WhiteOx

Structured Decision Making

PUBLIC DIALOGUE ON DRONES IN THE UK

EVALUATION REPORT

V1.0 JULY 2016

Executive Summary

Background

1. The use of remotely piloted aircraft systems – commonly referred to as drones – is expanding rapidly and is expected to continue to grow. There is increasing public awareness of the questions raised and Government has recognised the need to explore understandings and concerns to inform developing policy and regulatory frameworks.

2. A public dialogue was therefore commissioned from a specialist contractor (TNS) by the project sponsors – the Department for Transport (DfT), Ministry of Defence (MOD) and Sciencewise. Its primary purpose was to enable the public to add their contribution to the framing and content of the forthcoming consultation on draft policy and regulatory proposals.

3. White Ox were appointed as evaluators and this is our final report. It presents evidence and conclusions from observations, feedback analysis and over 50 interviews. It is deliberately concise and references (rather than repeats) previous analysis and reports; it should be read alongside TNS' Dialogue Report.

Observations

Governance

4. The governance arrangements followed the usual Sciencewise template; an independent Oversight Group monitored and supported the process and there were workshops for a wider group of stakeholders at the beginning and end of the dialogue.

5. The Oversight Group made a major contribution and performed very well. However, our perception is that many Members put in a great deal more time than the project team originally anticipated; time estimates do need to be realistic, especially when participation is voluntary.

6. Stakeholders and experts also contributed well and Wave 1 coordination issues were resolved. Attendance at the separate stakeholder events dropped off markedly; we have made some suggestions about why that happened and what the opportunities might be for future dialogues. We appreciate the efforts the sponsors made in trying to recruit sceptical stakeholder voices, even though they did not generally succeed. We believe that greater stakeholder / expert input from leisure users or groups would have assisted but its absence does not invalidate the results.

7. The project was well managed by DfT and the engagement and commitment from policy makers was substantial, though the MOD kept a much lower profile. DfT officials attended the two stakeholder events, and acted as stakeholder / specialists at citizen workshops. Sciencewise support was essential for its technical input and as a guarantee of quality.

Dialogue

8. Our view is that the recruitment criteria, incentives and workshop locations were appropriate. Due attention was given to ethics, anonymity and data protection.

9. The dialogue followed a proven Sciencewise template and was structured around three waves of facilitated workshops with five groups of 25–30 people around the UK, supported by participating stakeholders and technical experts. Feedback on the dialogue design and integrity has been very positive. All of our interviewees consider that it was a good approach.

10. We assessed the dialogue using the current Sciencewise public dialogue guiding principles and the indicators from its Quality in Public Dialogue framework. Citizens' feedback through forms and interviews strongly supports our conclusions, that it was well delivered.

- Process design and delivery were professional; comments relate mainly to time pressures.
- The information presented was fair and the stimulus materials good.
- Facilitation was generally very good. Quickly sharing lessons improved the process.
- Citizens almost all enjoyed the experience, typically finding it 'interesting' and 'informative'.
- The data capture and assessment processes appeared systematic and, despite some minor inconsistencies, robust. The Dialogue Report was well written and appropriate.

11. However, there were some issues. Tight (externally imposed) programme timescales were coped with but could have seriously compromised quality. We are not confident that decisions in respect of Wave 3 workshop start times had the best outcomes; they probably impacted on the quality of citizens' proposals. Expectations of the website were not sufficiently clear and it added little.

12. The impacts that might be expected at this point appear to have been achieved. The dialogue looks set to further influence policy through the forthcoming consultation document. Interviews suggest it is also already having wider impacts amongst key stakeholder groups.

Lessons for Future Dialogues

13. Generally, the overall success of this dialogue - and its occasional difficulties - reinforce the validity of the existing good practice and evaluation guidance. However, there are some insights in this report that may be useful in future to project sponsors and Sciencewise. For instance:

- If complementary engagement methods and websites are included in service descriptions, the purpose must be clear and the budget and resources for setting up and maintaining them should be specifically covered in tender responses and negotiations.
- All dialogues need to consider whether different cultural groups might have systematically and significantly different views and concerns from the general population, supplementing conventional workshops with focus groups or outreach as part of the project if necessary.

Conclusions

14. Overall, our analysis is consistent with the views of those that took part, that the dialogue 'well met' key assessment criteria relating to objectives, credibility, quality, and impacts. It fulfilled its intended purpose. In particular:

- It drew out insights and understanding of public perceptions, aspirations and concerns about drone use;
- It explored citizen participants' views concerning whether and how public awareness and understanding should be increased in the future; and
- It generated results that can inform the development of UK Government strategy.

15. Although there were some challenges along the way and lessons for other projects, this public dialogue was well designed, well managed and well delivered. The feedback scores from workshops and events were very positive. There was inevitably some scepticism as to whether Government would act on the results but less so than normal in our experience.

16. There were some minor recruitment and stakeholder management issues early on but the citizens, the Oversight Group and expert stakeholders all made a major and enthusiastic contribution to what turned out to be a successful project.

