

# DRAFT

## Island Communities Impact Assessment for the Council Plan 2023 to 2028

<b>Step one – Develop a Clear Understanding of your Objectives:</b>	
What are the objectives of the policy, strategy or service?	<p>The purpose of the Council Plan is to chart the direction of the Council through the next five years and beyond. The plan period is the remaining four years of the current five-year Council term, plus an additional year to cover the first year of the incoming Council in 2027 while they develop their own plan.</p> <p>The plan sets out the four strategic priorities which will drive future Council policy making. These are:</p> <ul style="list-style-type: none"><li>• Growing our economy</li><li>• Strengthening our communities</li><li>• Developing our infrastructure</li><li>• Transforming our Council</li></ul>
Do you need to consult?	Yes.
How are islands identified for the purpose of the policy, strategy or service?	<p>Orkney Islands Council is an islands authority and is one of the statutory consultees listed in the Islands (Scotland) Act 2018 for other public authorities conducting their own ICIA. When considering the impact of national policy on the Council Plan, comparison may be made with the UK or Scottish mainland where national policy has a differential impact on islands in general, or Orkney in particular. When conducting our own ICIA, in accordance with statutory requirements special consideration is given to individual islands, and to the ferry-linked isles as a group, where their circumstances and/or the effects of the Council Plan may be different from those of Orkney as a whole.</p>
What are the intended impacts / outcomes and how do these potentially differ in the islands?	<p>The strategic priorities and aims in the Council Plan are:</p> <p><b>Growing our economy</b></p> <ul style="list-style-type: none"><li>• We will reduce poverty and disadvantage and minimise the impact of the cost of living crisis.</li><li>• We will create favourable conditions for sustainable economic growth.</li><li>• We will drive toward net zero.</li></ul> <p><b>Strengthening our communities</b></p> <ul style="list-style-type: none"><li>• We will support communities to develop local solutions and deliver what is important to them.</li><li>• We will establish the highest standards of public support and protection.</li><li>• We will widen access to opportunities for better learning, achievement and wellbeing.</li></ul>

	<p><b>Developing our infrastructure</b></p> <ul style="list-style-type: none"> <li>• We will invest in homes, supporting choice, inclusion and economic growth.</li> <li>• We will remove barriers to the delivery of critical transport and digital connectivity.</li> <li>• We will invest in strategic projects that advance our economic ambitions.</li> </ul> <p><b>Transforming our Council</b></p> <ul style="list-style-type: none"> <li>• We will develop ways of working that put people at the heart of what we do.</li> <li>• We will establish a culture that motivates staff to do the right things at the right time.</li> <li>• We will develop fit for purpose business approaches and facilitate direct access to services wherever possible.</li> </ul> <p><b>Differential effects on the ferry-linked isles.</b></p> <p>Access to services is significantly worse on most of the outer isles due in large part to sub-standard transport infrastructure and constraints on transport service provision, and sub-standard or non-existent broadband / mobile infrastructure. This inequality is contributing to the continuing depopulation of the ferry-linked isles.</p> <p>Many of the ferry-linked isles have a relatively older population than the Mainland, putting their sustainability at risk. The isles also proved particularly vulnerable to income and food insecurity early in the first lockdown. Incomes tend to be lower in the isles and prices in the isles shops are necessarily higher due to the added cost of freight.</p> <p>None of the measures in the draft Council Plan are expected to exacerbate the situation on the isles. Many of our proposals are intended to contribute directly or indirectly to improving outcomes in the isles and reducing the existing disparity.</p>
Is the policy, strategy or service new?	This particular plan is new but the Council has maintained a strategic plan since 2002. This iteration will replace the previous Council Strategic Plan 2018-23.
<b>Step two – Gather your Data and Identify your Stakeholders:</b>	
What data is available about the current situation in the islands?	<p>Most published data sources cover Orkney as a whole, which does not enable comparison between the Orkney Mainland / linked south isles and the ferry-linked isles. There are three main national sources of data which differentiate between the two: the <a href="#">Scottish Index of Multiple Deprivation (SIMD 2020)</a>, which is reported at datazone level, <a href="#">Scotland’s Census data</a>, some of which is available at individual island level, and the recently published <a href="#">National Islands Plan Survey report</a>.</p> <p>Census output is limited mostly to demographic data which is useful for equalities considerations but, since the last census in Scotland was done a year late in 2022 we will not have up to date figures at individual island level before 2023 at the earliest.</p>

