consent form below.

CONSENT:

I confirm that I am happy to take part in this questionnaire and I understand how my answers will be used.

Participant name (in CAPITALS): _____

Participant signature: _____

Date:_____

Would you be willing to take part in any further surveys? Yes ☐   No ☐

Future contact details:_____

How did you hear about this survey? _____

> **What do we mean by 'consultation'?**
> For this research, consultation is defined as the process of collecting data on the different opinions of various stakeholders, such as authorities (e.g. OIC), project developers and the community, with the intention of informing decisions on future developments or activities. For example, a public/stakeholder consultation might be organised by Orkney Islands Council with regard to a change in one of their policies.

Section 1

This first section asks a few questions about you to help understand your answers in the wider context of Orkney.

1. How old are you? *(Please select one)*
   <18 ☐
   18 – 30 ☐
   31 – 45 ☐
   46 – 60 ☐
   60+ ☐
   Would rather not say ☐

2. Please select your gender *(please select one)*
   Male ☐
   Female ☐
   Other ☐
   Prefer not to say ☐

3. How long have you lived in Orkney?
   Less than 1 year ☐
   1- 2 years ☐
   3– 5 years ☐
   6 - 10 years ☐
   10+ years ☐
   Visiting ☐

4. In which part of Orkney do you live? *(please select one)*
   East Mainland ☐
   West Mainland ☐
   North Isles ☐
   South Isles ☐
   Visitor ☐

5. What is your current employment status? *(Please select one)*
   Student ☐
   Part time employment ☐
   Full time employment ☐
   Retired ☐
   Unemployed ☐

6. What is your highest level of education? (*please select one*)

Standard Grades / GCSEs	☐
Higher Grades / A Levels	☐
First Degree	☐
Higher Degree	☐
PhD	☐
Vocational Degree (e.g. apprenticeship)	☐
Other (*please specify below)*	☐

7. a) Do you think public consultations are important?

Yes   ☐

No   ☐

b) Please explain your choice of answer

_____

_____

_____

8. Have you taken part in a consultation about Orkney in the last 10 years? (*Please select yes or no)*

Yes ☐

No ☐ ⟶ *If you answered no please go to Q3*

9. Generally speaking, why do you take part in consultations?

_____

_____

_____

10. If not, please explain why you haven't taken part in any consultations?

_____

_____

_____

11. In your opinion are consultations happening in your area well publicised? (*please select yes or no)*

Yes ☐

No ☐

12. How do you normally hear about consultations? (*Please tick all those which apply*)

Word of mouth ☐
Social media ☐
Local radio ☐
Local website ☐
Local newspaper ☐
Posters ☐
Other (*please specify below*) ☐

Section 3
This section asks about specific Orkney consultations in which you have taken part. **If you have not been involved in any consultations, please move to Section 4**. The aim of this section is to understand what you think has worked well in consultation and what you think could be improved.

13. Generally speaking, do you think consultation(s) you have taken part in worked well?
Yes ☐
No ☐
Mixed results ☐
I don't know ☐

14. a) If yes, please provide a description of ONE consultation you think worked well below

_____

_____

_____

b) Why have you chosen this consultation as one that worked well?

_____

_____

_____

15. a) If not, please provide a description of ONE consultation you think did not work well below

_____

_____

_____

    b) Why have you chosen this consultation as one that did not work well?

_____

_____

_____

16. There are many different methods for consultation and lots of research into which methods of consultation are effective. Please read the description of a method for consultation below:

'Members of the community, with a wide range of viewpoints, are asked to take part in individual filmed interviews. The questions asked during the interviews relate to different topics. All the interviews are transcribed (written out) and this information analysed by researchers. Key themes from the interviews are determined. A final film using clips from the interviews is made to represent the views raised. The film is presented to the interviewees for comments and feedback in focus groups. The film is then edited according to feedback and presented to the general public and the topics are discussed.'

a) Do you think the consultation method described above would capture the range of opinions in a community?

Yes ☐

No ☐

Please explain your answer:

_____

_____

_____

b) How would this method compare with other consultation methods used in Orkney?

_____

_____

_____

c) Do you have any other comments you would like to make about this method?

_____

_____

_____

Section 4
This section looks at the impact of consultation in Orkney. Please select your opinion on each of the sentences below.

17. a) *"Taking part in consultations is a good use of my time"* (*please select one*)

Strongly Agree ☐

Agree ☐

I don't know ☐

Disagree ☐

Strongly Disagree ☐

b) Please provide comments on your choice above

_____

_____

_____

18. a) *"I find it easy to share my views in consultations"* (*please select one*)

Strongly Agree ☐

Agree ☐

I don't know ☐

Disagree ☐

Strongly Disagree ☐

b) Please provide comments on your choice above

_____

_____

_____

19. a) *"The opinions in my community are taken into account in consultations"* (*please select one)*

Strongly Agree ☐

Agree ☐

I don't know ☐

Disagree ☐

Strongly Disagree ☐

b) Please provide comments on your choice above

_____

_____

_____

20. a) *"Having a consultation has a noticeable difference on the big decisions in my area"* (*please select one)*

Strongly Agree ☐

Agree ☐

I don't know ☐

Disagree ☐

Strongly Disagree ☐

b) Please provide comments on your choice above

_____

_____

_____

21. a) *"Results of consultations are always shared with me after the consultation"* (*please select one)*

Strongly Agree ☐

Agree ☐

I don't know ☐

Disagree ☐

Strongly Disagree ☐

b) Please provide comments on your choice above

_____

_____

_____

This last section is about the next steps in consultation to understand what changes, if any, you would like to see with regards to consultation in Orkney.

1. Please describe what improvements (if any) you would like to see for consultations in Orkney.

   _____

   _____

   _____

2. What would help you to take part in more consultations?

   _____

   _____

   _____

Thank you for participating in the survey - your time and answers are very much appreciated. Please do get in touch if you have any questions, comments or feedback.

10.5 ANNEX: LIST OF GROUPS THAT PARTICIPATED IN SURVEY

Groups that responded positively to the questionnaire are shown below:

- BBC Radio Orkney
- Stromness and Kirkwall Library
- Stromness ferry terminal
- Orkney Islands Council Marine planning team
- ICIT Facebook
- Orkney Renewable Energy Forum
- Scottish Health Council
- Orkney Sustainable Fisheries
- Westray Development Trust
- Stronsay Development Trust
- Hoy Development Trust
- Community Planning Partnership
- Orkney Field Club
- Around Rousay local newsletter
- SNH
- Aquaterra
- Orkney Agricultural Society
- The Orkney News
- Individual contacts with community members
- Birsay Heritage Trust
- Voluntary Action Orkney (VAO)
- VAO Youth Forum
- University of Highlands and Islands
- Eday Community Council
- Firth and Stenness Community Council
- Rousay, Egilsay, Wyre and Gairsay Community Council
- South Ronaldsay and Burray Community Council
- St Andrews and Deerness Community Council
- Stromness Community Council
- Orkney Trout Fishing Association
- Orkney Archaeological Trust
- Orkney Heritage Society

10.6 ANNEX: PHONE INTERVIEW GUIDE

Background / introduction

My name is Alice and I am a graduate research student at Heriot Watt-ICIT.

I am running a one-year project due to finish in August 2020, looking at Consultation. Consultations are an essential part of determining how best to use and manage our land and seas because they give the public, and other stakeholders, the opportunity to express their views and engage with the decision-making process.

It is important to understand how effective the consultation process is and whether it adequately captures community opinions in Orkney. I would really like to use this interview to discuss your experience(s) of consultations that have happened in Orkney. I expect the interview to last around 25 minutes.

Consent

Before the interview, I have a few general consent questions to ask.

Any information provided will be used only for my project. It will be stored securely and confidentially in line with the latest data protection guidance. At the end of the project, all personal data will be deleted. Please don't feel that you have to answer every question, your participation is voluntary.

Are you happy to take part in this interview?
Yes ☐   No ☐

Are you happy for your responses to be recorded?
Yes ☐   No ☐

Do you wish your responses to be anonymous?
Yes ☐   No ☐

Would you like a copy of the interview transcript?
Yes ☐   No ☐

Contact details for transcript: Click or tap here to enter text.

Are you happy for me to contact you in the future?
Yes ☐   No ☐

Name: Click or tap here to enter text.

Age: Click or tap here to enter text.

Gender: Click or tap here to enter text.

Location: Click or tap here to enter text.

- Are you available for the next 20-25 minutes?
- Sound check
- Are they feeling comfortable / ready to begin?

Section 1 – consultation experiences

You might have noticed the increased demand for space for development in your own community. The same is true in the ocean from new industries such as renewable energy and fish farms. We might expect the number of consultations to increase as a result of more development.

- Have you taken part in consultations in Orkney? (Y/N)
  - *Did you participate as a member of the public or as a representative of an organisation?*

IF YES:

I wondered if we could chat about one of the consultations you have attended. Could we talk about one that stands out in your memory.

- Please could you describe the consultation?
  - What was it for?
  - When was it?
  - Who ran it?
  - *Why did you chose this one to talk about?*
  - *What stood out about this consultation?*
  - *What was the structure? Public meetings, online, focus groups?*
  - *Similar / different to other consultations in Orkney?*

- Do you think it worked well? Why?
  - *How many people went?*
  - *Enjoyable?*
  - *Did people engage? Was everyone listened to?*
  - *What was the information provided like?*
  - *Would you attend again? Why?*

- Have you ever changed your opinion on a decision as a result of attending a consultation? (Y/N)
  - *What made you change your mind?*

IF NO:

- Have you ever been invited or informed about a public consultation that affects your local area and decided not to attend?
    - *Could you tell me some more as to why you didn't attend?*

Section 2 – Reasons why people don't want to take part

- What do you think are the main reasons why people would not want to participate at public consultation events?