CONTENTS

1 This Report

Scope

1. The project sponsors – the Department for Transport (DfT), Ministry of Defence (MOD) and Sciencewise – commissioned White Ox to evaluate the public dialogue on the use of remotely piloted aircraft systems in the UK (the 'drones dialogue'). The delivery contractor was TNS BMRB (TNS).

2. This is White Ox's final evaluation report for the dialogue. It presents the evidence gathered, our analysis of it, and our conclusions on the lessons learned. Our findings are structured around Sciencewise's key principles for public dialogue i.e. that:

    - The context must be appropriate – the conditions leading to the dialogue process are conducive to the best outcomes;
    - The scope and design must be relevant – the parameters of the dialogue are appropriate and are reflected in the agreed scope and design;
    - The quality of delivery must be high – the dialogue process itself represents best practice in operational design and execution;
    - There must be potential for impact – the dialogue can deliver the desired outcomes; and
    - The dialogue must be evaluated – the process is shown to be robust and contributes to learning.

3. We were specifically asked to prepare a concise document so we have deliberately minimised overlap with the process description and narrative in the Dialogue Report. Our report should be read in conjunction with it. Similarly, we have referenced our previously submitted detailed analysis and interim reports but not repeated the detail from them.

Structure

4. The main text comprises:

    - A summary of the dialogue process and objectives;
    - Our findings, based on observation, interviews and analysis; and
    - Our conclusions and comments on the lessons learned.

5. Four annexes contain:

    - An overview of dialogue process;
    - A summary of the evaluation process and our Terms of Reference;
    - The Oversight Group Terms of Reference; and
    - A summary of the event feedback.

2 Process Overview

2.1 Policy Development Context

6. The dialogue Service Descriptions[1] set out the background. The use of remotely piloted aircraft systems (RPAS) – commonly referred to as drones – is expanding rapidly and is expected to continue to grow. There are many potential benefits but the Government recognises that an increase in popularity of small drones with cameras and other sensor payloads also raises a number of questions about safety, security, privacy and data protection.

7. Public perception can potentially impact the acceptance and implementation of any new technology. In the case of RPAS and small drones there is increasing public awareness of the questions raised and a need to explore understandings and concerns to inform developing policy and regulatory frameworks. A public dialogue was therefore commissioned.

8. The Government has been developing policy ideas and regulatory options in consultation with key stakeholders for some time. The dialogue was timed to enable the public to add their contribution to the framing and content of the forthcoming consultation on draft proposals. This was in line with the 'open policy making' (OPM) approach increasingly utilised by Government where there are likely to be a large number of stakeholders and / or a high level public interest (see Section 8.1).

2.2 Scope & Objectives

9. The main aims of the dialogue were also set out in the Service Description.

   - To use public dialogue and deliberation to gain insights and understanding of public participants' perceptions, aspirations and concerns on the potential development and use of RPAS and small drones in UK airspace, focused on issues of safety, security, privacy, accountability and data protection.

   - To explore the current public understanding of the issues around RPAS and small drones, and their views on whether and how to increase wider public awareness and understanding in future.

   - To use the results of the work to inform the development of UK Government strategy and ensuing public consultation as well as any other future public engagement and awareness raising on RPAS and small drones in the UK.

10. The Governance arrangements followed normal Sciencewise dialogue practice.

   - DfT's project manager was responsible for day-to-day management, supported by colleagues from the DfT Social and Behavioural Research team and a dialogue and engagement specialist from Sciencewise.

   - The dialogue was overseen by a dedicated Oversight Group (OG) comprising a small group of expert stakeholders. Additional workshops before and after the citizen events allowed for wider stakeholder input and review of the process.

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[1] SO10899 Public Dialogue on Drones in the UK. Annex B – Service Description.

2.3   Dialogue Process

11.   The proposed process was based on normal Sciencewise dialogue practice and the programme eventually agreed by the sponsors and delivered by TNS closely followed this template, although some additional dialogue activities were less extensive than some may have been originally envisaged (see Section 6). The Dialogue Report[2] contains descriptions of the various events, with the detail and materials in Appendices. For convenience, a brief summary is also included in the current report (see Annex A).

12.   There were six main stages. The first four preceded the public involvement.

- **Stage 1** – Inception meetings.
- **Stage 2** – Short literature review.
- **Stage 3** – Initial stakeholder workshop.
- **Stage 4** – OG workshop to review plans.

13.   Two separate public engagement strands were specified, followed by further OG and stakeholder workshops.

- **Stage 5a** – Deliberative workshops with five groups of 25–30 people around the UK, with each group attending three different sessions (referred to as Waves 1, 2 and 3).
- **Stage 5b** – Complementary dialogue activities to engage the wider public where practicable.
- **Stage 6** – Final OG and a 'Stakeholder Summit'.