	<p>At present the 2020 National Islands Plan survey is the most useful national data available at isles level. Survey responses are split between Orkney Mainland (630) and Orkney Outer Isles (160), and all of the survey data can be interrogated online via the <a href="#">data explorer</a>. Questions cover a wide range of topics including employment and business opportunities, transport, housing, fuel poverty, digital connectivity, health, social care, the environment, climate change, culture and education. Scottish Government has confirmed that the survey will next be repeated in 2023, a year later than originally planned, and thereafter every two years to provide an ongoing data bank for longitudinal analysis. During the lifetime of the Council Plan, we can therefore expect new data to be published in 2024, 2026 and 2028.</p> <p>Locally, the best source of survey data is the Orkney Matters consultation conducted by Orkney Islands Council between October 2021 and March 2022. This included information gathered via virtual meetings for representatives from small groups of islands so that their particular experiences could be captured.</p>
<p>Do you need to consult?</p>	<p>Yes. Consultation is being done in two stages. Pre-drafting consultation has already been done, with the main input coming from Orkney Matters. Elected Members have also contributed feedback from their conversations with constituents during campaigning for the local election of 5 May 2022.</p> <p>A further stage of public consultation will be carried out once the new Council Plan has been approved as a work in progress by the Policy and Resources Committee in November 2022. This will ascertain whether the Orkney public is content with the strategic priorities identified by Elected Members and with the main measures proposed to address them. This consultation will inform the final version of the plan to be submitted to Members for approval and adoption in February 2023.</p>
<p>How does any existing data differ between islands?</p>	<p>All data sources which differentiate between the isles and the Orkney mainland show differences between the two. SIMD 2020 shows a higher degree of socio-economic deprivation in datazones covering the ferry-linked isles, due to difficulty in accessing services and lower incomes. The table below shows the correlation between SIMD 2020v2 (Corrected release see <a href="#">Scottish index of multiple deprivation 2020</a>) data and household incomes at that time (The applicable copyright notices for CACI data can be found at <a href="#">Copyright and Third Party Notices</a>), supplied by CACI Paycheck data.</p>

**Scottish Index of Multiple Deprivation (SIMD 2020) rankings and corresponding household incomes for datazones in Orkney.**

Data Zone	Location	Overall SIMD 2020 rank	Overall decile 2020	Lower quartile household income	Mean household Income	Upper quartile household income
S01011821	Kirkwall - Pickaquooy	1,995	3	£13,202	£27,665	£36,627
S01011827	Hoy, Walls & Flotta	2,097	4	£10,915	£24,092	£31,307
S01011831	Stronsay, Sanday & North Ronaldsay	2,476	4	£12,354	£25,674	£33,566
S01011822	Kirkwall - Town Centre	2,679	4	£14,125	£29,352	£38,940
S01011830	Shapinsay, Rousay, Egilsay & Wyre	2,710	4	£15,161	£30,587	£40,254
S01011824	Kirkwall - The Meadows East	2,749	4	£13,943	£30,876	£41,800
S01011820	Kirkwall - Glaitness Road & Hornersquoy	3,074	5	£14,729	£34,474	£46,610
S01011832	Eday, Westray & Papay	3,153	5	£13,123	£27,604	£36,556
S01011804	Stromness - South	3,187	5	£15,239	£32,734	£43,753
S01011808	Firth	3,402	5	£18,273	£37,753	£50,105
S01011828	South Ronaldsay	3,421	5	£15,969	£34,307	£45,863
S01011819	Kirkwall - South	4,336	7	£14,788	£30,833	£41,204
S01011829	Burray	4,356	7	£20,895	£41,094	£54,104
S01011813	Holm	4,373	7	£21,412	£42,433	£56,600
S01011823	Kirkwall - KGS & Bignold Park	4,412	7	£17,039	£36,474	£48,449
S01011810	Harray	4,434	7	£18,945	£38,175	£50,365
S01011809	Orphir	4,446	7	£20,655	£39,834	£52,300
S01011825	Kirkwall - Papdale West	4,471	7	£17,314	£35,743	£47,441
S01011814	Holm East, Toab & Deerness	4,607	7	£21,139	£40,849	£53,943
S01011812	Evie, Rendall & Gairsay	4,790	7	£20,558	£41,212	£54,840
S01011817	St Ola - West	4,836	7	£20,719	£41,422	£54,711
S01011826	Kirkwall - Harbour and North	4,851	7	£19,226	£38,188	£49,974
S01011811	Birsay & Dounby	4,902	8	£20,168	£39,741	£52,667
S01011806	Stromness - Outer Town	4,911	8	£19,093	£38,916	£51,152
S01011815	Tankerness	4,977	8	£21,532	£43,412	£57,938
S01011818	Kirkwall - Holm Road	5,263	8	£18,129	£38,884	£52,062
S01011807	Sandwick and Stenness	5,424	8	£21,943	£43,139	£57,183
S01011805	Stromness - North	5,566	8	£16,724	£35,085	£46,288
S01011816	St Ola - East	5,616	9	£26,740	£50,836	£66,972