- Can you think of reasons why people might not give their honest opinions during consultations in Orkney?

- Do you share your views on local issues that affect you through any other ways apart from consultation? For example,
    - *Local group(s)*
    - *Social media*
    - *Write letters*
    - *Local newspaper*

    - *If not why not?*

Section 3 – Consultation methods

Importance of consultation and the potential challenges it faces have led to the development of different ways to engage people. There are lots of different methods for consultations available such as public meetings, focus groups, online forms, paper questionnaires plus others.

- If you had the choice which of these would you prefer to take part in?
    - *Why is this your preferred method?*
    - *Are you aware of this method being used in Orkney?*

One new approach uses cameras to film interviews, which are then collated into a half hour film of all interviews. This film is then shown at public meetings to present the range of views and encourage discussions with attendees. The aim to is inform those attending the meeting of the various points of view and interests prior to discussion.

- Do you think this approach to public consultation would be useful in Orkney? (y/n)
    - *Why?*
    - *Is there anything that concerns you about this approach?*

- Would you feel comfortable taking part in a consultation using this approach?

- Do you think people in Orkney would be happy to be filmed?

- What could be done to encourage people to take part in a filmed project?

Section 4 – improvements

- What would you suggest to someone who wanted to run a good consultation in Orkney?
    - *What would make it a good consultation?*
    - *Where do you think the best place is to advertise a consultation?*

Section 5 – wrap up
- Thank you for taking part, do you have any other comments?

End:
- Ask whether they have questions
- Say time valued, I hope results from this will be useful
- Ask whether they know of anyone else that would like to speak to me

Thank you for giving me your time today. Please get in touch if you have any other questions for me. My contact details are below:

Alice Bucker

Amb19@hw.ac.uk

10.7 ANNEX: ADDITIONAL ANALYSIS OF DEMOGRAPHIC DATA

10.7.1 *Question 8: Have you taken part in consultation*

Figure 10.1 shows how each demographic group responded to whether or not they have taken part in consultation or not.
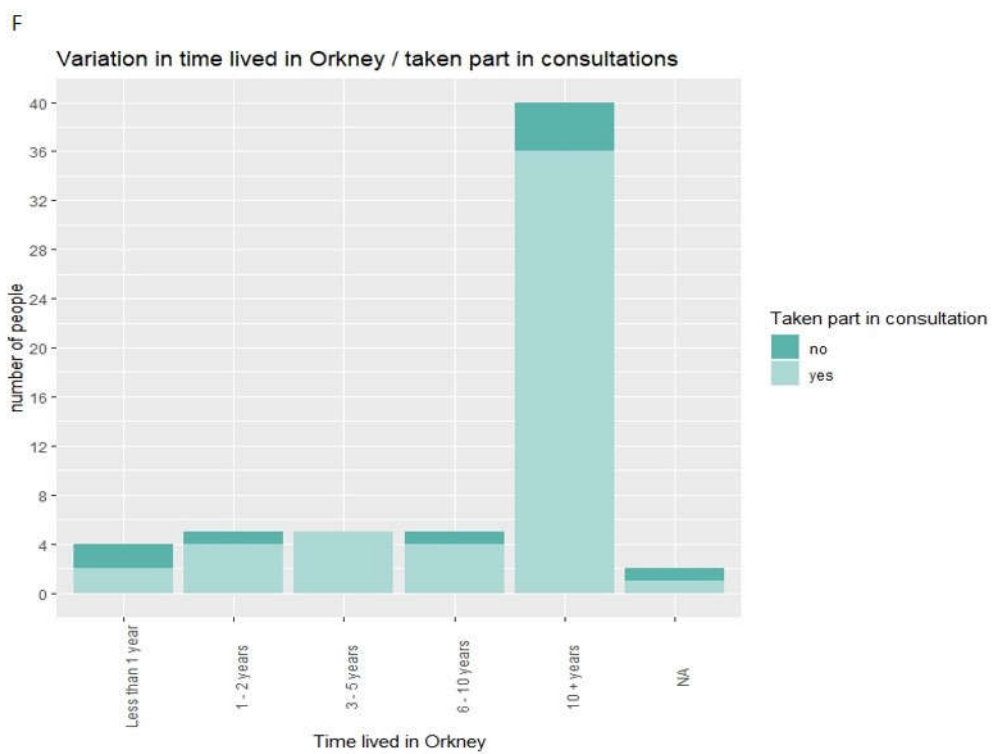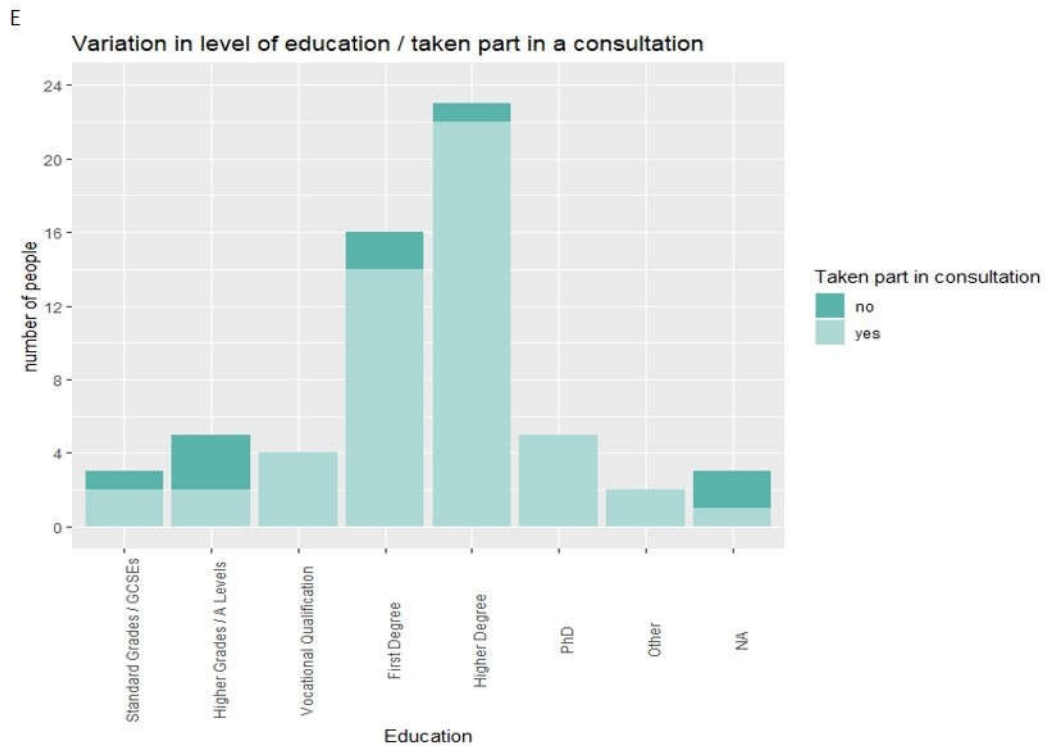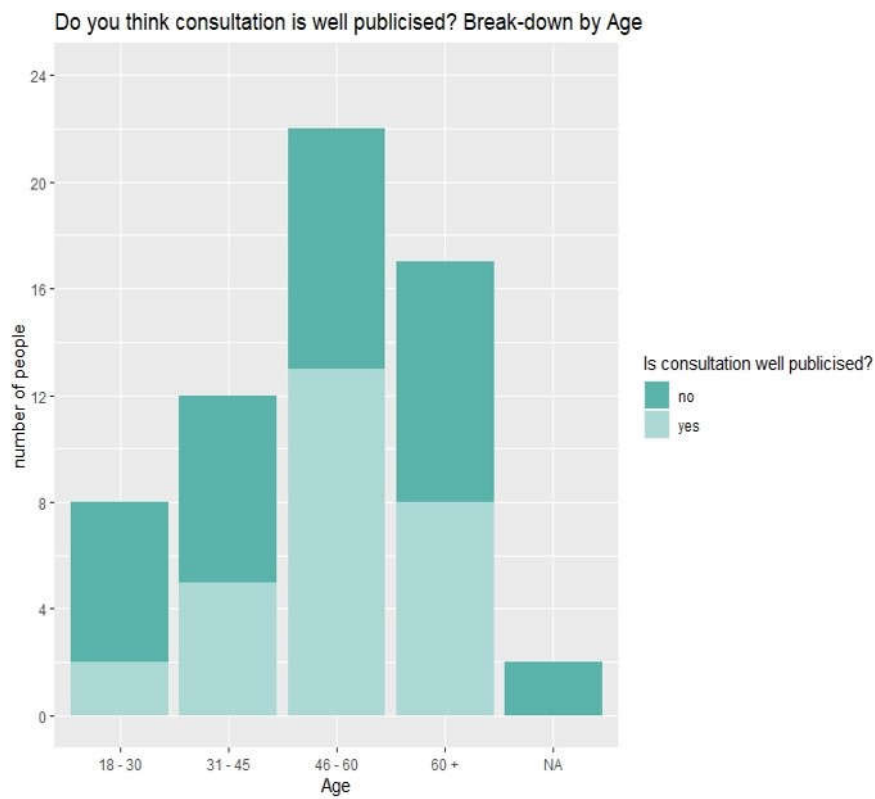
Variation in age / taken part in consultation

