



# ANALYSIS REPORT: SCAPA FLOW WARTIME UNDERWATER HERITAGE

STAKEHOLDER ENGAGEMENT



HISTORIC  
ENVIRONMENT  
SCOTLAND

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## I. INTRODUCTION

Historic Environment Scotland (HES) is the lead public body for Scotland's historic environment. Part of our role is to list buildings, schedule monuments and designate other types of historic sites and places and to advise on their management. We also provide advice to the Scottish Government on the designation of Historic Marine Protected Areas (HMPA) under the Marine (Scotland) Act 2010, to protect marine historic assets of national importance, such as historic shipwrecks.

Scapa Flow is one of Scotland's most iconic marine historic sites, having played a very important role as a naval base during the two world wars of the 20th century. In 2001, our former organisation, Historic Scotland, acting on behalf of Scottish Ministers, recognised seven wrecks of the German High Seas Fleet, scuttled in Scapa Flow in June 1919, as nationally important scheduled monuments.

In 2012, Historic Scotland indicated its intention to review and replace protection for these sites with HMPA status and to consider protection for any other priority wartime underwater sites in Scapa Flow. Rather than progressing with this commitment straightaway, as a new body we wanted to take a different approach. Our 'What's Your Heritage' project in 2016-17 told us that communities want to be more involved in designation decisions. So, we decided to carry out a project involving public engagement about protection for Scapa Flow's wartime marine heritage to help us decide whether any changes are needed and to shape our advice to Scottish Government.

The project ran from 16 November to 15 December 2017.

### Objectives

1. Engage with a broad range of audiences with an interest in Scapa Flow;
2. Gather feedback on how people value Scapa Flow's wartime underwater heritage;
3. Build a picture of how stakeholders view the existing scheduling of the German High Seas Fleet wrecks and their management;
4. Encourage debate about, and interest in, Scapa Flow's marine heritage and how it can best be managed for the future.

To address these objectives, the two main outputs of the project were:

- An online survey;
- Drop-in events and meetings on Orkney.

We hoped that the online survey would help us to systematically gather information from interested parties on Orkney, around the UK and further afield. The addition of drop-in sessions and meetings was intended to help us gather anecdotal evidence, and to encourage participation by anyone who might be less likely to be willing to engage with an online survey, but whose role in relation to Scapa Flow might be central.

More detailed information on how we undertook this work and on our analysis of the results is provided in Annex and Annex 2. Key findings are summarised below.

## 2. SURVEY KEY FINDINGS

450 people participated in the online survey to share their views.

62% of the respondents completed the survey in a capacity related to the recreational diving industry (this number represents <10% of the estimated 3000 divers who visit Scapa Flow every year). Orkney residents (around 13%), visitors to Orkney and heritage enthusiasts (each around 6%), and industry professionals (around 3%) were also represented. With the exception of energy professionals, responses were completed by individuals across all sectors but the response rates are very small and so have very limited, if any statistical meaning. The key findings are:

- Multiple benefits derive from the natural and cultural resources of Scapa Flow.
- Scapa Flow's marine heritage was viewed as very important/important by >90% of respondents.
- 86% of respondents agree in principle with the scheduling 'look but don't touch approach' to protection of the remaining seven wrecks of the German High Seas Fleet.
- Many responses recognised that these wrecks are deteriorating in condition due to a combination of natural and man-made factors.
- On management of the scheduled wrecks, 81% support recording; interpretation, and control of damaging activities received 68% and 66% support respectively. 24% of respondents, including some who agree with the scheduling approach in principle and almost all those who don't agree with it, believe that artefacts need to be recovered from the wrecks that may otherwise be lost as the wrecks collapse.
- Mixed views were expressed as to whether there are currently unprotected sites that merit designation (41% yes; 58% No). Of those who commented, some were in favour of much wider protection; some specified individual sites or groups of remains; others were against protection at all.

- There were mixed views on whether scheduling/Historic MPA status is the better approach for future protection, and a need for greater clarity on what Historic MPA status would mean in practice for sea-users. Other respondents to the survey support no/minimal change and pursuit of local management options.
- Some respondents considered that protection of the wrecks needs to avoid adverse impacts on other sectors, to recognise the importance of continuing access to the wrecks to the recreational diving community and dive charter industry, and the importance of Scapa Flow to the Orkney economy more generally;

### 3. KEY FINDINGS FROM THE MEETINGS

17 people attended the drop-in sessions in Hoy, Kirkwall and Stromness representing visiting divers, local business, fishing, environmental consultancy and regulatory interests, as well as community groups and residents. 1:1 meetings were held with five organisations; written correspondence was also received from the Receiver of Wreck and Ministry of Defence (Annex 2). Many of the issues raised through the online survey were also reflected at the meetings. Key additional findings were as follows:

- Scapa Flow is important for Orkney's economy and future, and in particular aspects such as shipping, navigation, energy, fishing and aquaculture.
- Orkney Islands Council and Orkney Marine Services have a key role through statutory harbour powers and marine planning- for example through harbour permits and byelaws.
- Future work on protection of the Scapa Flow wrecks needs to be taken forward in partnership with Orkney Islands Council and Orkney Marine Services involving at key stages the dive boat skippers and others (e.g fishermen) who have key interests in this area.
- There is concern amongst certain sectors as to the restrictions that additional designation might bring, particularly if it were to go so far as a Historic Marine Protected Area for the whole of Scapa Flow, which was viewed particularly by Council officials as something that was likely to be neither desirable or workable.
- OIC museums' collection policy would allow for collection of artefacts from the wrecks; however resources for conservation of artefacts is a key issue and would require external funding.

## 4. MAIN ISSUES AND NEXT STEPS

We were very pleased that so many people took the time to participate in our online survey and to meet with our team in Orkney. It was great to hear about the enormous amount of passion and interest in Scapa Flow and its marine heritage.

The following key issues have emerged from the engagement exercise:

- Balancing effective protection for Scapa Flow's wartime underwater heritage with the sustainable economic growth of Orkney;
- How to approach management of these historic wrecks that are deteriorating in condition;
- Investigating, protecting and promoting Scapa Flow's wartime underwater heritage needs to be taken forward in collaboration with Orkney Islands Council, and involving community interests on Orkney, and other key stakeholders.

Following this survey, we are carrying out further discussions with Orkney Islands Council on the results of this survey and on any changes that are desirable and practicable before providing advice to Marine Scotland. Other key stakeholders will be kept involved as this work progresses. Any proposals requiring statutory changes in designation would involve full consultation.

## ANNEX I - SURVEY ANALYSIS

### The survey

A Survey Monkey questionnaire was launched on 16 November, and closed on 15 December. An invitation to participate was circulated by email to HES stakeholders, and further circulated by Marine Scotland to its Pentland Firth and Orkney Waters marine planning distribution list. We also set up a consultation page on the HES website and used a blog and social media to encourage wider participation. Information about the surveys was posted by survey recipients via social media which generated significant interest from the recreational diving community.