How does any existing data differ between islands? (continued).	National Islands Plan survey results show poorer results for many services on the ferry-linked isles. Some sample data are given below.	
<b>National Islands Plan Survey.</b> (selected questions).	Orkney Mainland (including linked south isles)	Orkney Outer Isles
It is easy for young people (under 40) who want to live and work here to do so (% agree or strongly agree).	53.4	21.3
Parents have access to childcare services that suit their working hours (% agree or strongly agree).	29.2	8.5

When I make journeys to or from my home, it is easy connecting between different forms of transport (% agree or strongly agree).	45.9	29.1
In the past year my home sometimes felt uncomfortably cold in the winter (% agree or strongly agree).	31.47	38.0
My internet connection at home is fast enough to do what I want online (% agree or strongly agree).	69.1	45.0
How does any existing data differ between islands? (continued).	Population data estimated locally at January 2021 showed that the long-term trend towards depopulation of the ferry-linked isles has continued since the last Census of 2011. While Orkney's population has risen steadily overall, there has been a drift away from the isles into Kirkwall and the age profile on the isles has risen.	
Are there any existing design features or mitigations in place?	<p>The Council has long recognised the need to improve the resilience of Orkney's most disadvantaged communities, notably the ferry-linked isles. Even prior to the introduction of ICIA, new policy was screened for its impact on isles communities and amended as necessary to mitigate against any unintended disadvantage or consequences. The Council is therefore well accustomed to viewing all policy through an "isles lens".</p> <p>Council officers routinely conduct ICIA on new and revised policy, plans and services. In addition to the ferry-linked isles as a group, officers consider the differential effect of policy on individual islands, as required by the ICIA process.</p> <p>In our capacity as a statutory consultation authority, the Council is routinely consulted on the effect of proposed national policy on islands in general and Orkney in particular. The Council Plan notes that the Council is happy to support national policy where it will be of benefit to Orkney, but is always ready to challenge new or existing national policy which will disadvantage Orkney. ICIA offers a new channel through which to do this.</p> <p>In the draft Council Plan, the priority theme "Strengthening our Communities" addresses the disparity of outcomes on the isles, mainly through the aim:</p> <ul style="list-style-type: none"> <li>• We will support communities to develop local solutions and deliver what is important to them.</li> </ul> <p>and associated target outcomes:</p> <ul style="list-style-type: none"> <li>• Engagement with communities is effective and clearly influences decisions and drives improvement.</li> <li>• Communities feel in control of their priorities and the decisions that affect them.</li> </ul>	

	<p>Most of the isles have their own community-led local development plans and it was made clear by local representatives consulted during Orkney Matters that they wish to remain in control of development on their islands and did not want additional plans created by third parties. Consequently, the Council Plan commits to support local plans rather than duplicate them, and to help each island to achieve the outcomes of most importance to their own community.</p> <p>Many of the remaining priorities and aims will also contribute to improved equality of outcomes on the isles. Examples include:</p> <ul style="list-style-type: none"> <li>• We will reduce poverty and disadvantage and minimise the impact of the cost of living crisis.</li> <li>• We will remove barriers to the delivery of critical transport and digital connectivity.</li> <li>• We will develop fit for purpose business approaches and facilitate direct access to services wherever possible.</li> </ul>
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**Step three – Consultation:**

<p>Who do you need to consult with?</p>	<p>A public consultation on the draft Council Plan is scheduled for December 2022 into January 2023. This will target residents of all Orkney’s island communities.</p>
<p>How will you carry out your consultation and in what timescales?</p>	<p>The Council Plan consultation will be conducted in parallel with the public consultation on the new draft Community Plan (Local Outcomes Improvement Plan) 2023-30. The two consultations will be co-ordinated and most likely conducted as a single exercise both to avoid duplication and to emphasise the relationship and interaction between the two plans.</p> <p>The draft Council Plan will be considered by the Policy and Resources Committee at their meeting of 22 November 2022. The draft LOIP will be considered by the Orkney Partnership Board in December 2023. December 2022 into January 2023 is therefore the best time to consult on both.</p> <p>The consultation will offer a range of options for public response, with the primary channel being an online survey but with paper copies posted out and written responses accepted where this is the channel preferred by respondents.</p> <p>Respondents will be asked which island they live on, in order to differentiate between the answers received from those on the Orkney</p>