Variation in gender / taken part in consultation

Variation in location / taken part in a consultation

Variation in level of employment / taken part in a consultation

E

Variation in level of education / taken part in a consultation

F

Variation in time lived in Orkney / taken part in consultations
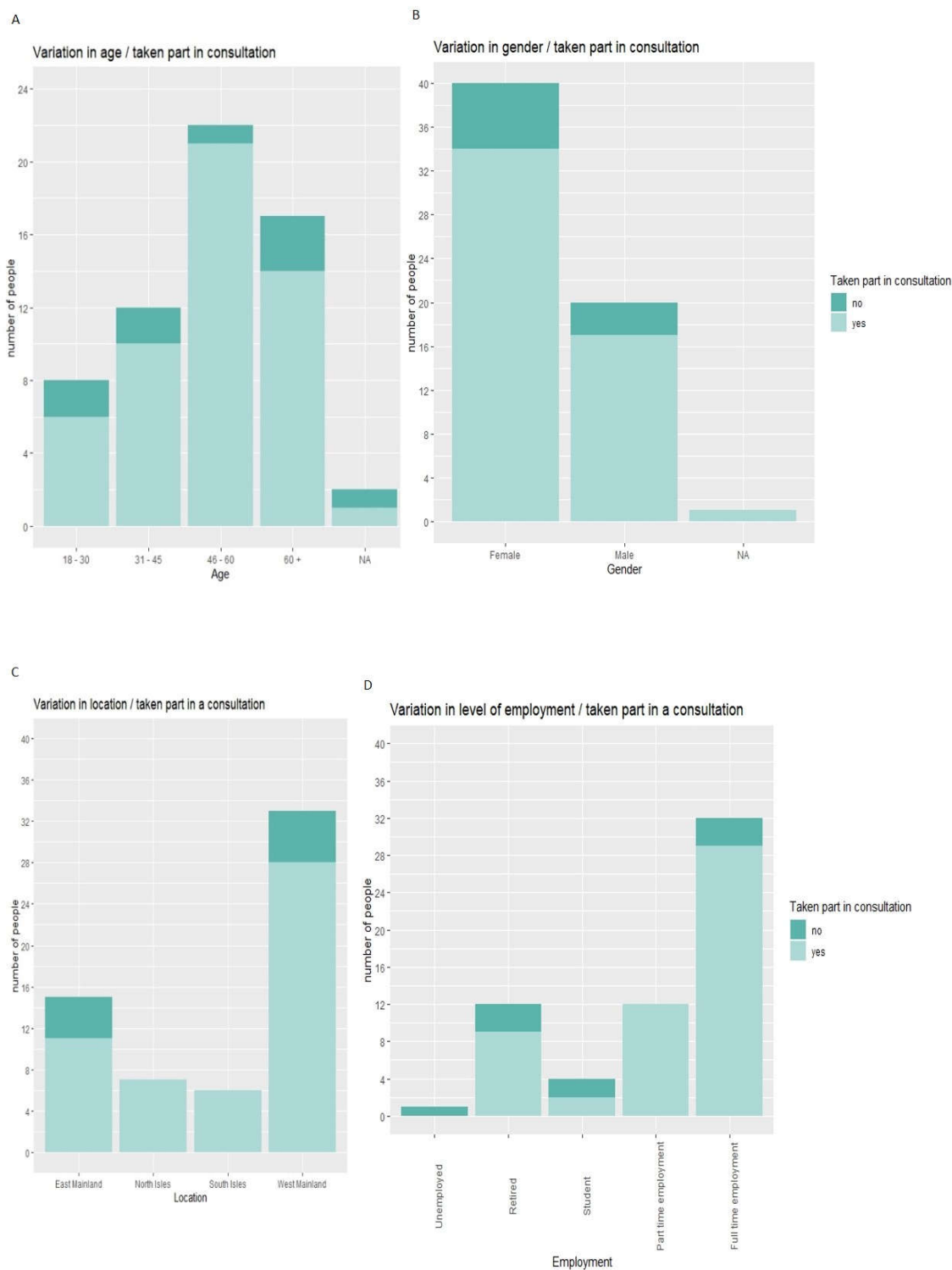
Figure 10.1 Graphs to show variation in demographic characteristics and whether those respondents took part in consultation: (A) Age: (B) Gender: (C) Location: (D) Employment: (E) Education: (F) Time resident

10.7.2 Question 11: In your opinions are consultations in the area well-publicised?

Figure 10.2 shows the break-down of how each demographic group thought about the publicity of consultation.

C

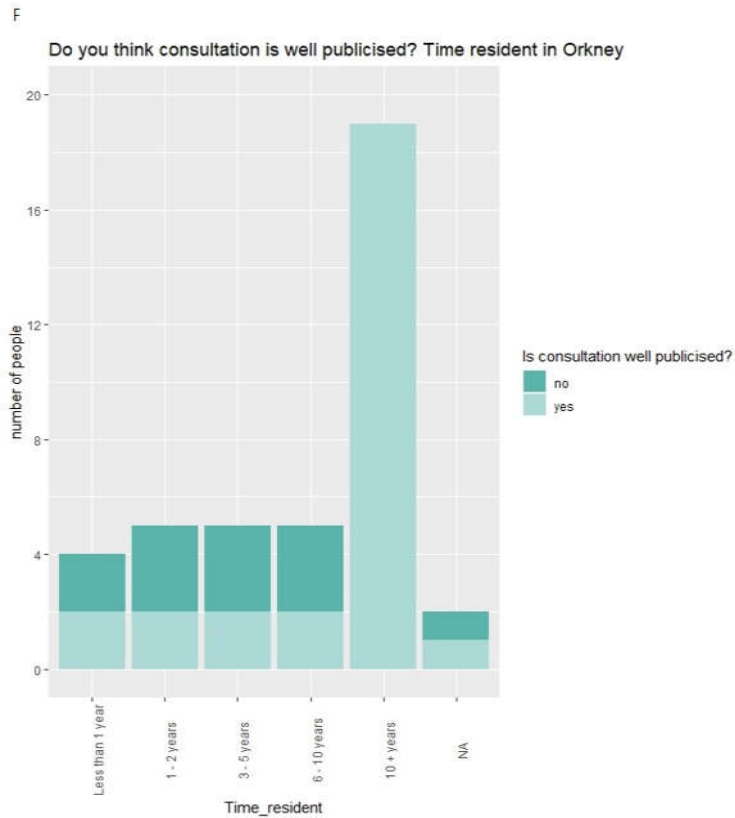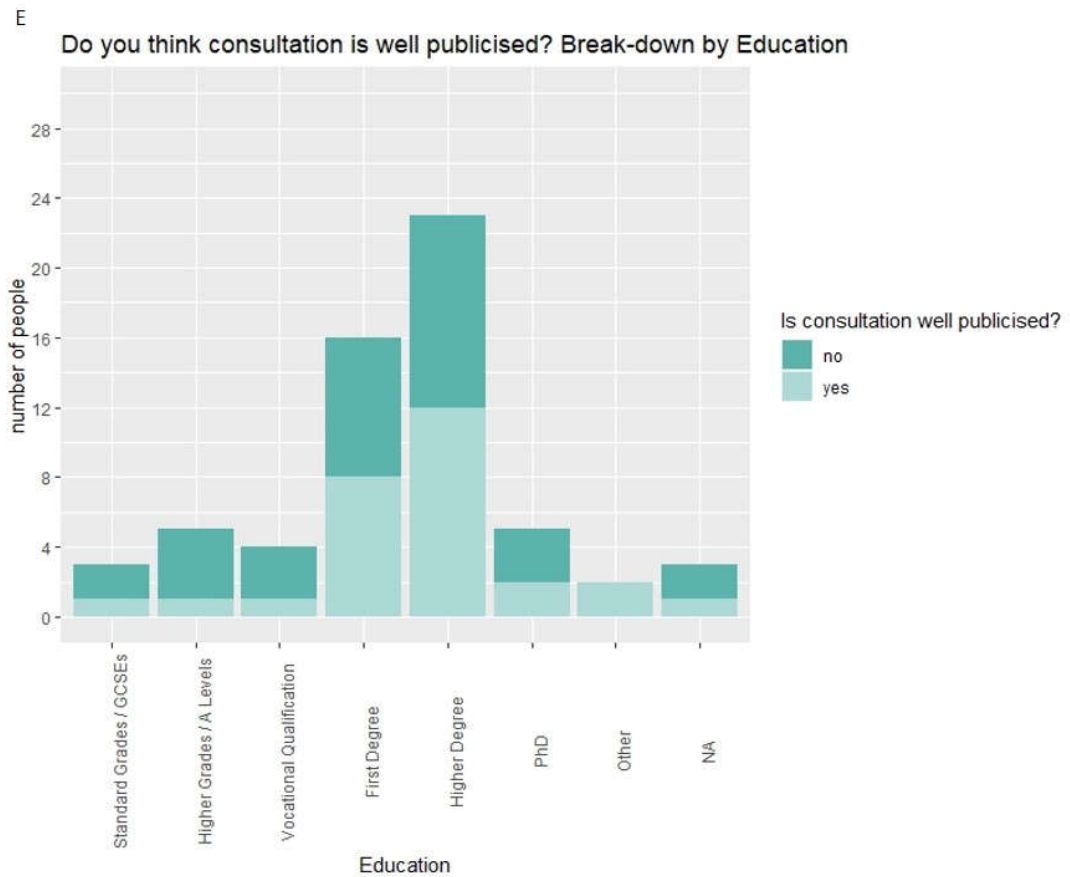Do you think consultation is well publicised? Break-down by Location