14.   The timeline for the workshops is shown in Figure 1 below from the Dialogue Report.
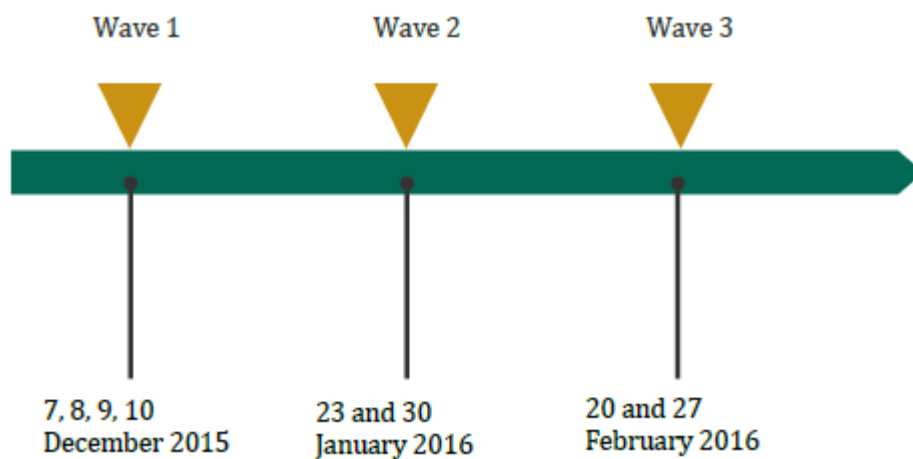

Figure 1: Workshop Timeline

2.4 Evaluation Process

15. The parameters for the evaluation are set out in our separate Service Description. The objectives were:

- To gather and present objective and robust evidence of the nature and quality of the impacts, outputs and activities of the project in order to come to conclusions; and

- To identify lessons from the project to support capacity building across Government, and the wider development of good practice in public dialogue.

16. The design and conduct of the dialogue was assessed using the current Sciencewise public dialogue guiding principles and the quality indicators from its Quality in Public Dialogue framework. Key evaluation criteria in our Service Description (objectives, credibility, and quality) were assessed as being: 'very well met'; 'well met'; 'fairly well met'; 'not very well met'; or 'not met'. These criteria and scales are defined in Annex B. Our findings and conclusions are set out in Section 9.

Methodology

17. Our methodology was based on a complementary mix of quantitative and qualitative approaches.

Desktop review and assessment

18. We reviewed and commented on draft process plans, materials and the Dialogue Report.

Observation of meetings and workshops

19. We attended all the OG and stakeholder events and the project wash–up meeting. We attended one workshop from Wave 1 (Manchester), two from Wave 2 (Manchester, Salisbury), and three from Wave 3 (Manchester, Salisbury and Newry).

Event evaluation forms

20. The project team distributed and collected our questionnaires for the stakeholder events and each wave of citizen workshops. They then sent the completed forms to us for analysis and feedback to the project team. The response rate from the three waves of citizen events was 95% /125 responses, 98% /124, and 91% /108. For the two stakeholder events, the equivalent figures are 82%/37 and 82%/18 The full results are tabulated in Annex D.

21. Unless otherwise stated, all % figures in this report relate to the total responding to that question and 'agreed' totals include both those who strongly agreed and tended to agree with a statement in the questionnaire.

Interviews with participants and project team

22. We interviewed 10 members of the OG at the start and end of the project plus an additional 11 stakeholders at the end. We conducted 15 follow up interviews with public participants after the final workshop. All these were semi–structured telephone interviews of 15 - 45 minutes. We also interviewed the project managers from TNS and DfT and Sciencewise's engagement specialist twice each. Formal interviews were complemented by informal conversations with members of the public, stakeholders and the project team at events and meetings.

Audit

23. Towards the end of the project, we carried out an audit of selected TNS data e.g. recruitment profiles and website usage and cross–checked selected data from the Dialogue Report.

Reporting

24. This is our final (and main) evaluation report. We have previously submitted Benchmark and Interim Evaluation Reports, the latter in presentation format. We provided monthly progress reports covering emerging issues or significant observations, and presented our findings at OG meetings, the Stakeholder Summit and the project 'wash-up meeting'. Full report references are given in Annex B.

25. We also evaluated the Science Museum's evening drones workshop held on 28/1/16. We did this for Sciencewise under a different contract and although we have included a brief summary (see Section 6.3), our findings are not generally repeated in this report.

Caveats

26. We are grateful for the support of stakeholders and members of the public who participated in this evaluation. However, the conclusions and comments in this report are ours alone and may not accord with those of any other party. We can never claim to be speaking for everyone and our report will therefore need to be considered by the dialogue sponsors alongside any direct feedback. All interviews relating to this project evaluation were non–attributable but direct quotes are included anonymously in this report as appropriate.

3 Commentary on Scope, Roles and Governance

3.1 Context

27. The dialogue came between a preliminary review of the issues by Government working parties and the forthcoming Government consultation, timed so that the outputs can inform the preparation of the consultation document and hence the development of Government strategy. It was thus clearly 'set in the context of relevant current issues' in line with Sciencewise guidance.

28. The rationale for using public dialogue was clearly understood and embraced by officials and key stakeholders and they – and the OG Members – maintained a good focus on the dialogue's aims.

29. In principle, there was considerable scope for the dialogue outputs to inform and influence decisions, as there is no pre–existing Government strategy on drones, and a clear commitment to taking account of the dialogue findings in policy development has been expressed by the Minister, and by officials during OG meetings and citizen workshops. Based on our observations and interviews, our perception is that this commitment is genuine at both organisational and personal levels within the DfT and that the processes are in place to take the results into account.