	<p>Mainland/south linked isles, or on the ferry-linked isles. To avoid breach of confidentiality for those on smaller islands, we will include an option to say simply which of those groups they are in.</p> <p>The joint consultation will be open for four weeks to allow time to build feedback on the draft plans into the final iterations. The final version of the Council Plan is scheduled for submission to Policy and Resources Committee on 21 February 2023, and the final version of the new LOIP is scheduled for submission to the Orkney Partnership Board in March 2023. Both plans will take effect on 1 April 2023.</p>
<p>What questions will you ask when considering how to address island realities?</p>	<p>The consultation will ask questions about:</p> <ul style="list-style-type: none"> <li>• Whether respondents are content with the priorities, aims and outcomes selected in both plans and the delivery plans proposed to address them.</li> <li>• What they would change (if anything) about those priorities or plans.</li> <li>• Whether anything in either plan might impact differently on their own island compared with any other island (positively or negatively) or with the Orkney Mainland/linked south isles.</li> <li>• Whether there are any negative impacts on their own island which they feel require mitigation.</li> <li>• How they would like that mitigation to be achieved.</li> </ul>
<p>What information has already been gathered through consultations and what concerns have been raised previously by island communities?</p>	<p>The results of the National Islands Plan survey and Orkney Matters are noted above.</p> <p>Concerns raised at Orkney Matters meetings by island representatives included:</p> <ul style="list-style-type: none"> <li>• Lifeline ferry services – sustainability, critical need for new fleet, timetabling to enable access to services and social events.</li> <li>• Limited capacity of inter-island air travel.</li> <li>• Community-led planning with a single plan for each island or community</li> <li>• The need for housing to attract new residents</li> <li>• Gaps in digital connectivity</li> <li>• The potential for community hubs for local/visiting workers</li> </ul>

	<ul style="list-style-type: none"> <li>• Mental health and access to healthy living/gym facilities</li> </ul> <p>The National Islands Plan survey revealed significant disadvantages in access to services, facilities and employment opportunities for isles residents compared with Orkney Mainland residents.</p>
Is your consultation robust and meaningful and sufficient to comply with the Section 7 duty?	We believe the two consultations taken together – Orkney Matters and the public consultation on the draft plan – comply fully with the duty.
<b>Step four – Assessment:</b>	
Does your assessment identify any unique impacts on island communities?	With regard to localities within Orkney, depopulation is unique to the ferry-linked isles. Other impacts, e.g. limited transport availability and substandard digital connectivity, are exacerbated on the isles but are not unique to them.
Does your assessment identify any potential barriers or wider impacts?	There are significant cost barriers to the improvement of connectivity infrastructure. These are contributing to the depopulation problem on the isles.
How will you address these?	Measure to address these issues are already included in the draft plan as noted above.
<p>You must now determine whether in your opinion your policy, strategy or service is likely to have an effect on an island community which is significantly different from its effect on other communities (including other island communities).</p> <p>If your answer is NO to the above question, a full ICIA will NOT be required and you can proceed to Step Six.</p> <p>If the answer is YES, an ICIA must be prepared and you should proceed to Step Five.</p> <p>To form your opinion, the following questions should be considered:</p>	
Does the evidence show different circumstances or different expectations or needs, or different experiences or outcomes (such as different levels of satisfaction, or different rates of participation)?	Yes.
Are these different effects likely?	Yes.
Are these effects significantly different?	Yes.
Could the effect amount to a disadvantage for an island community compared to the mainland or between island groups?	Yes.

**Step five – Preparing your ICIA:**

In Step Five, you should describe the likely significantly different effect of the policy, strategy or service.

Assess the extent to which you consider that the policy, strategy or service can be developed or delivered in such a manner as to improve or mitigate, for island communities, the outcomes resulting from it.

We believe that the draft Council Plan contains measures to address all of the key disparities in outcomes which isles residents currently experience, and that the plan itself does not contain anything which would further disadvantage these communities.

Further ICIA will be conducted on individual projects at the appropriate stage which will help to identify any further mitigation which should be put in place.

Consider alternative delivery mechanisms and whether further consultation is required.

Not so much an alternative but a supporting delivery mechanism is the Community Plan (which incorporates Orkney’s statutory Local Outcomes Improvement Plan or LOIP). A new Community Plan for 2023-30 is in development in parallel with the Council Plan. The Community Plan addresses strategic priorities which require concerted partnership action, and in the new plan these are expected to be:

- Cost of Living
- Sustainable Development
- Local Equality

Local Equality will be assigned to a dedicated delivery group reporting directly to the Board. This group will take forward the work begun in the previous Locality Plan 2018-21 and address socio-economic inequality in Orkney’s most disadvantaged areas, including the ferry-linked isles. It will add value to what the Council is able to do on its own in its particular areas of responsibility, as well as addressing issues which are the responsibility of other lead agencies.