D

Do you think consultation is well publicised? Break-down by Employment

E

Do you think consultation is well publicised? Break-down by Education

F

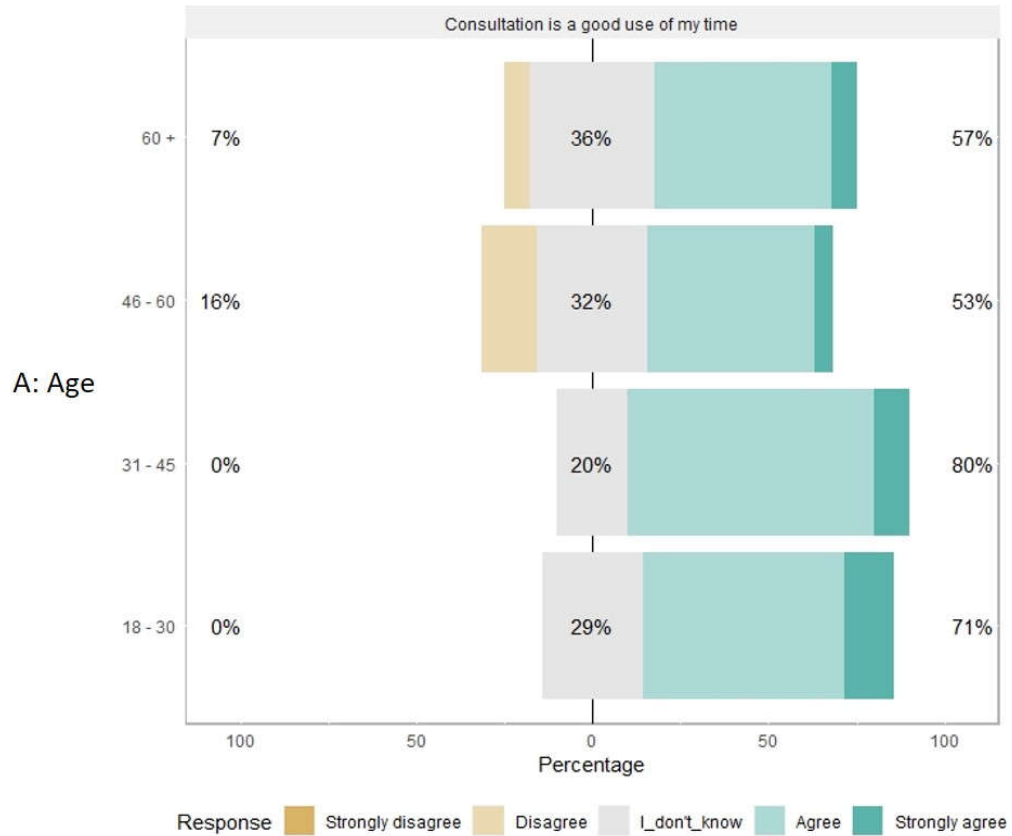Do you think consultation is well publicised? Time resident in Orkney
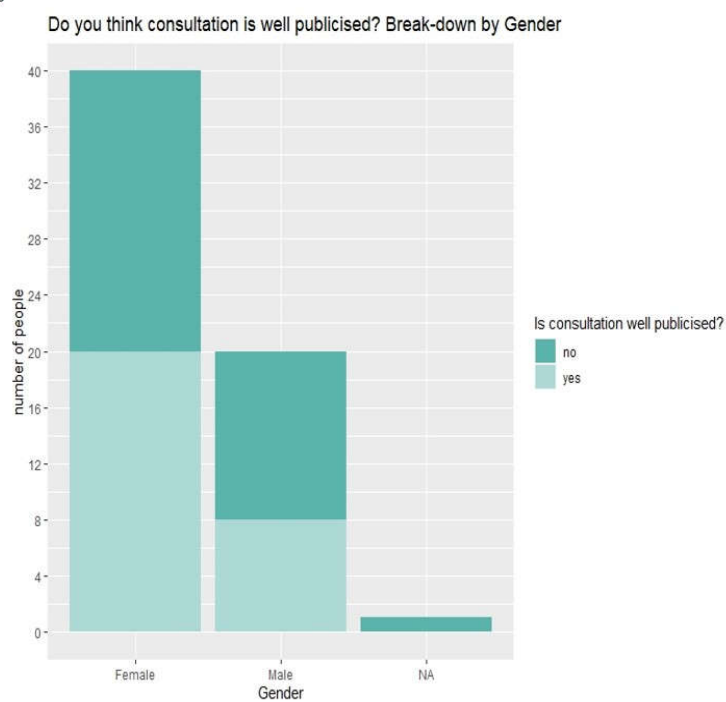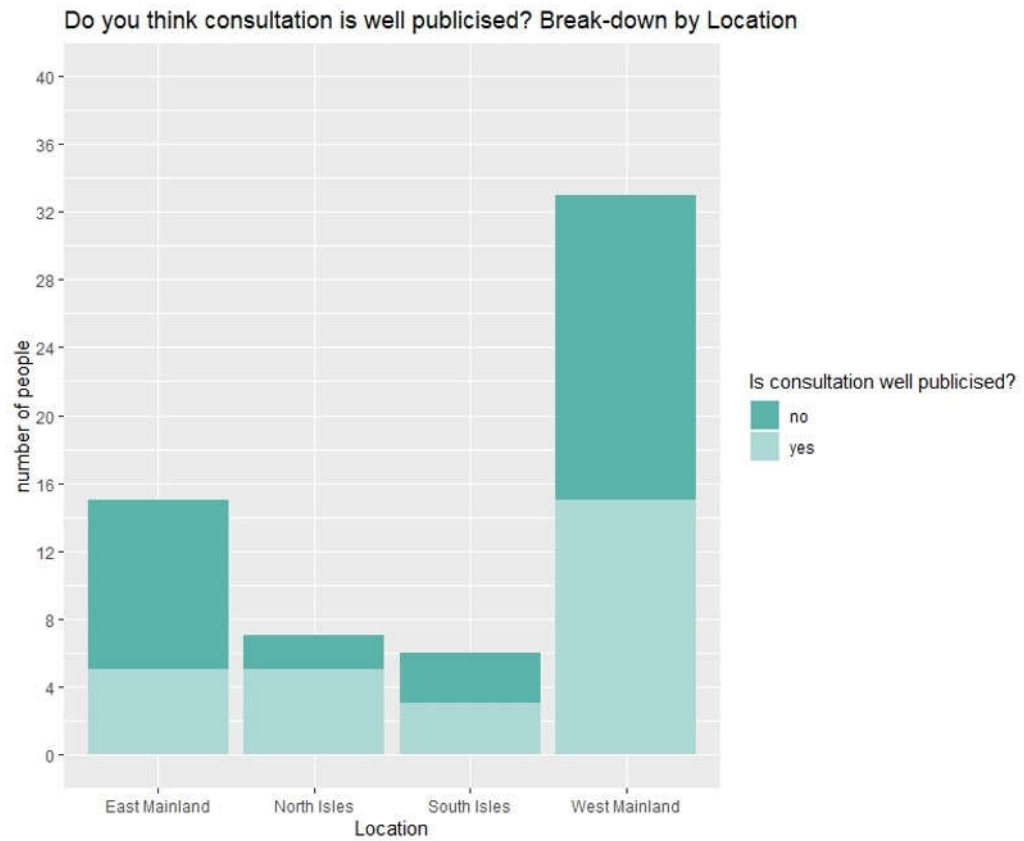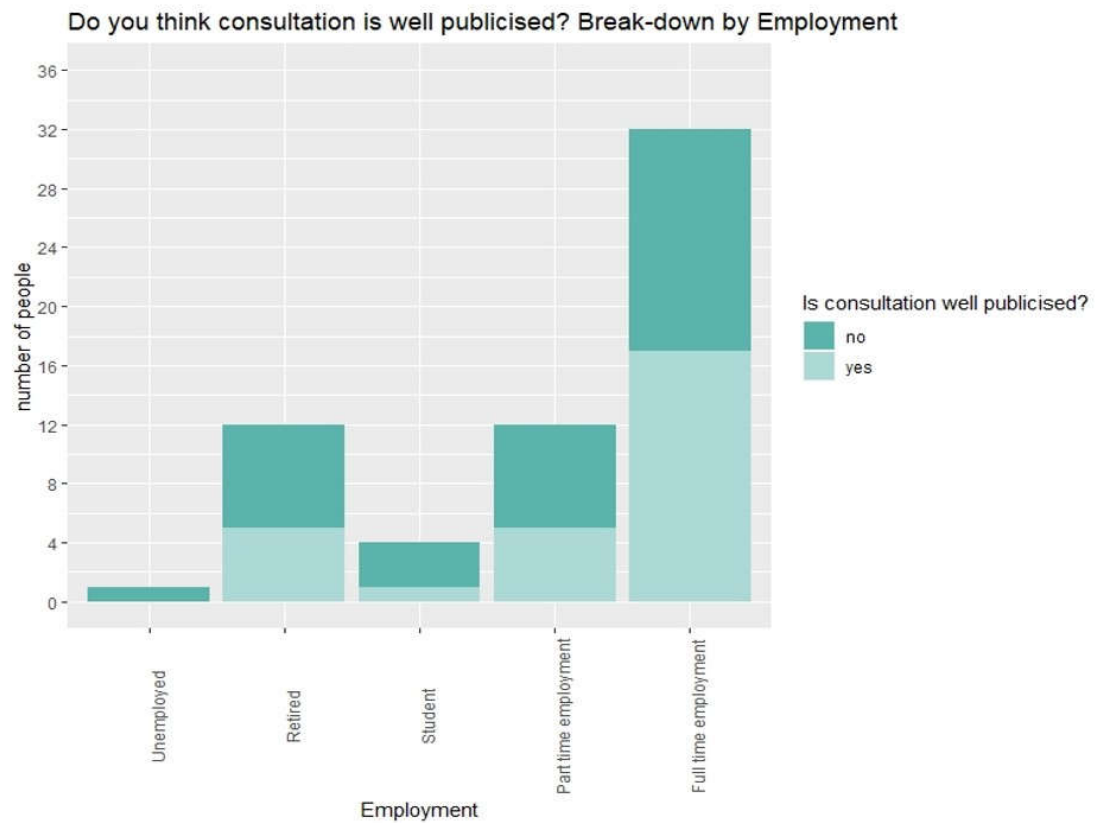
Figure 10.2 Graphs to show demographic groups and the opinion towards how well publicised consultation is: (A) Age: (B) Gender: (C) Location: (D) Employment: (E) Education: (F) Time resident
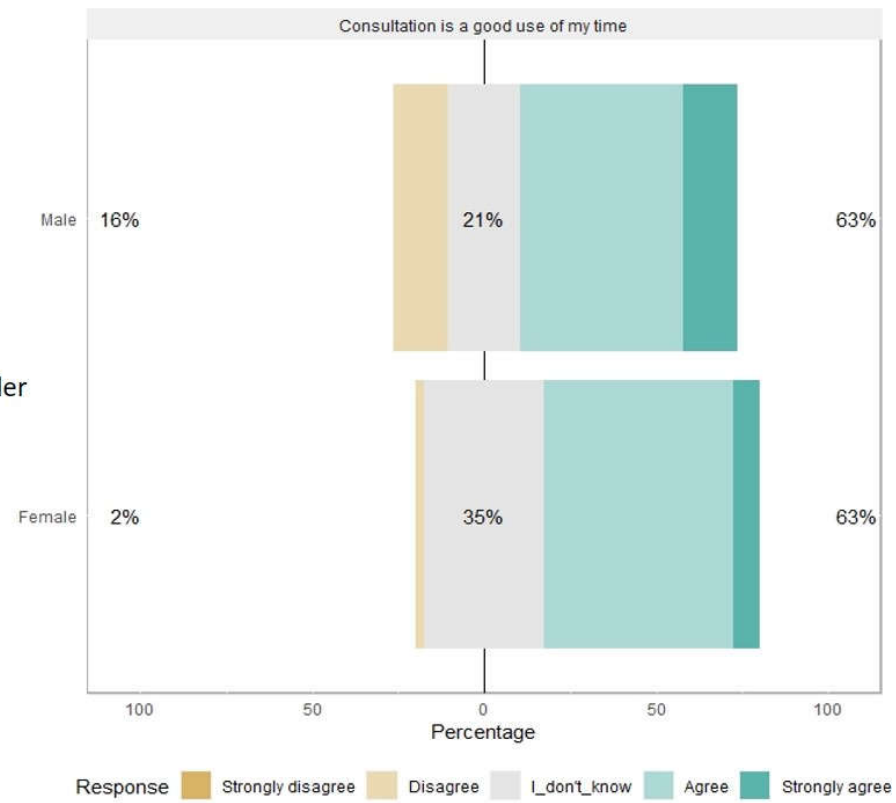
217