30. The position of the MOD is different. Our impression is that its priorities were understanding communication and reputation issues that might constrain or facilitate its UK training and development operations and 'not setting any hares running unnecessarily'.

3.2 Scope

31. We reviewed the dialogue aims at the start of the project.

- To use public dialogue and deliberation to gain insights and understanding.
- To explore current public understanding of the issues and options for increasing it.
- To use the results of the work to inform the development of UK Government strategy.

32. They initially seemed appropriate and also proved realistic and appropriate in practice. Our view is that the collaborative way in which they and the Service Descriptions were developed and the engagement of OG Members in that process reflect best practice. The aims were explained to public participants (albeit in summary form) and were not challenged. Workshop feedback forms show the vast majority of stakeholders and citizens felt they understood the aims clearly (94% agreed in Wave 1).

33. Other planned inputs to scoping included:

- Discussion at the first stakeholder workshop on public concerns and their drivers, identifying any missing issues from draft materials and suggesting source materials;
- A review of literature undertaken by TNS to inform preparation of stimulus materials for the first wave of citizen workshops; and
- An exercise early in the first wave workshops which enabled participants to talk about their 'top of mind' associations and then identify, discuss, review and prioritise them.

34. These worked as planned, though our impression is that the literature survey was less thorough than originally envisaged, probably due to time and resource pressures.

35. Before the citizen events started, we – and many of the stakeholders we interviewed – were concerned about whether participants would accept the 'UK use' constraint, since much of the media controversy surrounding drone use has been in connection with military use overseas. However, in practice this was well managed and rarely an issue.

36. Participants could raise overseas military use in the Wave 1 'top-of-mind' discussions but it was then made clear that further discussion was outside the dialogue Terms of Reference. As far as we can determine, all participants accepted and were comfortable with this, even though some may have held strong views on overseas use.

3.3 Project Roles

37. The allocation of responsibilities was consistent with Sciencewise guidance. Officials from DfT attended the two stakeholder events, and acted as stakeholder / specialists at citizen workshops. They maintained a high profile and in our view they led the process well.

38. Our perception is that officials were appropriately involved, briefed and supported by both Sciencewise and TNS. Despite having little dialogue experience, they clearly understood the nature of the process and, aided by good facilitation, engaged very well with the public. Evidence from feedback (event forms and interviews) shows that citizens valued the opportunity to talk face to face with them. They appreciated being able to put their views directly and also developed a greater understanding of the factors officials have to take into account in developing policy. Stakeholders obviously also wanted to talk to officials but except for a few rare occasions they did not distract them or impede citizens' access.

> "[If you are in a focus group] you are always going through an intermediary, so it's great to have a direct line to the DfT; the government will listen". (Stakeholder)
>
> "TNS made it a very safe space [at the citizen workshops]. DfT could explore and challenge." (OG Member)

39. DfT's project management was effective and supportive of the delivery and evaluation teams. Important additional support for the DfT Project Manager was provided by the DfT Social and Behavioural Research team, which reviewed process plans etc. in detail and advised on ethical and intellectual property issues.

40. Although they were joint sponsors, the MOD kept a relatively low profile and were generally represented at events at the technical rather than policy level. Quite possibly participants would have had more to say on MOD use in the UK if more information had been provided but our perception is that this did not significantly affect the outcomes and there were only limited indications in stakeholder interviews of any wish for more proactive MOD involvement.

41. Sciencewise supported the dialogue process and also (through a separate contact) acted as the main customer for our evaluation. They provided the template for the dialogue and their support was essential. Our perception is that the Sciencewise 'brand' will give the dialogue outcomes credibility in the eyes of Ministers and stakeholders and gave participants confidence that the process would work.

42. Running parallel workshops meant that a large delivery team was required. As usual for this type of project it combined a core contractor's staff team with associate facilitators. Many had obviously worked together before and they generally functioned well as a team.

43. The contractor's role and responsibilities in relation to the other parties was generally clear although there was some ambiguity between DfT and TNS over coordination of stakeholder expert attendance at citizen workshops which had to be resolved.

3.4 Governance

44. The dialogue was overseen by an Oversight Group with a reasonably broad stakeholder membership. Its role was advisory, reporting to the DfT Project Manager. Its Terms of Reference are in Annex C.

45. The OG operated under standard Sciencewise Terms of Reference. In summary, its main role was to oversee the dialogue process and the development of materials. Members were expected to:

- Bring diverse views and perspectives to the framing of the dialogue;
- Bring expertise and intelligence from their own organisations/disciplines to help shape the dialogue;
- Disseminate and promote findings through their own networks;
- Help select appropriate experts to inform the dialogue process and to contribute scientific or other expertise in dialogue sessions, where necessary; and
- Contribute to the selection of source materials and development of stimulus materials for the dialogue.

46. Some OG interviewees thought initially that a more varied membership might have more legitimacy (see Section 7.2) but on balance, our judgement is that the membership and level of involvement was appropriate to the Group's advisory function.