Further consultation is required to ensure that in the development of the Council Plan we have not overlooked any unfair, unforeseen or unintended consequences which would be apparent to isles residents. We would also welcome their feedback on any additional mitigation measures required.

Describe how these alternative delivery mechanisms will improve or mitigate outcomes for island communities.

Partnership attention can make a significant difference. For example, a current Partnership short life working group is addressing the issue of inequality in First Responder provision, and the terms and conditions for First Responders on different islands, both within Orkney and in

	<p>comparison with other island authorities. The aim of this group is to achieve the levelling up of First Responder provision on every island to the best model currently in operation. While the statutory responsibility for emergency response sits with other agencies, the Council is leading the group in order to support those agencies to find a resolution.</p> <p>Ultimately, the long-term success of both plans with regard to the isles will be measured in a reversal of depopulation and a more sustainable demographic balance. There is no shortage of people wanting to live on the isles, our task is to put the infrastructure and services in place to support them.</p>
<p>Identify resources required to improve or mitigate outcomes for island communities.</p>	<p>The resources required to improve outcomes permanently for isles residents are substantial. Replacement of the existing inter-island ferry fleet will cost many millions. Extending superfast broadband provision to all island premises is both a financial and logistical challenge. These issues will take years to resolve but it is important to keep them on the agenda so that when an opportunity arises to make progress, we can move fast.</p> <p>Other issues may require less resource but more imagination and flexibility. For example, Covid-related lockdown led to many more services being provided remotely, which was of huge benefit to isles residents. Our priority of “Transforming our Council” will look at ways to mainstream remote provision where it will help to contribute to the sustainability of island communities.</p>
<p><b>Step six – Making adjustments to your work:</b></p>	
<p>Should delivery mechanisms / mitigations vary in different communities?</p>	<p>Yes.</p>
<p>Do you need to consult with island communities in respect of mechanisms or mitigations?</p>	<p>Yes. This will form part of the planned second phase consultation on the draft Council Plan.</p>
<p>Have island circumstances been factored into the evaluation process?</p>	<p>Yes.</p>

Have any island-specific indicators / targets been identified that require monitoring?	Yes.
How will outcomes be measured on the islands?	The Council Plan will include a selection of indicators to measure differential impacts on islands. The National Islands Plan repeat surveys will be especially welcome as they are conducted by Scottish Government and the results published nationally. Where necessary we will collect bespoke data although we generally avoid this where an alternative source is available due to the future resource implications.
How has the policy, strategy or service affected island communities?	<p>Previous iterations of the Council Plan have helped to support isles communities and thereby slowed depopulation but have not succeeded in resolving the longstanding inequalities in service provision with regard to digital connectivity, transport and access to services. Not all of these are within the control of the Council but we have lobbied vigorously on behalf of island communities and continue to do so in the expectation of achieving better outcomes during the lifetime of this plan.</p> <p>We will monitor, evaluate and publicly report outcomes periodically throughout the lifetime of this plan.</p>
How will lessons learned in this ICIA inform future policy making and service delivery?	We have always considered the impact of policy and plans on the ferry-linked isles, so that aspect of ICIA is not new. The requirement to produce and publish an ICIA encourages more detailed consideration of the circumstances of individual islands and gives those islands a stronger voice in influencing policy making and service delivery. The process leads to more transparency in decision making and should ultimately result in more equitable policy.
<b>Step seven – Publishing your ICIA:</b>	
Have you presented your ICIA in an Easy Read format?	Not specifically. We try to use plain language and avoid jargon at all times.
Does it need to be presented in Gaelic or any other language?	No, but like all Council documentation it can and will be made available in other languages or formats on request.

Where will you publish your ICIA and will relevant stakeholders be able to easily access it?	The ICIA will be published on the Council website and will be readily accessible. As with all our publications, hard copies and other languages / formats will be made available on request.
Who will sign-off your final ICIA and why?	<p>The draft ICIA will be appended to the draft Council Plan 2023-28 to be considered by the Council's Policy and Resources Committee at their meeting of 22 November 2022.</p> <p>Following the second phase of consultation, the final draft will return to Policy and Resources Committee in February 2023 and the Council will sign off the finalised ICIA alongside the finalised Council Plan in March 2023.</p>

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