10.8 ANNEX: ADDITIONAL LIKERT ANALYSIS

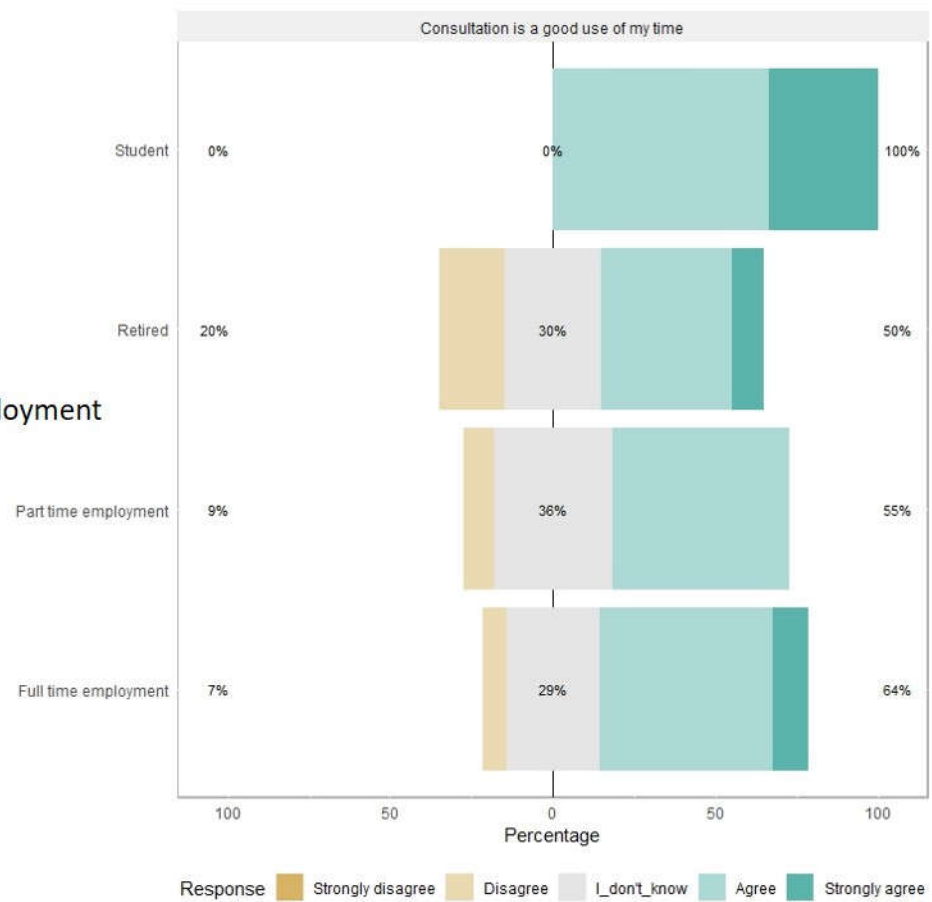### 10.8.1 Question 17: Consultation is a good use of my time

Figure 10.3 shows the break-down of demographic factors in response to Question 17.