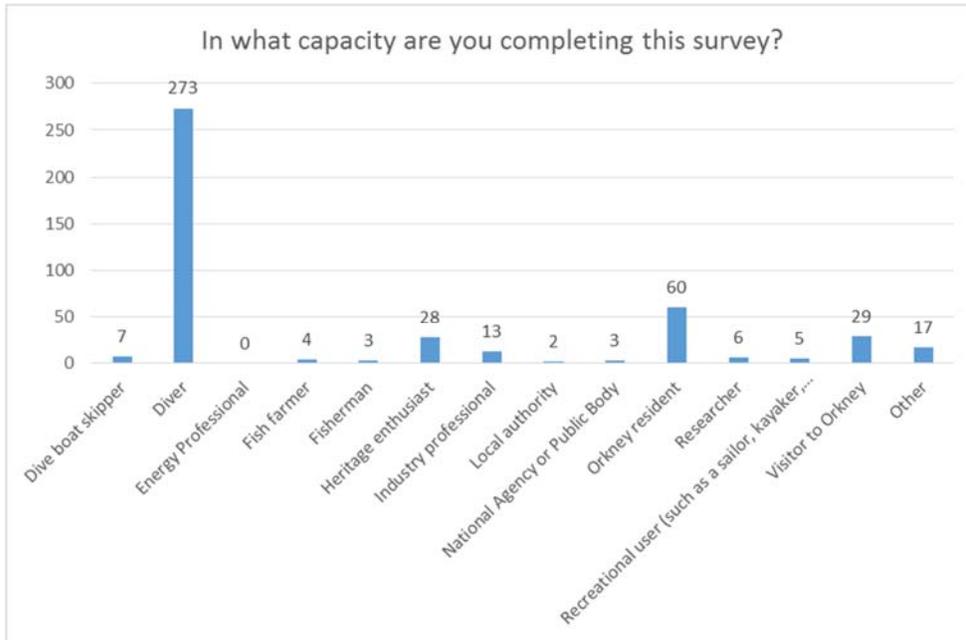
Staff in designations team undertook the analysis in-house. Automated statistical information on responses to the survey questions was generated from the Survey Monkey reports. We undertook further interrogation of the data using Microsoft Excel. In particular, this focussed on collating and analysing detailed comments according to emerging themes.

We recognised that participating groups / interests would probably not be equally represented in the results, nor would the data be likely to be statistically representative. The raw data and analyses are therefore presented to allow scrutiny and identification of potential biases. Proportions of responses by the different user groups have been tabulated.

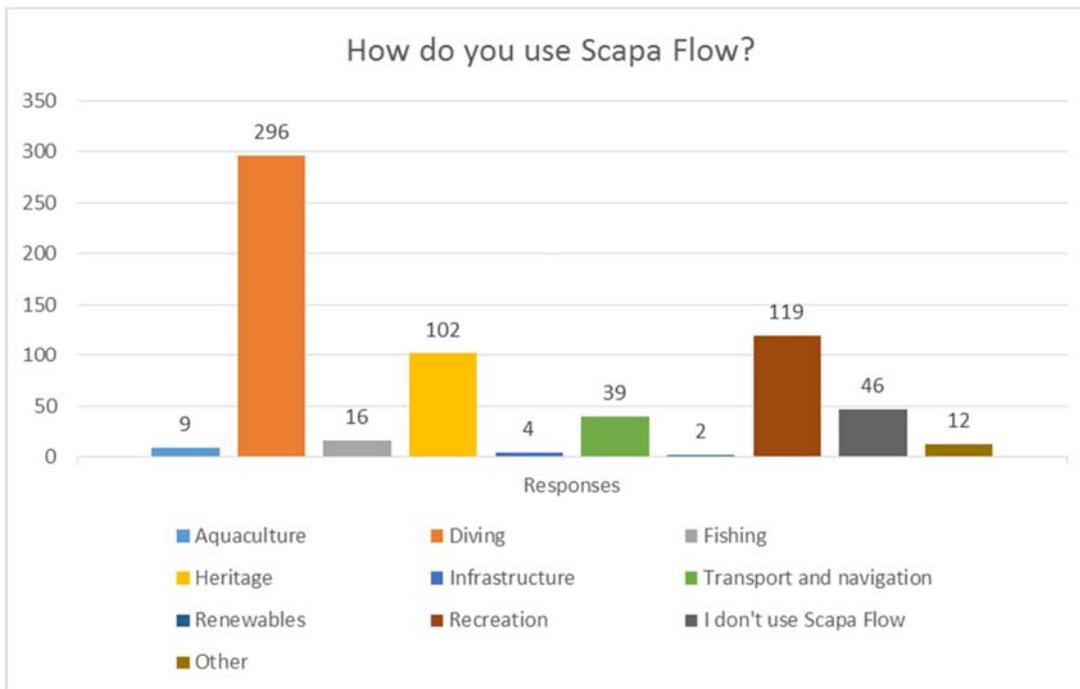
### About respondents

Questions 1-3 asked about respondent's background and interests in Scapa Flow.

Q1 - In what capacity are you completing this survey? Please choose one from the following list - (*answered 450, skipped 0*)

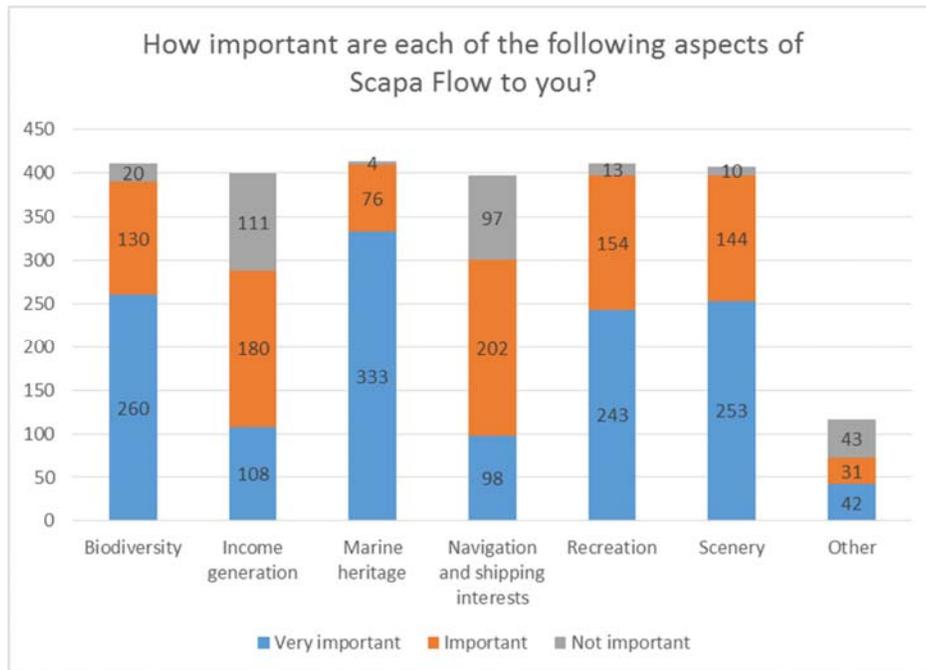


Q2 - How do you use Scapa Flow? (answered 450, skipped 0)



Others included 'as a place of inspiration', 'marine/wildlife/natural heritage watching', and 'ferry crossings'. One respondent said 'I live overlooking the flow'.