47. The Dialogue Report explains that as well as being integral to the early development of the dialogue, the Group met several times thereafter to: (a) support the development of materials and ensure they covered relevant issues and provided fair, balanced and accurate information to the citizens; and (b) consider any process issues arising and reflect on the emerging conclusions.

48. We observed five OG meetings between October 2015 and April 2016. The Group functioned smoothly and effectively, and a good number of members were effectively engaged. The contractor and sponsors speak highly of the OG on this project and Members' commitment and expertise appears to have been fundamental to meeting the timescales and quality objectives.

49. We interviewed members for our Baseline and main Evaluation Reports. All thought that the group had adequately fulfilled its role and that their contributions were taken properly into account. They appreciated the good interaction between the contractor and the OG. Most of their aspirations for the dialogue reported in our Baseline Report were met; where they were not, they were probably beyond what it was possible to cover in the time available.

> "My expectations were more than fulfilled. I wanted to see how views changed as information was introduced and discussion proceeded. There was a clear and discernible pattern in attitude shifts. This has big implications: the more people understand, the more comfortable they become. Education is key." (OG Member)

50. Attendance at OG meetings did fall off over the last three meetings. Interviewees suggested that this was (at least in part) because some members considered that the most important input was made early in the process during programme design, but workload and the demands of 'the day job' also appeared to have played a part. Members were initially expected to commit around 2.5 working days over the 12 months from June 2015, including four or five formal meetings. However, our perception is that many put in a great deal more time than this, including attending workshops. No members complained to us but time estimates do need to be realistic, especially when participation is voluntary.

3.5 Ethical Framework

51. We have reviewed the conduct of the dialogue against the ethical assurance checklist completed by TNS as part of their Tender. In each case, we judge that the proposed remedial action against each potential issue has been delivered.

52. Due attention was given to ethics, anonymity and data protection and overall the project met the high standards expected of a Sciencewise Dialogue. In particular, we observed the sound application of dialogue methods and management of the demands on participants. Participation was encouraged throughout and based on valid informed consent. TNS exhibited a strong commitment to participants' privacy and took appropriate steps to ensure the non–disclosure of identities and personal information.

53. We know from observation, event feedback and participants' interviews that there were organisational issues that caused difficulties for some participants (e.g. Wave 3 start times and some minor confusion at times regarding release forms) but they did not cause significant harm.

4   Commentary on Recruitment

4.1   Sample Profile

54.   Recruitment was organised and conducted by TNS's specialist team and contractors using free–find techniques. Participation was voluntary and individuals undertook a short screening questionnaire to assess eligibility.

55.   The target profile was agreed by the project sponsors and OG. Participants were recruited to reflect the UK population including a range of ages, genders, socio-economic groups, educational qualifications and ethnicities. The sample included eight participants with disabilities across the five areas. The 'generic' screening criteria were normal for this type of dialogue (e.g. not working in market research or having participated recently in a comparable event).

56.   The aim was to recruit participants who had no or little previous knowledge or experience of drones. People who were involved in, or benefiting from, the commercial use of drones were therefore excluded. Leisure users were, however, not excluded. We understand this was on the grounds that leisure drones are now so widespread.

57.   In our opinion an argument could have been made that leisure users have a clear stake in the issues, for example in relation to the participant proposal to introduce a registration scheme, and are a large and important constituency that citizens needed to hear from, either through users amongst the citizen participants or as stakeholders. We believe only one leisure user was recruited (Manchester) and no active leisure stakeholders. This is a potential shortcoming; a different approach may have given citizens more insight into the practicality of what they were suggesting.

4.2   Recruitment and Retention

58.   Participants were offered a financial incentive for taking part, increasing through the process to encourage retention. They received £50 for Wave 1, £100 for Wave 2, and £130 for Wave 3 – a total of £280 for participating in all three waves. This seems appropriate.

59.   Thirty participants were initially recruited per location, a total of 150 people. Overall, the level of retention through the project was good, reflecting the evident engagement and interest of participants in the issues as well as the incentives. 132 participants took part in Wave 1, 127 in Wave 2, and 118 in Wave 3.

60.   We checked the achieved sample profiles appended to the Dialogue Report against the latest census data available to us and agree that the sample sufficiently reflected the composition of the local population.

61.   We are aware that there was a recruitment issue for one location – Stirling – where some participants failed to arrive at the first event and others were unexpectedly accompanied by friends who joined the process in place of those that did not arrive. There may have been traffic problems but we had the impression that other factors could have been involved and it also showed a potential need for clearer written joining instructions. We are satisfied that TNS' response and investigation was prompt and also that subsequent checks showed that these additional participants met the recruitment criteria and could be retained as participants in Waves 2 and 3.

4.3 Representativeness

62. During interviews, two OG Members queried whether the number of participants in a dialogue such as this one can be really representative of the public at large.

63. Opinion research would typically be designed not to influence the views being captured and would emphasise statistical rigour, consistency and reproducibility. The numbers interviewed would be chosen to achieve the desired level of statistical significance so they could be extrapolated to the wider population. However, qualitative processes such as dialogue are, by contrast, designed to generate results that offer insights into attitudes in the general population but without any intent to extrapolate numerically. They capture a diversity of views and ideas and gain greater insight by actively stimulating changes in them.