B: Gender

Consultation is a good use of my time

Male 16% 21% 63%

Female 2% 35% 63%

Response: Strongly disagree | Disagree | I_don't_know | Agree | Strongly agree

C: Employment

Consultation is a good use of my time

Student 0% 0% 100%

Retired 20% 30% 50%

Part time employment 9% 36% 55%

Full time employment 7% 29% 64%

Response: Strongly disagree | Disagree | I_don't_know | Agree | Strongly agree
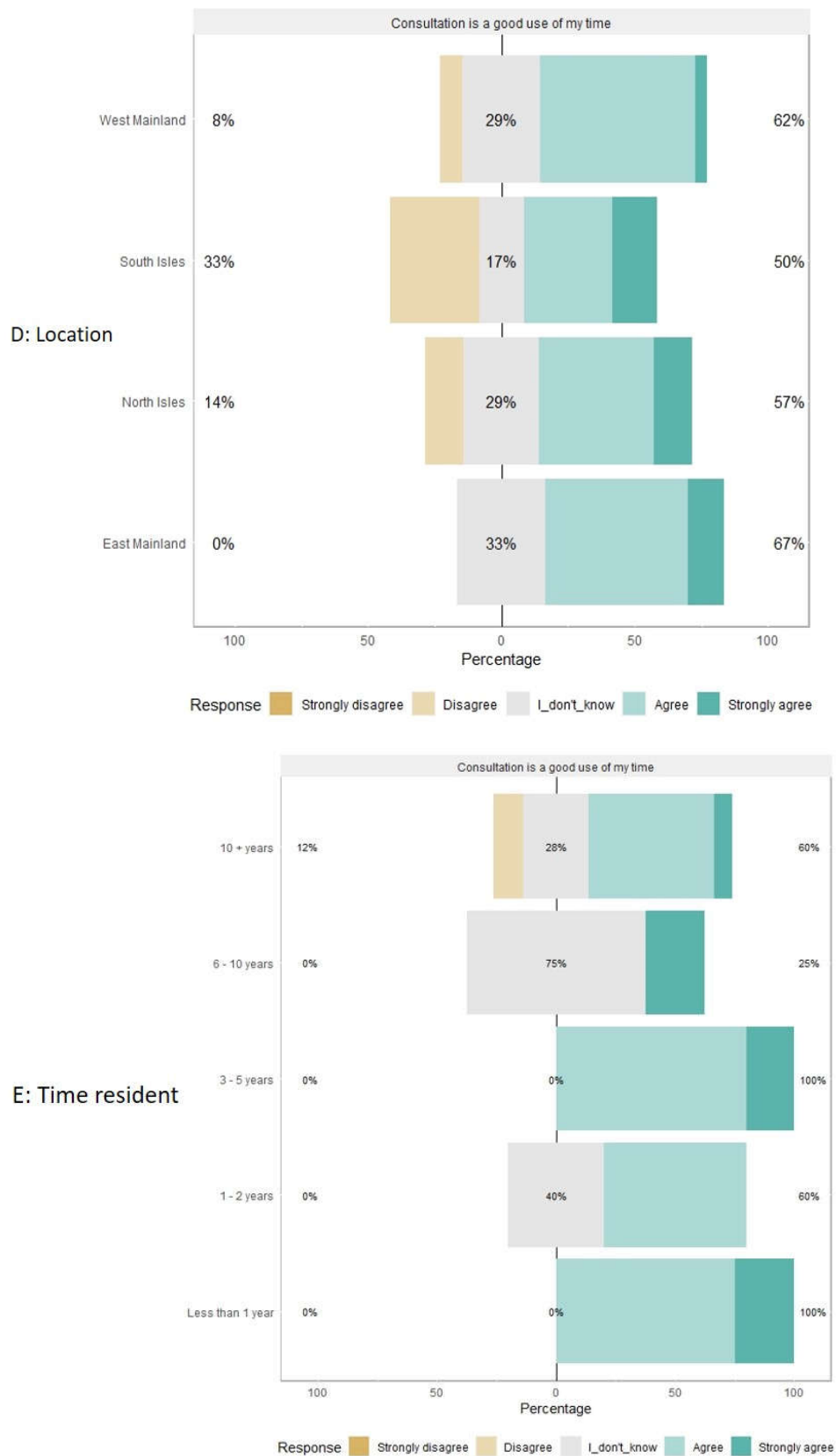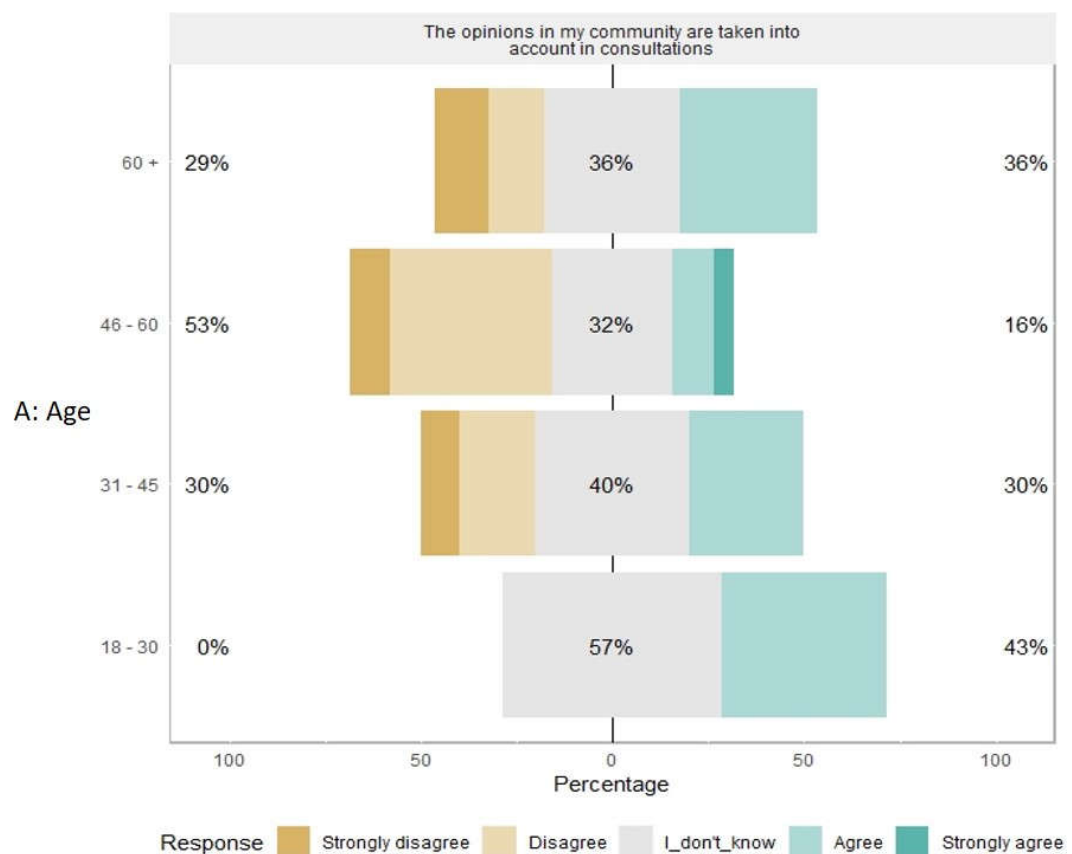
Figure 10.3 Demographic responses to the Likert question: "Consultation is a good use of my time": (A) Age: (B) Gender: (C) Employment; (D) Location: (E) Time resident
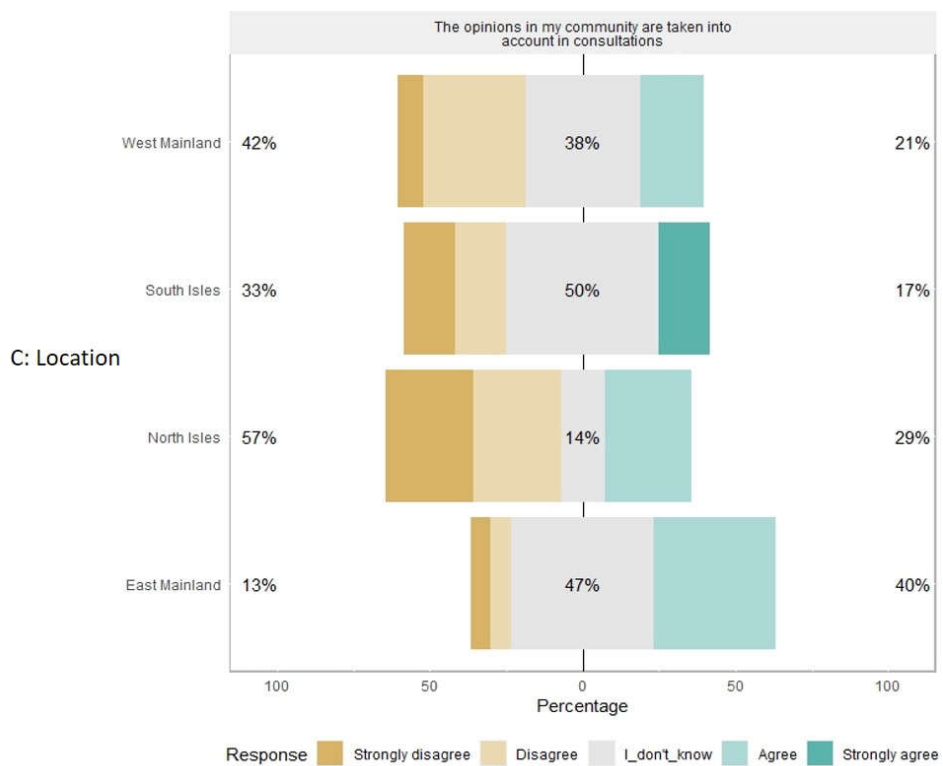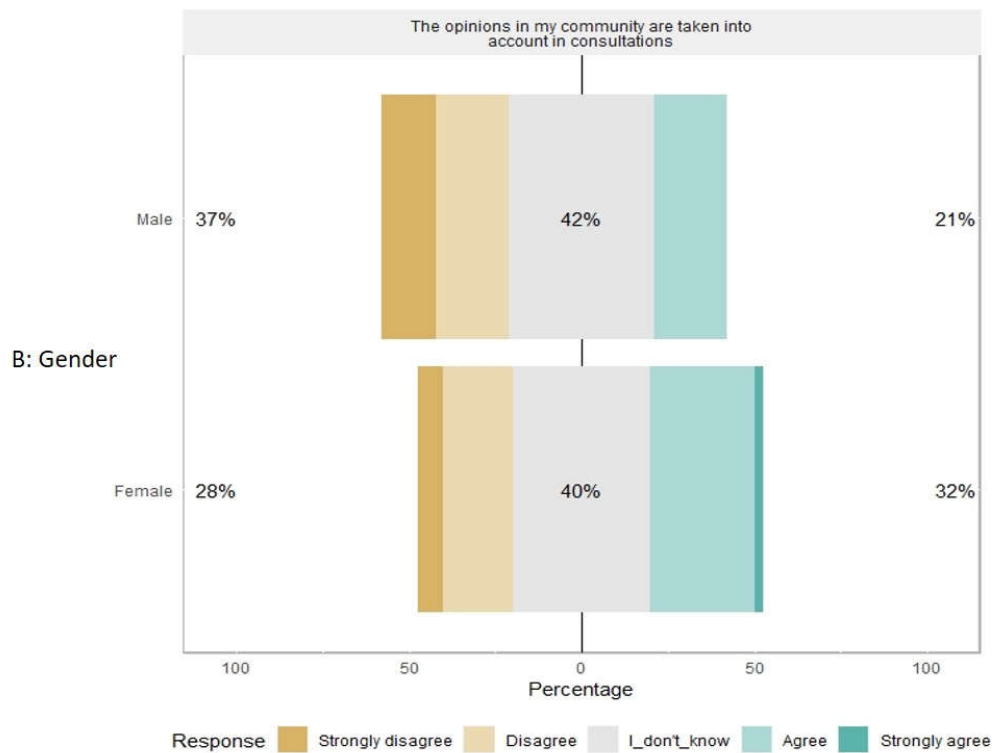
Table 10.4 Type II ANOVA test for demographic factors influencing 'Consultation is a good use of my time'

Demographic Factor	LR Chisq	Df	p-value
Age	6.0972	3	0.1070
Gender	0.0623	1	0.8029
Location	3.0695	2	0.2155
Time resident	0.3299	1	0.5657

10.8.2 Question 19: The opinions in my community are taken into account

Figure 10.4 shows the responses of demographic characteristics to the Likert question 'The opinions in my community are taken into account in consultations'.