Q3 - How important are each of the following aspects of Scapa Flow to you? (answered 423, skipped 27).



‘Other’ aspects identified as important included economic benefit, sustainable development and employment for the people of Orkney, tourism, diving heritage, irreplaceable cultural/educational resource and record, the local people, pubs and restaurants, land-based heritage and military heritage, art and culture, environmental protection (e.g from pollution and being kept clear of debris). A respondent said ‘It is more than just the fleet, it is the town too with its people the hills and the ancient history which makes it beyond special. It is unique in the world’.

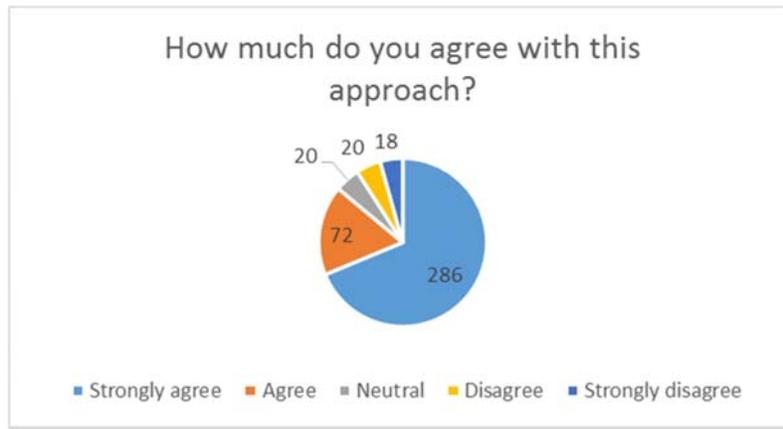
Four respondents raised the importance of preserving artefacts from the wrecks given the extent of natural degradation, arguing that designation alone does nothing to protect the wrecks. For example, ‘The preservation of the accessible wrecks doesn’t just end with the prevention of wanton pillaging of souvenirs. There remain artefacts which could be recovered responsibly and preserved for future generations which will otherwise be lost for good as the wrecks’ condition continues to deteriorate.’ A resident suggested it was important to ‘keep outside from bodies telling us what’s best for Scapa Flow’.

Closer analysis of the data indicates that income generation is less likely to be seen as very important/important by respondents who completed the survey as ‘divers’, but is more likely to be seen as very important/important by industry users including fishermen, fish farmers and other industry professionals. Orkney residents who responded were more likely to consider biodiversity and scenery as very important (followed by marine heritage and navigation/shipping interests). Divers were more likely to consider marine heritage as very important/important (followed by biodiversity, recreation and scenery).

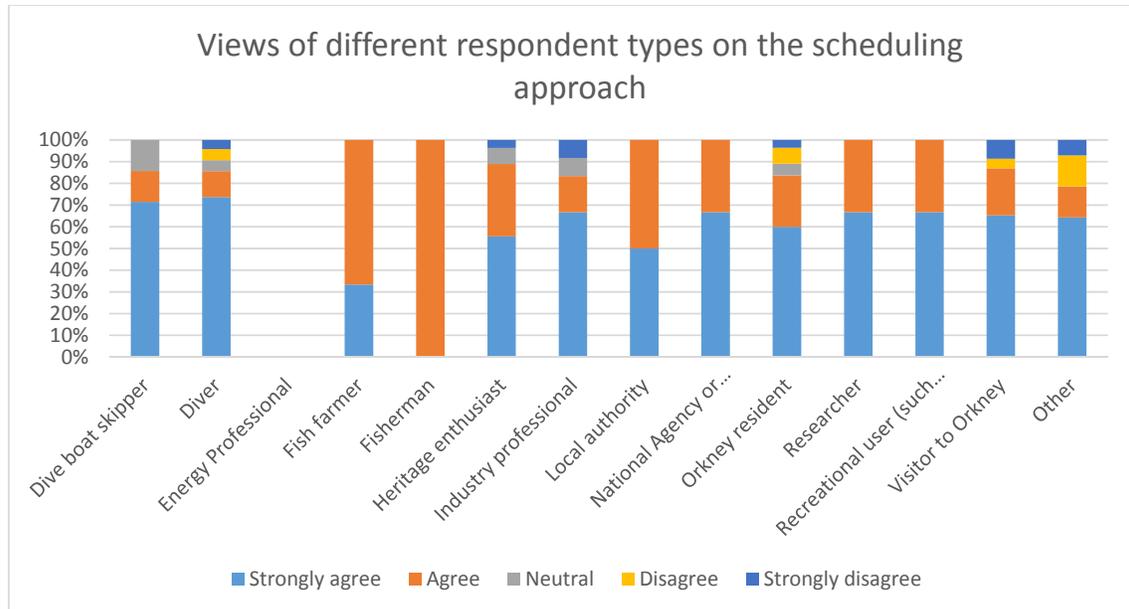
Scheduled monuments

This section sought views on the existing protection of the German High Seas Fleet wrecks which have been scheduled monuments since 2001 under the Ancient Monuments and Archaeological Areas Act 1979. The question provided background to what this means - ie look but don't touch, and with scheduled monument consent required for 'works'. It also described surveys which are indicating the deteriorating condition of the wrecks.

Q4 - How much do you agree with this approach (*answered 416; skipped 34*)?



The breakdown of these figures by respondent type shows that the only respondent types where a portion of respondents disagree or strongly disagreed with the scheduling approach are divers, Orkney residents, visitors to Orkney, and 'others'.



64 respondents provided comments of whom 70% were divers. The deterioration of the wrecks received widespread comment. For example, a diver commented ‘the last 5 years have seen a very noticeable collapse of the big wrecks, clearly they are starting to weaken to the point where the corroded supports can no longer hold the weight.’