64. The number of participants need therefore be no more than necessary for an effective process that ensures major constituencies with potentially different perspectives have not been missed, and the insights from different approaches (e.g. dialogues and outreach) can be combined. We note that of the 21 dialogues supported by Sciencewise between 2014 and early 2016 only 6 had over 100 citizen participants.

65. We consider the number of citizens in this dialogue appropriate but were any potentially different perspectives missed? We are not in a position to judge. We do not know whether (for instance) different cultural groups might have significantly different views and concerns about drone use e.g. on privacy issues stemming from their cultural values and perspectives but we would have liked to see evidence that the project team had given the question systematic consideration. There is such a diversity in the UK that in our view it is not credible to rely on proportionate 'BME representation' in a workshop to automatically bring the necessary awareness.

66. Some key groups may be hard to reach using typical recruitment and if their views were likely to be materially different, focus group work might be needed to supplement dialogue workshops.

4.4 Locations

67. Participants were recruited in five areas across the UK: Newry, Stirling, Manchester, Salisbury, and Aberystwyth. These locations were pre-selected, and agreed by the OG as part of the Dialogue Service Description. They include all nations of the UK, cover a range of urban and rural characteristics, provide a broad geographic as well as socio-economic spread across the country; and are sites that represent differing levels of drone activity. Sciencewise guidance highlights that use of a range of locations is to help ensure a diversity of perspectives and richness of outputs relevant to a dialogue's objectives. We think that this was sufficiently achieved by the locations used in this dialogue.

68. A small number of OG Members and stakeholders suggested to us that a citizen workshop could usefully have been added in or near London. There seem to be some important location-specific issues in the London area that do need further consideration (e.g. a desire on the part of some local authorities for a multi–agency permissioning process for commercial drone use). However, given London's size and diversity it would be hard to organise anything representative and so we understand why other locations were preferred.

69. Again, complementary focus groups could have been used to explore specific perspectives in London if it had been thought necessary. This might have been relatively economical but time would not have allowed it on this occasion and we anticipate that the points made to us by London stakeholders will be raised during consultation.

5 Commentary on Dialogue Process

5.1 Dialogue Model

70. The basic dialogue structure of three waves of workshops followed a proven Sciencewise template, as did the development and oversight process at the front end for the materials used and the analysis of results and lessons learned afterwards, including OG and stakeholder participation. Wave 1 workshops lasted 3 hours, Waves 2 and 3 lasted 6 hours (on Saturdays).

71. Feedback on the structure and integrity of the dialogue has been very positive. All of our interviewees consider that it was a good approach and nothing in our assessment suggests this was an inappropriate model for this dialogue.

> "This process stands head and shoulders above other workshops I've attended. I was very reassured about the process – it was bona fide, no hidden agendas." (Stakeholder)
>
> "We would recommend this sort of process to colleagues." (Stakeholder)

72. The overall process design and then the individual citizen workshop process designs were prepared by TNS and then reviewed by the project sponsors (mainly DfT and Sciencewise) and ourselves, and then by OG Members.

73. TNS are experienced process designers and their plans were generally well conceived but some modifications were inevitably made during the review process in response to comments, mainly to address what were perceived to be overly ambitious timings. It was explained to us that a tight process plan was a deliberate strategy and lead facilitators were given flexibility on the day to decide what to leave out depending on progress. We appreciate the point and that facilitators used the flexibility without the changes being obvious to participants but some sessions nevertheless felt compressed and there may be other consequences.

74. For instance, sessions could be (and were) curtailed or omitted completely so the plans signed off by the sponsors were not actually going to be implemented, there was little allowance for organisational problems, and different workshops ran with subtlety different processes e.g. in terms of the number of rotations in carousel sessions. The timing issues in Wave 3 had different causes as described in Section 5.5.

5.2 Dialogue Timeline

75. Although there was a lot of work to do and Christmas intervened, the workshop programme was not particularly pressured. However, the overall project timescales were much more challenging and the time available to setup the dialogue and develop the information before the first workshop, and between the last workshop and the final OG meeting and Stakeholder Summit, were very tight.

76. The current round of Sciencewise funding was due to end on March 31st so the dialogue process and wash-up had to be completed by then if its support was not to be lost part way through. Also, DfT had originally hoped that it would be possible to start a consultation perhaps as early as June 2016.

77. With a different contractor/sponsor project team and less committed stakeholders and OG Members our view is that these time pressures could have caused significant problems. The challenges were managed well on this occasion although there were still some impacts e.g. meetings arranged at short notice and pressures on individuals which meant that timely liaison between Sciencewise and the contractor was more difficult to achieve that it would otherwise have been.

5.3   Wave 1 Workshops

Overview

78. The shorter Wave 1 workshops introduced the dialogue and explored spontaneous associations and perceptions of drones as well as initial concerns and immediate issues of interest. The aim was to understand existing awareness, attitudes and concerns around the use of drones.

Comments and Feedback

79. The Wave 1 workshops were well delivered and in the workshop wash-up we raised only a small number of detailed process design points.