B: Gender

The opinions in my community are taken into account in consultations

Male   37%   42%   21%

Female   28%   40%   32%

Response   Strongly disagree   Disagree   I_don't_know   Agree   Strongly agree

C: Location

The opinions in my community are taken into account in consultations

West Mainland   42%   38%   21%

South Isles   33%   50%   17%

North Isles   57%   14%   29%

East Mainland   13%   47%   40%

Response   Strongly disagree   Disagree   I_don't_know   Agree   Strongly agree
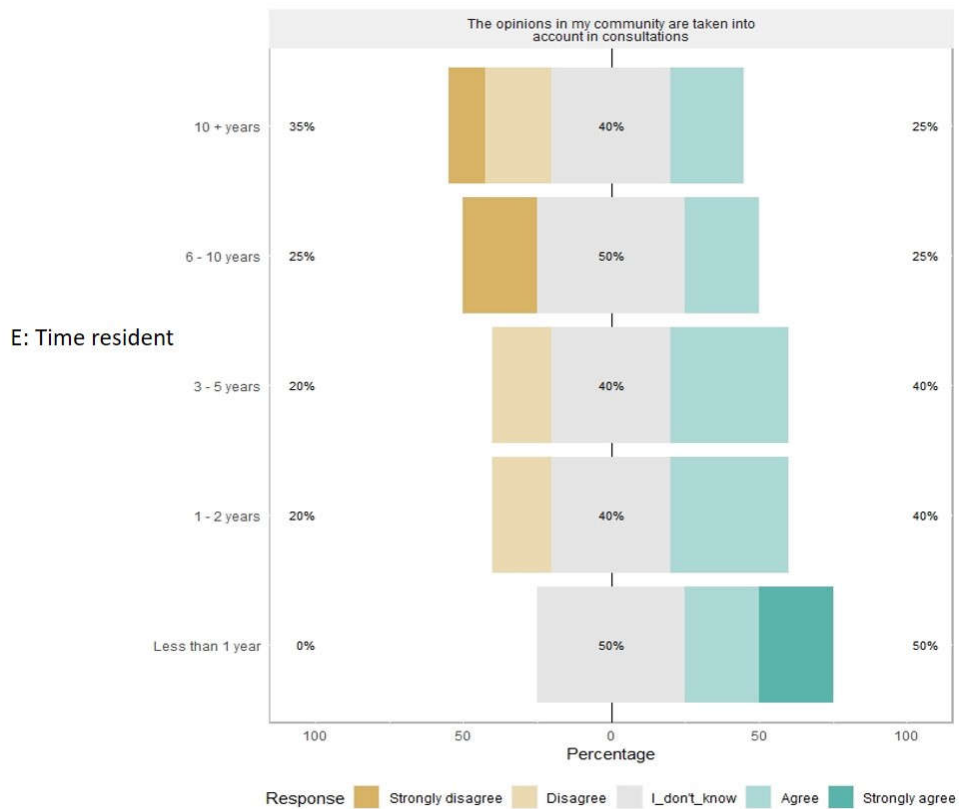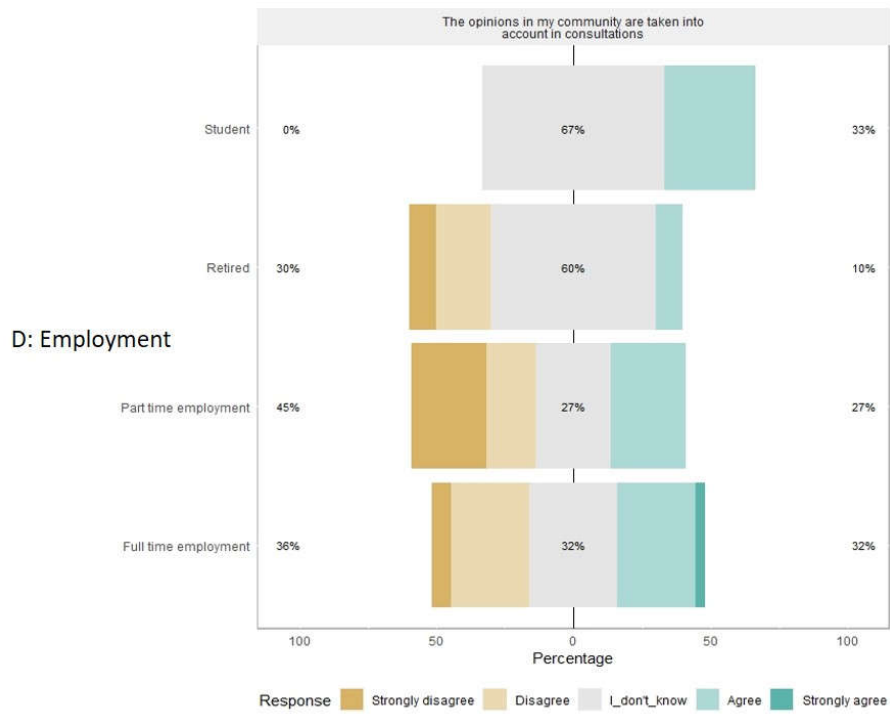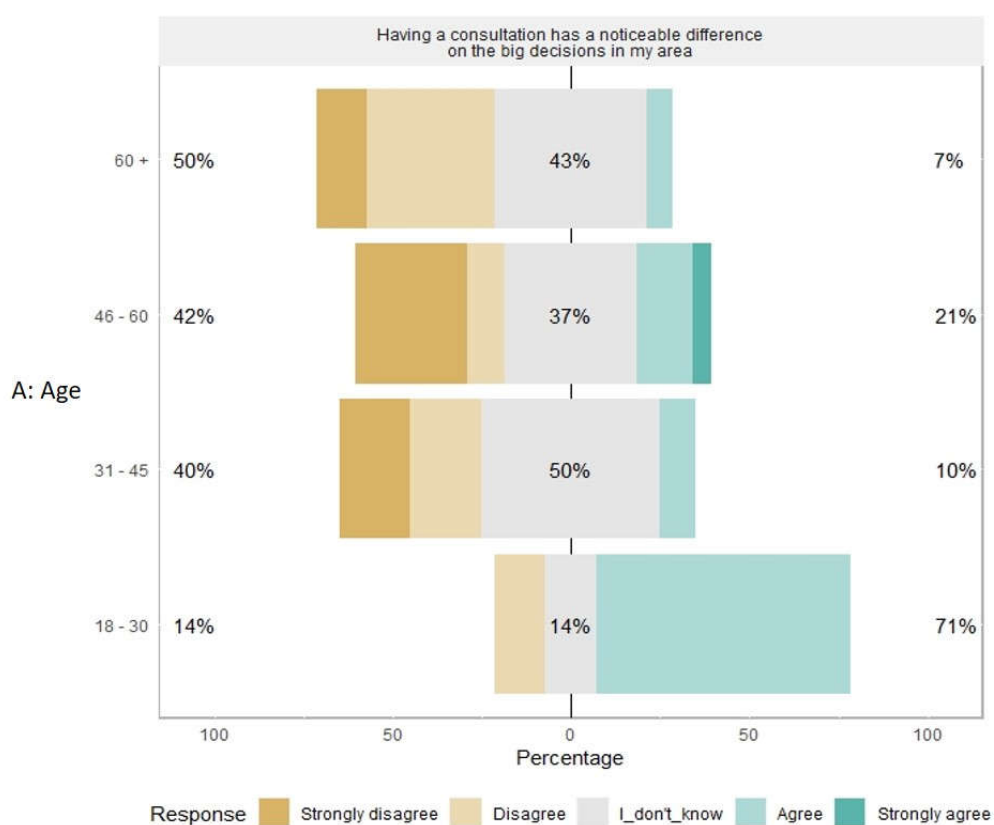
222

Figure 10.4 Demographic characteristic responses to the Likert question: "The opinions in my community are taken into account in consultations": (A) Age: (B) Gender: (C) Location: (D) Employment: (E) Time resident
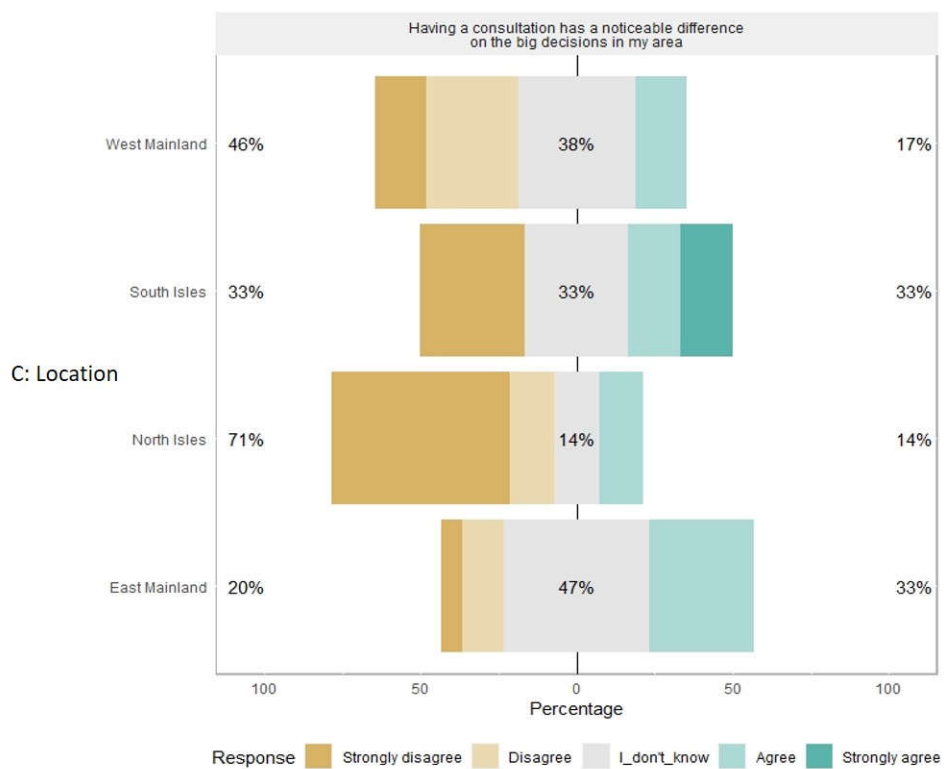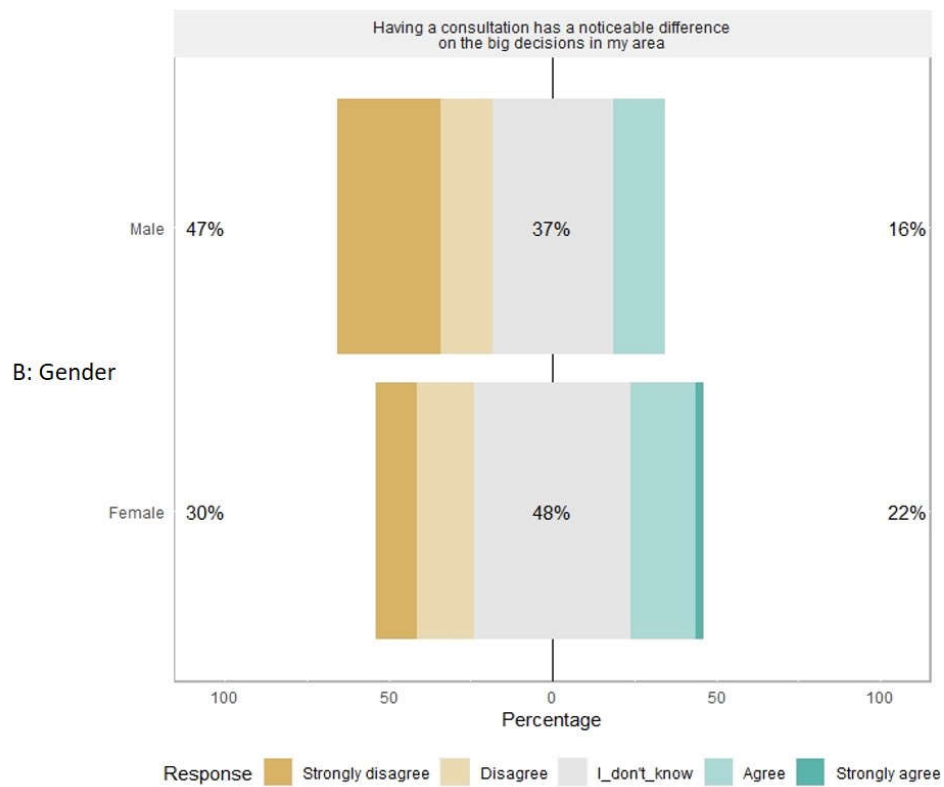
Table 10.5 Type II ANOVA results for demographic factors for the response to 'The opinions in my community are taken into account'