The following natural and man-made contributory factors were mentioned in comments

<i>Natural</i>	<i>Man-made</i>
Storms	‘Looting’
Corrosion	‘Salvage’
Collapse	‘trawling’
Oxygen	‘anchoring’
Age	‘protection’

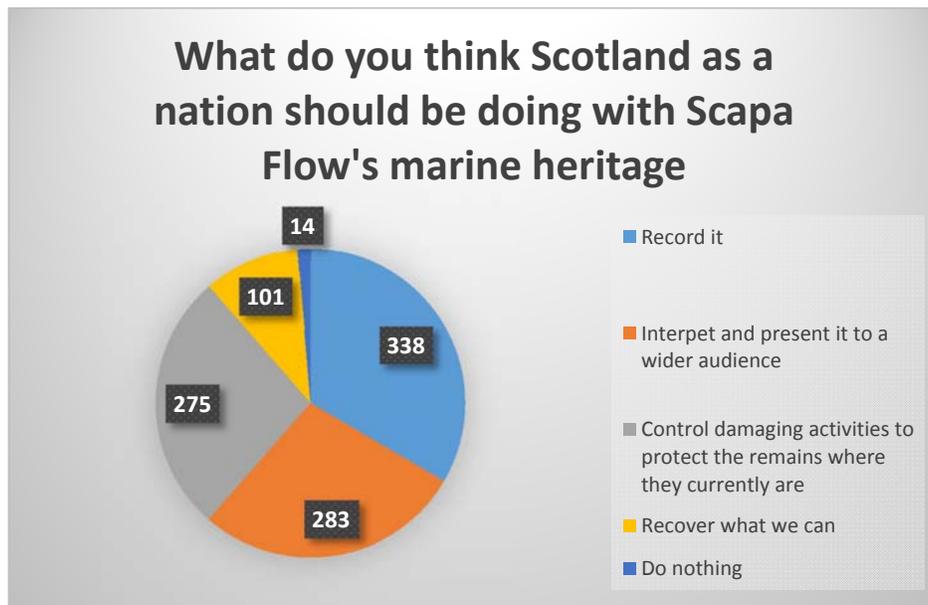
Many comments illustrated opposing views on the management of the scheduled wrecks in the context of their ongoing deterioration, and in particular, arguments for and against recovery of artefacts from the wrecks. Three divers mentioned ongoing recoveries from both scheduled and unprotected sites. However, two respondents commented that protection itself was a hindrance to recovery of important information/artefacts from the wrecks which will otherwise be lost.

25 comments were received from those who either strongly agree/agree with the scheduling ‘look but don’t touch approach’. For example, a diver commented ‘I strongly concur with the policy of look but don’t touch. Scapa Flow is my favourite dive site and I hope that these wrecks can last another 100 years or more.’ Another respondent commented ‘I think it is important that divers are encouraged to record what they see-make videos and publicise them-engage with the heritage they are diving on with a ‘we can do this’ rather than ‘we mustn’t do.’ However, 8 of these 25 respondents who agree/strongly agree referred to the need, given ongoing deterioration of the wrecks, to have a regulated means to recover important threatened artefacts, for conservation and display in publicly accessible facilities. One commented, that without regulation, ‘Too many divers would just take metal and dump it in their gardens.’

29 comments are from those who disagree/strongly disagree with the scheduling approach. All but three commented that scheduling is not offering physical protection from deterioration with the result that important heritage is lost as structures collapse. For example, one diver said ‘These objects of significant maritime heritage are being lost as the vessels deteriorate and sink into the mud. As this is not a war grave, controlled removal of these items should be allowed and the items displayed on Orkney.’

13 comments were received from respondents unconnected with diving. Comments on subjects not already mentioned above include acknowledgement of the importance of the diving industry to Orkney's tourism economy, and the challenges of monitoring protection of the wrecks. A visitor to Orkney and a resident both argued that the protection needs to be stronger – for example, one commented 'Visitors have stolen from these protected sites. They shouldn't be allowed to dive unless security can be provided and unethical dive boat operators banned.'

Q5 - What do you think Scotland as a nation should be doing with Scapa Flow's marine heritage? Select as many answers as you want (*415 answers; 35 skipped*).



More detailed evaluation of this data indicates that 61% of the responses were from divers. Furthermore, there is a correlation between the responses and the extent to which respondents agree with the scheduling approach (Question 4). For example, those who disagree or strongly disagree with the scheduling approach are more likely to favour 'recover what we can' than those who strongly agree with scheduling.

47 respondents provided other suggestions (64% of these were from 'divers'). The themes frequently covered included the value of 3d digital recording to open up access to non-diving audiences; need for any artefact recovery to be selective and managed - 'not just the free for all people are asking for'. Responses raised the case for recovery of portable artefacts (because they are rare/important and might otherwise be lost) while also identifying the need to minimise further damage to the deteriorating structure of the wrecks. By way of an example, a diver commented 'Recovery should only happen if it causes no damage to the site and the items recovered are in a public area not removed for private purposes.'

One suggestion as to how a recovery system might work was offered by a diver ‘Allow divers to remove objects from within the wrecks on the condition they are presented to the museum (Lyness or Kirkwall) for inspection, cataloguing, and requisitioning if a rare or vulnerable piece. This may prevent the loss of objects in difficult to reach or dangerous places as the wrecks collapse.’

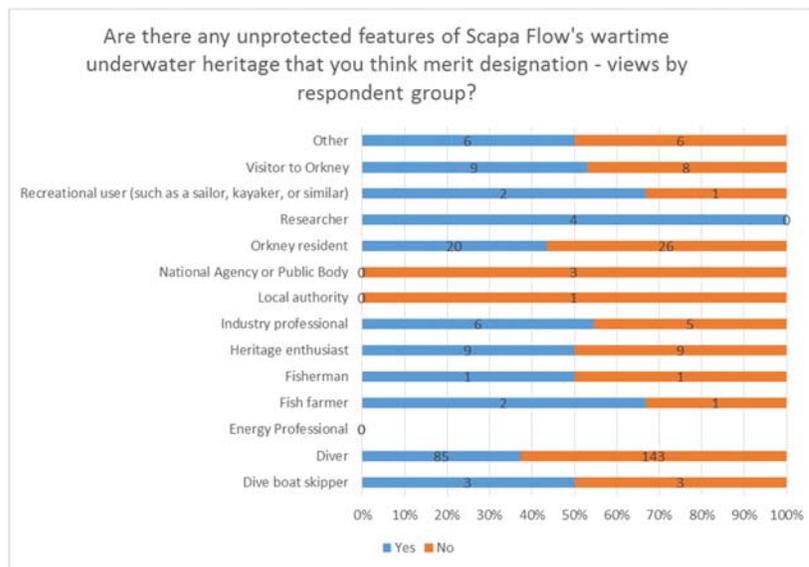
Other ideas included opening up diving on the Royal Oak, Hampshire and Vanguard on a look but don’t touch basis ‘it would open up more diving and be economically good for the Orkney Isles’; the need to control damaging activities such as anchoring and trawling (including two comments alleging damage to the *SMS Brummer* by fishery gear); and building a full size replica of a dreadnought battleship to provide opportunities in marine engineering. One diver mentioned that if diving was banned on the sites, this would have a big impact on the tourism economy of Orkney.