80. We paid particular attention to the provision of information during Wave 1 workshops. Stimulus materials were introduced in a timely way and material tailored to the needs of participants as discussion progressed through the workshops. Different methods were used, including plenary presentation, small group review of briefing sheets, video, press cuttings and websites. This variety of methods helped ensure participants stayed engaged and able to absorb information.

81. The split of responsibilities between facilitators (in managing and protecting the integrity of the process) and stakeholder/specialists (in providing information and answering questions) was generally clear and well managed. Facilitators were sometimes responsible for the presentation of stimulus material but much of it was factual and there was so much to introduce that in our view it was justifiable and did not affect the process.

82. Feedback from participants reinforces our view that the information presented was fair and balanced - 96% in Wave 1 agreed. The equivalent figures for Waves 2 and 3 were 93% and 88%.

83. Stakeholder/specialist recruitment for Wave 1 workshops was uneven, with low attendance at Newry and Stirling, and in a few cases elsewhere we were told invitations had been 'passed on' so that some stakeholders/specialists turned up unexpectedly on the day. Data on attendance is contained in Annex 1 of the Dialogue Report. We also noted that facilitators were concerned that some stakeholders may have taken too prominent a role at some Wave 1 events. This was well addressed for later workshops (see Section 5.6).

84. In conversation, we got the impression that there was initially some suspicion amongst stakeholders and participants that the facilitators had been given guidance about the DfT's desired outcomes but that seemed to fade over time and we saw no evidence of 'hidden agendas'.

> "I expected the facilitators would have been given a steer about what outcomes were wanted." (Stakeholder, looking back during a Wave 2 event)

85. The Wave 1 feedback from participants was very positive across all locations. 98% agreed that the event was useful and valuable and 96% agreed that the information provided was useful and well designed.

86. 100% agreed that they had been able to take part in discussion and express their views. Wave 1 organisation and facilitation were generally praised although there was some negative feedback about the lack of refreshments, and poor acoustics in Manchester. The question where responses were least positive was whether Government would take account of their views; a significant minority were neutral or disagreed (39%+2 'don't knows').

87. When asked to describe their experience, two words clearly stand out in responses - 'interesting' (54%) and 'informative' (44%). Very few negatively-associated words featured. The majority of 'take away' comments related to participants' increased knowledge and learning about the wide range of uses of drones.

5.4 Wave 2 Workshops

Overview

88. The full-day Wave 2 workshops had a number of aims. They sought to reflect on any changes in views and reinforce engagement with and understanding of drones. There was an opportunity to see different types of drones and discuss their use with operators. Information was provided on the regulatory framework covering the main areas of interest/concern and the potential benefits e.g. commercial activities and emergency service use. They started the process of focussing participants on their priorities and the actions government could take to reduce risk and open up opportunities.

Comments and Feedback

89. There was more emphasis on discussion in Wave 2 and our judgment is that in general this was pitched at the right level in the process plan, given the dialogue's objectives. In practice, time pressures meant that the output was generally 'headline thoughts' as opposed to being the result of deliberative discussions. Nevertheless, the standard of facilitation was good and enough potential government and regulatory actions were elicited across the five locations to provide a starting point for discussion at Wave 3 events.

90. A good variety of methods was used to sustain interest and address different levels of detail and complexity, including different types of group work. Care was taken to explain the meaning and significance of specific terms and concepts and there were enough opportunities to discuss ideas with stakeholders/specialists. Stimulus materials covered a variety of perspectives and concerns as well as opportunities, including news stories, online information, and static displays of civil drones.

91. The police did not attend the Newry events and but our impression was that elsewhere they generally made a good impression and there was often spontaneous and significant support for their greater use of the technology – although the response to 'surveillance' activities was more mixed than it was to emergency response.

> Impressed by the police weren't they? (Stakeholder)

92. At the end of the Wave 1 workshops, citizens were encouraged to seek out additional sources of information and talk to friends and family about the issues. A feedback session was included in the Wave 2 process plan. Our impression is that the citizens took their homework seriously and it contributed on-going engagement and to the success of the process, though the feedback session had to be cut back in the workshops we observed.

93.   The Wave 2 feedback from participants was again consistently very positive across all locations. 98% agreed that the event was useful and valuable. 98% agreed that the information provided was useful and well designed and 99% agreed that discussion with stakeholders/specialists was helpful, informative and balanced.

94.   96% agreed that they were able to take part in discussion and express their views, and that the event was well organised and facilitated. 92% agreed that they understood the aims of the dialogue and how they will be delivered. 92% agreed that views on the best ways of addressing concerns were identified and discussed. The question where responses were least positive was again whether Government would take account of their views; a significant minority were neutral or disagreed (25%+4 'don't knows'). However, this was an improvement on Wave 1 and good compared to responses to this question in other dialogue which often (a) elicit much worse scores and (b) do not show any improvement through interaction.

95.   Asked to describe their experience, the two words that clearly stood out in responses were again 'informative' (58%) and 'interesting' (49%). A wide range of other positively-associated words featured, including 'thought-provoking', 'enjoyable' and 'fun'. Very few negatively-associated words featured but they included 'tiring', 'frustrating' and 'long'.