Demographic Factor	LR Chisq	Df	p-value
Age	3.1172	3	0.37391
Gender	0.3106	1	0.57733
Location	4.8390	2	0.08896
Time resident	0.1891	1	0.66370

10.8.3 Question 20: Having a consultation has a noticeable difference on the big decisions in my area

Figure 10.5 shows the breakdown of demographic characteristics in response to this question.
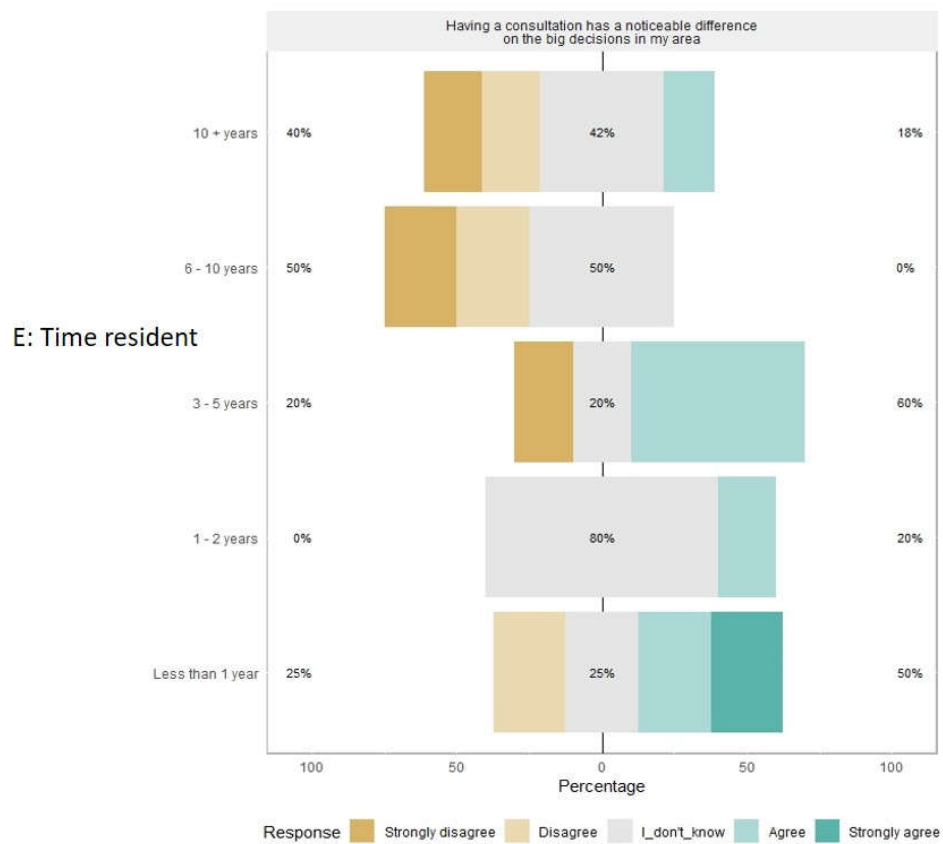
B: Gender

Having a consultation has a noticeable difference
on the big decisions in my area

Male | 47% | 37% | 16%

Female | 30% | 48% | 22%

Response: Strongly disagree | Disagree | I_don't_know | Agree | Strongly agree

C: Location

Having a consultation has a noticeable difference
on the big decisions in my area

West Mainland | 46% | 38% | 17%

South Isles | 33% | 33% | 33%

North Isles | 71% | 14% | 14%

East Mainland | 20% | 47% | 33%

Response: Strongly disagree | Disagree | I_don't_know | Agree | Strongly agree
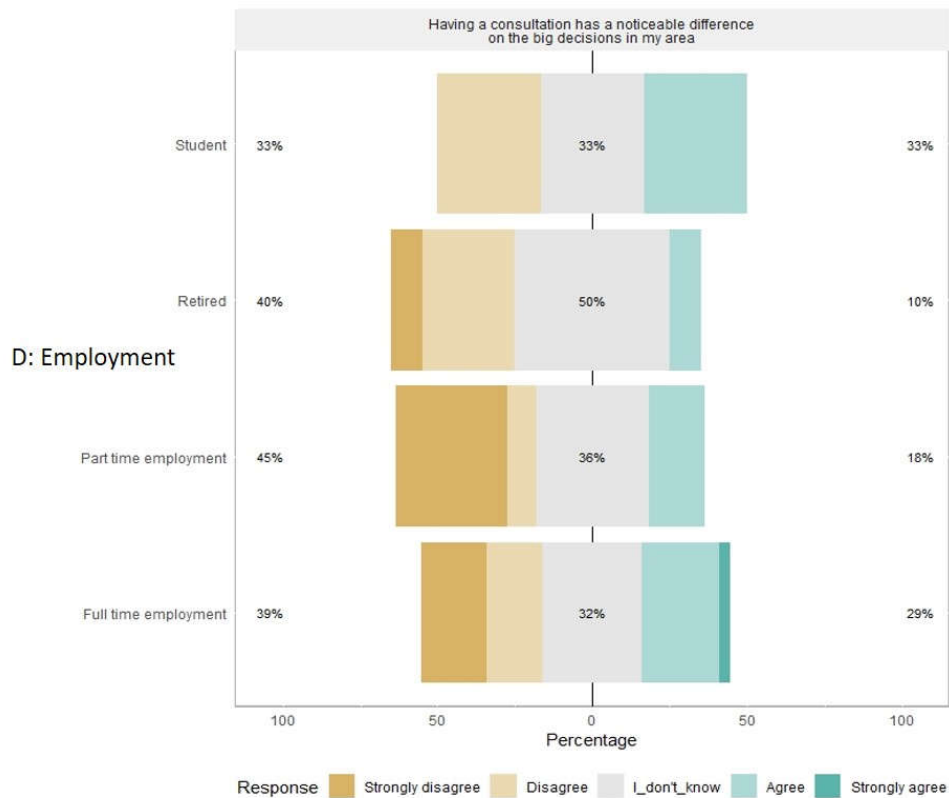
Figure 10.5 Demographic characteristic responses to the Likert question: "Having a consultation has a noticeable difference on the big decisions in my area": (A) Age: (B) Gender: (C) Location: (D) Employment: (E) Time resident

Table 10.6 Type II ANOVA showing the significance of the demographic factors on response to 'Having a consultation has a noticeable difference in my area'

Demographic Factor	LF Chisq	Df	p-value
Age	7.6343	3	0.05421
Gender	1.2697	1	0.25981
Location	4.1409	2	0.12613
Time resident	0.0868	1	0.76827

10.9 ANNEX: NUMBER OF RESPONSES PER QUESTION IN QUESTIONNAIRE

Table 10.7 Number of responses per question in the questionnaire

Question	Number of complete responses
1. How old are you?	61
2. Please select your gender	61
3. How long have you lived in Orkney?	60
4. In which part of Orkney do you live?	61
5. What is your current employment status?	61
6. What is your highest level of education?	60
7. a) Do you think public consultations are important?	61
7. b) Please explain your choice of answer	59
8. Have you taken part in a consultation about Orkney in the last 10 years	61
9. Generally speaking, why do you take part in consultations?	56
10. If not, please explain why you haven't taken part in any consultations?	6
11. In your opinion are consultations happening in your area well publicised?	61
12. How do you normally hear about consultations?	61
13. Generally speaking, do you think consultation(s) you have taken part in worked well?	56
14. a) If yes, please provide a description of ONE consultation you think worked well below	16
14. b) Why have you chosen this consultation as one that worked well?	16
15. a) If not, please provide a description of ONE consultation you think did not work well below	28
15. b) Why have you chosen this consultation as one that did not work well?	26
16. a) Do you think the consultation method described above would capture the range of opinions in a community?	56
Please explain your answer	52
16. b) How would this method compare with other consultation methods used in Orkney?	48

17. c) Do you have any other comments you would like to make about this method?	33
18. a) *"Taking part in consultations is a good use of my time"*	60
17. b) Please provide comments on your choice above	47
18. a) *"I find it easy to share my views in consultations"*	60
c) Please provide comments on your choice above	41
19. a) *"The opinions in my community are taken into account in consultations"*	60
c) Please provide comments on your choice above	49
20. a) *"Having a consultation has a noticeable difference on the big decisions in my area"*	60
20. b) Please provide comments on your choice above	43
21. a) *"Results of consultations are always shared with me after the consultation"*	60
21. b) Please provide comments on your choice above	32
22. Please describe what improvements (if any) you would like to see for consultations in Orkney.	52
23. What would help you to take part in more consultations?	48