Wartime underwater heritage of Scapa Flow

Q6 - Are there any currently unprotected features of Scapa Flow's wartime underwater heritage that you think merit designation (*answered 354; skipped 96*)?

ANSWER CHOICES	RESPONSES	
Yes	41.53%	147
No	58.47%	207
<b>TOTAL</b>		<b>354</b>

64% of the responses were by people who completed the survey as ‘divers’. The image below shows responses by respondent type.



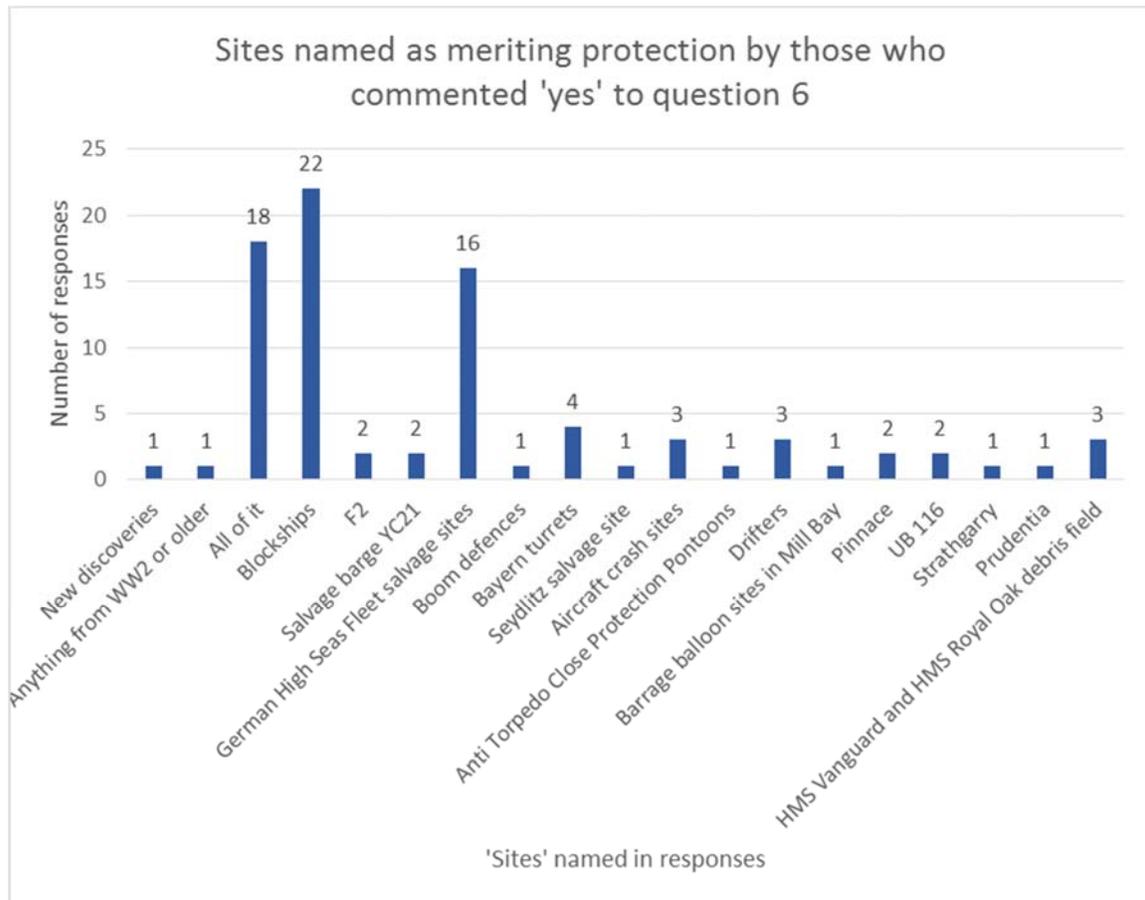
159 respondents provided explanatory comments (60% of which were by 'divers').

Of the 58% of responses that do not think there are any currently unprotected features of Scapa Flow's wartime underwater heritage that merit designation, 48 respondents provided additional comments. 15 respondents commented 'None that I know of/not aware of any/don't know enough to offer a view.' Seven responses indicated that the current system works reasonably well and what needs protection is already protected. For example, a diver commented 'It has worked well so far with a spread of designated and non-designated sites. This way people understand and respect heritage decisions. It's a fine balance, but too much legislation is a turn off.' One respondent mentioned the involvement of thousands of divers every year in monitoring the wrecks as a major positive point which would be lost if any restrictions were brought in. An industry professional commented on the strengths offered through local management involving the Harbours Authority 'if they are currently preserved (as they clearly are) under current procedures then why change this. Licences are required for all recreational dive boats (for the 7 German wrecks) and ALL other diving is by licence from the Harbour Authority (never granted unless for infrastructure maintenance). This works well'.

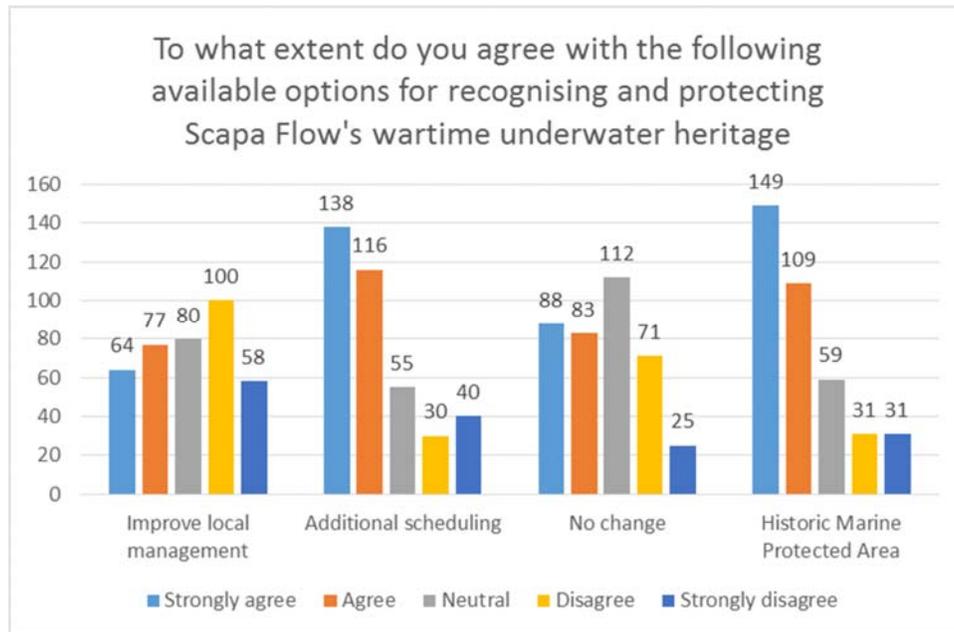
Ten respondents commented on the need to focus on management, rather than further designation, given the extent of their deterioration. Allowing artefact recovery was mentioned in several of the responses. For example, a diver commented of the wrecks 'They'll all be gone in the near future and nothing will be left. We should use these wrecks for recreation before they go. Any artefacts lifted should be annotated, photographed and listed where they are having been raised from so we know where they are and can be viewed and not stored in a cupboard with HS'.

Six responses questioned the significance of other sites in Scapa Flow – specifically the German High Seas Fleet scrap sites and blockships. For example, an industry professional commented 'the block ships as wrecks aren't historically significant. The wreck salvage sites have already deteriorated significantly and offer little that needs the protection of designation.' Four respondents supported self-regulation. For example, a diver observed 'no [to further designation] as I believe that as a responsible diver we should only go look and not touch or take from the sites that are there'. Four respondents drew distinctions with protection of the High Seas Fleet (with no deceased on the seabed) and protection of military remains involving loss of life ('war graves'). For example a diver commented 'as long as the sites are not war graves, then investigation and controlled artefact retrieval should be allowed'.

Of the 48% of respondents that think there are currently unprotected features of Scapa Flow’s wartime underwater heritage that merit designation, 104 respondents provided comments (59% from divers). One respondent stated that he/she didn’t have enough knowledge to make any suggestions. Suggestions ranged from those encompassing the resource as a whole - ‘all of it’; to grouped elements (e.g blockships; and German High Seas Fleet salvage sites); and named individual sites (e.g the Bayern Turrets; Seydlitz salvage site; F2 destroyer; UB 116; HMS Strathgarry). The need to review protected areas for the debris fields around HMS Vanguard and HMS Royal Oak was also mentioned by three respondents. The need for continued survey work was mentioned by several respondents who commented that new discoveries are arising regularly and that protection would need to consider how to deal with this.



Q7 - To what extent do you agree with the following available options for recognising and protecting Scapa Flow’s wartime underwater heritage (answered 379; skipped 71)?



22 respondents provided comments (64% of comments were from ‘divers’).

Four respondents queried the questions. Two indicated they had insufficient knowledge to answer in an informed way; the other two commented that one of the statements was misleading as the current system is not voluntary by virtue of Harbour Authority permits which are statutory. The importance of asking the dive boat skippers was raised by two respondents who recognised their knowledge of the wrecks.

Six respondents raised the importance of protecting the wrecks, and their relevance for the dive tourism industry. One commented ‘the goal here has to be the long term promotion of Scapa Flow as a diving destination into the long term future. Therefore no restrictions and no recovery of objects.’ Another stated ‘effectively police and protect the remaining wrecks. Should be able to dive the Royal Oak and Vanguard, no reason why people should be able to walk over battlefields in France where thousands of soldiers lie buried underneath but not dive a wreck with remains in there.’

Two respondents raised the importance of education. For example, a diver commented ‘the best protection is to engage all sea users including divers with recording and managing what is down there. Education and involvement must be much better than more and more legal protection.’

However-what legal protection there is must be rigorously enforced if it is to be effective.'

Four respondents argued against the effectiveness of protection and in favour of recovery of artefacts. One diver commented 'scheduled status does little to protect the wrecks and actually results in potentially historically important finds being lost under the collapsing structures rather than being salvaged and preserved in the museum.' Another stated 'removal of artefacts should be allowed under permit after said artefact is photographed in-situ and agreement reached for removal. Agreement not unreasonably with-held'.

Two respondents argued against further designation. One stated 'no more designation, it would be difficult to enforce, whilst some members of the community would agree, many might not and authorising could take a very long time.' One argued that 'only war graves should be scheduled'.

Q8 - Do you have any other suggestions or comments (*73 answers; 377 skipped*)?

72 respondents provided comments or suggestions (60% of the respondents were divers). Several responses focussed on how to take forward this work. Two respondents raised the need for more information on what mechanisms such as historic marine protected area status would mean for users, including the diving community. A third respondent, mentioned the importance of seeking the 'collective advice of the dive boat skippers plus the wider communities affected by the economy of Scapa: from ferries, fish farms, and fishing etc'.

A cross section of comments was received relating to the case for and against further protection. Two respondents indicated that it would be best to leave things as they are. Fourteen respondents spoke in support of protection, either arguing for additional protection 'a few more wrecks should get protected status, to help protect them more', or tightening up on existing protection. On the latter, ideas provided included stronger penalties, removal of licenses from any skipper that assists illegal recovery, and divers to 'agree to an inspection prior to leaving the islands to ensure nothing is being removed from Orkney, all items recovered should be handed into the Museum, prosecute as you do those that do try to remove the items'. Two respondents argued for a balanced approach:

'We need to protect the sites from looters, at the same time we have to preserve and recover what we can in a controlled manner to ensure future generations can enjoy it.'

'The military heritage of Scapa Flow should be protected and managed comprehensively and holistically, but with the flexibility to match the degree of protection to the significance and sensitivity of

individual elements, and as much access, investigation and interpretation as can be achieved without compromising the physical survival of each element for as long as can be practically achieved.'

Two respondents raised the importance of protection for wildlife, not just the wrecks.

On the other hand, 14 responses generally questioned the merit of protection, and suggest that the focus should be on recovery of important artefacts that will otherwise be lost as the wrecks deteriorate. Four examples of these responses are below:

'divers should be managed and trained to protect, record and recover before all is lost.

'I've dived these wrecks since 2000 and last time was earlier this year. Up until this year I've been able to see items such as pottery in the ship's galley. These areas have either collapsed or will do in the next few years. These items could have been recovered and been on public display. The alternative is for no one to see them. Such a shame'.

'The High Seas fleet is a unique set of historic remains, but it is deteriorating, in part due to inevitable age and in part as a consequence of salvage in the 20th century. Keeping protection as it is now will see a continued decline of the wrecks and the loss of potentially important artefacts that would end up buried in the silt for ever'

'Blanket, widespread protection of the wrecks is not needed. The protected wrecks today offer what they do to the diver something different than they did twenty years ago. This has had nothing to do with the protection. Few, few divers have benefited from the protection. Documentation and interpretation are the real keys to sharing the heritage.'

Three respondents identified opportunities for improving local management of the wrecks. For example, one suggested that it might be possible 'to get OIC harbours to create a bylaw forbidding the lifting of historical artefacts.

Other comments related to more general matters covering the dive tourism industry, education, interpretation and research.

11 respondents raised the importance of the dive tourism industry on the wrecks, the positive contribution that divers can make, and the detrimental impact on jobs and the Orkney if protection resulted in limitations on responsible diving access. For example, a diver commented 'I have been to Scapa on many occasions. The dive skippers recognise that protection of

the wrecks is also protection of their livelihood. But limiting access will be detrimental to the Orkney economy and a huge loss to the diving community.’ Instead, a respondent recommended that divers should be involved more

‘More liaison with diver groups, encouraging survey projects, and helping divers to get publicity for the excellent work they have done—some form of recognition for excellent standards for recording/monitoring using the local skippers and holidaying divers’

To enhance and provide longevity for the industry, one respondent suggested sinking a wreck as an artificial reef ‘Maritime heritage is ongoing and the adding of something newer and/or in a range that was accessible to many could help sustain this for years to come.’

Six respondents recommended that the authorities consider opening up ‘look but don’t touch’ access to all military wrecks in Scapa Flow, including *HMS Vanguard* and *HMS Royal Oak*, suggesting that this would raise additional income. For example, a diver commented ‘Should be able to dive the *Royal Oak* and *Vanguard*, no reason why people should be able to walk over battlefields in France where thousands of soldiers lie buried underneath but not dive a wreck with remains in there.’ On the question of the sensitivity of loss at sea, a respondent stated ‘having a relative lying in the *Royal Oak*, I feel that respecting the German High Seas Fleet refers to all the sailors lost regardless to their country of origin in all wars’.

Several responses focussed on the need for education and interpretation on land to tell the story of Scapa Flow. The role of land-based museums to tell the marine story was recognised, and improvements to the Lyness Museum were welcomed by two respondents. Other priorities included ‘better education and information to all users and support to the Harbour Authority to enforce its current significant powers’ and using modern technology ‘to survey, record and bring the images to a broader no-diving audience too.’

The research potential of the Scapa Flow wrecks was recognised by several respondents, with ideas proposed such as ‘a potential PhD project to research the areas suitable for designation and consult communities on their thoughts’, and ‘an engineering project to increase the flow between the barriers and stop the overtopping on barrier 2’.

## ANNEX 2 – OTHER ENGAGEMENT ACTIVITIES

We offered opportunities to organise 1:1 meetings to Orkney Islands Council (including Orkney Marine Services), Orkney Fisheries Association, the European Marine Energy Centre, Orkney College, Cook Aquaculture, Repsol Sinopec UK, Scottish Sea Farms, and Sula Diving.

To provide opportunities for members of the public on Orkney to find out more and to participate in the work, we organised four drop-in events: one each in Hoy and Kirkwall, and two in Stromness. The two events in Stromness included a dedicated hour for Orkney dive charter boat skippers. These events were publicised following a press release in the Orcadian, by direct email, on Radio Orkney, on the events pages of the HES website and through various Orcadian social media feeds, and through a hard copy flyer which was left at the various drop-in venues.

The following meetings took place on Orkney 4-8 December

Details	Attendees
<i>Orkney drop-in meetings</i>	
Hoy 4/12/2017 (1530-1930hrs)	Isle of Hoy Development Trust, Community Council, 3Hoy residents, OIC councillor, Cooke Aquaculture
Kirkwall 5/12 (1600-1930hrs)	Dive instructor
Stromness 6/12 (1600-1930hrs)	Fisherman; dive boat skipper; 3 divers
Stromness 7/12 (1600-1930hrs)	Local Authority Archaeologist; Orkney Marine Services; environmental consultant; fisherman
<i>Orkney 1:1 meetings</i>	
1:1 meetings held with	Orkney Marine Services/Orkney Islands Council; Orkney Fishermens Association; European Marine Energy Centre; Orca/University of Highlands and Islands; Aquaterra.
<i>Others</i>	
Written correspondence	Ministry of Defence; Maritime and Coastguard Agency

The following themes emerged during this engagement work.

Strategic importance of Scapa Flow for industry and other sea-users

- Discussed importance of Scapa Flow for renewables, including potential of Lyness as offshore infrastructure decommissioning base; potential for tidal developments at Hoy and South Ronaldsay and Churchill barriers 1 and 2; existing renewables seabed infrastructure at St Mary's; storage at Lyness where navigation space remains important. Representatives anticipated c.2000 renewable energy machines in the Pentland Firth, with Scapa Flow offering potential as a water storage area and for maintenance.
- We discussed electricity cables infrastructure as seabed cables come to the end of their lifespan and will need replacement (cables are on the north

side rather than in the Flow at present). The preferred location of the connection for inter-connector cables into Orkney is at Warbeth (near Stromness).

- Representatives of Orkney Marine Services discussed the importance of Scapa Flow for navigation (including ship anchorage) and Ship-To-Ship Transfer (STS). It is imperative to maintain unrestricted access to Scapa Flow for future operations. Ballast-water controls aim to minimize risk of pollution and introduction of alien/non-native species.
- Aquaculture representatives indicated no current plans to expand on Fara, currently in Chalmers Bay, Glimpse Holm, Lyra and Pegel. Priority is to continuity of economic sustainability.
- Commercial fisheries for prawn, crab, lobster and scallop in Scapa Flow are an open access fishery (10-12 vessels operating in Scapa Flow and around 80 vessels for Orkney as a whole (50 in SFA, 105 registered).
- Dive charter boats primarily operating out of Stromness. Important to retain the economic viability of diving industry. In the longer term, there may be potential for redundant and obsolete energy infrastructure or other artificial reefs to be sunk as a diver attraction.

## Marine heritage

### *Views on marine heritage*

- Discussions focussed on the deterioration in the wrecks over the last ten years, e.g forward deck guns on *Brummer* fell off in the last 5 to 10 years and its bow section has now collapsed. The battleships may be more structurally robust.
- Lyness 'Bottle Run' a popular place for recovering objects, largely from the Royal Navy, although there is less around than 20 years ago.
- The value of data being gathered by industry to inform our understanding.

### *Interactions with marine heritage by other sea users*

- Fishermen see their activity as generally low impact. Wrecks and wider wreck debris are generally incompatible with fishing (mobile gear and creeling): they are safety hazards and fishermen risk loss of fishing gear. Fishermen generally know where wrecks are and try to avoid them, assisted by onboard technology.
- Some comments by other sea users that scallop dredging should not be allowed in Scapa Flow, and that scallops should be gathered by hand only; also that over fishing and aquaculture may be creating problems related to changes in water chemistry.

- Concerns by fishermen about scale of fish farming on areas that used to be good for catching lobsters, and possibility that fish farms may be cause of less starfish on the seabed. However, general feeling by fishermen is that the seabed can take lots of intervention ('springs back quickly').
- Wrecks generally incompatible with location of aquaculture facilities although view of aquaculture industry is that impact can be managed through 'micro-siting' of anchors; on chemistry change, water column chemistry tests appear to suggest less impact than others suspect.

### *Views on protection*

#### Divers' perspective (aspects mentioned which have not already been covered)

- We discussed how Scapa Flow offers natural as well as cultural dive attractions (e.g. Stangar Head cliffs). Participants said that the blockships are fun to dive, but that they were deliberately sunk and are not war graves so they questioned why we might designate them. Also, they questioned by we would designated wrecks where there are plenty of drawings and pictures.
- One participant suggested it would be useful if the Receiver of Wreck were to organise a follow up amnesty for recovered material.
- 'There is more regulation for other activities coming and this (heritage designation) is yet another form of unnecessary control.'

#### Local Authority Archaeologist's perspective -

- Potential for research partnerships and development of regional research agenda including consideration of Scapa Flow's marine heritage

#### OIC Councillor's perspective

- Has observed behavioural change from previous 'removal' to current 'look but don't touch'.

#### Fishery/aquaculture perspective

- Fishermen generally wary of designations and extra levels of bureaucracy, and fearful of its consequences in terms of management of the fishery (e.g delays to carrying out activity). There have been concerns regarding designation of a Special Protection Area (S.P.A.) for Scapa Flow. Generally speaking would be against a large area designation of marine heritage and against fisheries closure.

- Aquaculture industry is already ‘heavily regulated’ e.g. SEPA and Marine Scotland licensing as well as planning permissions and Crown Estate leasing.

#### Ministry of Defence perspective

We discussed the significant quantity of oil remaining on Royal Oak that MoD intend to remove over time. There is also a potential explosive risk to manage. HMS Vanguard does not present any pollution threat and the explosive threat will be much reduced due to the nature of her loss. MoD correspondents indicated they didn’t see a case for changing the protection afforded to these wrecks but that they would be willing to review boundaries if surveys identified unprotected elements.

#### Opportunities for improving local management

Some participants identified opportunities for enhancement of the way marine heritage is managed locally. For example to build on local recognition of key sites and to rely on increasingly well-established badge of honour / code of conduct / self-policing / local pride. Others were more ambivalent about local management. Ideas that arose during discussions are identified below.

- OMS is a Statutory Harbour Authority (with statutory powers including arrest) but not necessarily a statutory consultee. OMS observed “we monitor divers / the divers largely respect the heritage”. Facilities at Scapa already provide significant surveillance capability with the possibility of enhanced surveillance and policing capacity of Harbour Authority through new technologies etc. The MoD noted the effectiveness of this capability.
- Orkney and Pentland Firth Waters Marine Spatial Plan (now adopted) includes heritage policies, and addresses recreation and economic interests. There are opportunities to improve how Scapa Flow’s marine heritage is managed through marine planning with re-drafting possibly due to take place 2019/20.
- Islands (Scotland) Bill gives opportunity to amend Marine (Scotland) Act 2010 vis-à-vis delegation to OIC as a single marine authority. Establishment of formal Marine Planning Partnership also an option through direction by Scottish Government.
- Opportunity to make greater use of Orkney Historic Environment Record/ NMPI as an information tool to inform development control through marine planning/marine licensing, and to work with the local authority archaeology on enhancement of Canmore/HER to maximise the information in survey reports so they are reflected in the record.
- Use of Crown Estate Scotland seabed leases assists in spatially controlling seabed activity.

- Fishermen self-regulate to improve sustainability – work with Orkney Fisheries Association on any management issues
- Dive boat skippers have a role in self-regulating the recovery of artefacts which is covered in the diver permit issued by Orkney Marine Services.

Suggestions on ways to take the whole process forward

- Several correspondents expressed the view that any designation should take account of the fragility of the Orcadian economy and it should not be a deterrent to economic advantage. Buzz words should be ‘strike a balance’...’Work together’; ‘Partnership’; ‘Flexible approach’. ‘Open ended and open discussions’, ‘remain key to success....’
- Partnership working with OIC/OMS is vitally important hereafter to agree way forward. Discussions with OIC/OMS referred to giving them sight of a ‘process road map’, results of the online survey and early discussion of options / preferred course of action. It was also suggested that any appraisal of options should examine values and establish significance of historic assets at different levels (e.g individual assets; distinct groupings; and the resource as a whole).
- Need to ‘iron out’ roles and responsibilities before agreeing course of action / direction of travel. For example, there would need to be clarity over who has authority, in the event of an HMPA designation and who would police a new designation regime; also clarity on authorisation mechanisms (e.g licensing).
- Dive boat operators likely to be directly affected so make time to keep them in the loop as they will be most concerned by possible change.
- Provide more information on what designations mean in practice. A fisherman queried the difference between HMPA and MPA – not clear to layman.
- A ‘Scapa Flow HMPA’ title has potentially negative connotations (because of wide area MPAs elsewhere). A negative reception to the solution for marine heritage in Scapa could negatively impact reputation of HES on Orkney.
- Future communications on this issue could make use of Hoy & Walls community Facebook pages, Radio Orkney morning ‘Whats on’ section; The Orcadian; Visit Orkney website; and posters for local display.

*Timing issues:*

- Some uncertainty on the part of OIC as to when and what to report to the elected membership. Officials anticipate Marine Planning Partnership / planning authority resolution (through Islands Bill) in summer 2018 and concurrent consultation over a Special Protection Area.

*Education, interpretation and museums*

Several correspondents advocated the value of promotion and education in relation to Scapa Flow's marine heritage

*Orkney Islands Council perspective*

- Preference is for in-situ preservation as the first option before artefact recovery. On land, OIC bid for archaeological materials through the Treasure Trove process. OIC will take artefacts but have no capacity for conservation work (which would have to be the subject of bids for funding). Collections Development Policy based around accessing materials relevant to Orkney (including Scapa Flow and its marine heritage).
- Lyness Museum is being redeveloped with a re-launch planned sometime 2019-20. The salvage story will be a component of the new museum and displays will include key messaging about artefact recovery from designated sites.

*Others*

- Potential for digital interpretation, to open up access for non-divers. The current website ([www.Scapaflowwrecks.com](http://www.Scapaflowwrecks.com)) is used by dive boat skippers as a sort of toolbox talk. Website is not currently adaptable for different platforms and it is not necessarily kept up to date. Also, current website maintenance is undertaken on a voluntary basis by the web developer.
- Potential interpretation tie-in with Isle of Hoy Development Trust (IOHDT) plans re Lyness redevelopment, with IOHDT intending to develop offsite digital interpretation (virtual tour) and wartime pages on [www.Hoyorkney.com](http://www.Hoyorkney.com)



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