96.   More generally, there were very few negative comments about the event. Noise levels remained an issue at Manchester though it became easier when there were only two groups to a room and it was not a major theme on feedback forms. Conversations with participants suggested that the use of breakout rooms at Salisbury much reduced noise problems there and options for addressing future noise issues were considered for all venues. There were also some catering issues at Salisbury and the venue was changed for Wave 3.

> "Thoughtful, useful discussion". (Citizen)
>
> "[The scenarios] discussed in this group, they worked really well to stimulate discussion." (Citizen)

5.5   Wave 3 Workshops

Overview

97.   The full-day Wave 3 workshops were to intended to provide further information about the future of drones, revisit and confirm the identification of key issues, concerns and opportunities, and to discuss and explore the prioritization of issues and concerns. Participants were asked to come up with a strategy to address their key concerns and opportunities, making use of a 'spending plan' exercise to reflect the necessity of making choices about where to focus regulatory and policy efforts.

Comments and Feedback

98.   The process for Wave 3 depended heavily on extended table–level discussion and deliberation to explore the issues and develop strategies, with opportunities for challenge from project sponsors and stakeholders / specialists to help participants focus on what could practically be delivered by government.

99.   Broadly speaking this approach worked. Our view is that the discussion was well structured and consensus table-level proposals were developed in line with the workshop objectives.

100. All the facilitators across the three Wave 3 workshops we observed performed well in our view, although some groups were easier than others. Energy levels stayed up and the atmosphere was very positive through to the end of the workshops and a good rapport had built up between the participants.

> "Generally, very well run; my only comment is that you need very strong table-group facilitation, you must keep on track. Some [groups] were stronger than others, some lost focus." (Stakeholder)

101. For reasons discussed below the Wave 3 workshops were shortened by an hour which meant that most tables at most venues did not have enough time to work systematically through the process plan and our observations and follow–up interviews suggest there were impacts; around 50% of the citizens interviewed and several stakeholders mentioned that key sessions seemed rushed.

102. We observed participants having difficulties with the budget allocation exercise and the two stage documentation process for recording outputs was not always achieved. None of the groups we observed appeared to have as much time as they would have liked to think about questions for the specialists in relation to their strategies and there was relatively little time for challenge and debate about practicality etc. The planned rotation around specialists either did not take place or was rushed – one participant at Manchester described it as 'speed dating'.

> "Didn't have time to think through [in] the most important session." (Citizen)
>
> "We could have done with a lot more time. There was little time for participants to prepare questions for us." (Stakeholder)

103. It was not a universal view though; one citizen said they "didn't feel rushed", another observed "we got enough out of it" and another said what they achieved was "OK for lay people – we're not experts". Feedback forms were still very positive; 85% of citizens agreed that they were able to take part in discussion and express their views and 94% agreed the workshop had enabled them to identify the priorities.

104. More generally, 98% agreed that discussion with stakeholders was helpful, informative and balanced and 99% agreed the event was useful and valuable. These are very high scores and we commend the facilitation teams for delivering useful outputs under pressure and drawing the threads together skilfully. Our point is just that the conclusions may have been more useful for the extra time. Perhaps other elements of the process plan could have been cut back as soon as the decision on start time had been made.

> "Extremely interesting [today], the subject and also the diversity of people, personalities and dynamics… the challenges make you think." (Stakeholder)

105. Unsurprisingly, the question where responses were least positive was again whether Government would take account of their views; a similar minority were still neutral or disagreed (28%+2'don't knows').

The Decision to Shorten Wave 3

106. Our understanding is that DfT requested a late start at Newry because some of the sponsors and stakeholders would have had to travel the night before or arrive late. The options were to:

- Start all workshops on time and accept that some of the stakeholders would arrive during the coffee break;

- Delay the start at Newry (and maybe Stirling) by an hour; or

- Delay the start of all the workshops by an hour.

107. There were different views on the pros and cons so DfT took the decision to delay all by an hour. We appreciate the benefits of consistency and concerns that participants might feel 'short-changed' if their workshop was shorter than the others but our judgment is that with hindsight this was not the right decision.

108. One hour is equivalent to around 8% of the already packed active session time over the three workshops (total intended time including breaks was 15 hours) – equivalent to perhaps 20% of the group/deliberation time - so a significant impact was inevitable. The extra hour might have enabled the specialists present to help the citizens focus on the practicality of what they were proposing. They may also have been able to say more about what they would like to see the government do to achieve the benefits of drone use as well as addressing the problems it causes.

109. At some workshops, some citizens apparently did not get the message about the delayed start and arrived an hour early, which was unfortunate. We are unclear how participants were notified but good practice would be to seek positive feedback that the message has been received and keep trying until it was.

5.6   Facilitation Team

Facilitation

110. A strength of the dialogue was that discussions were generally well organised and very well facilitated. Although there were inevitably different styles within the teams, the standard was high and the facilitators did a good job of pulling people's thoughts together and keeping the event moving. In the main, facilitators gave appropriate attention to the details of logistics and timing. Breaks were taken on time and events finished before or on time. Across the 3 workshops, 98%, 96% and 92% agreed that the workshops were well organised and facilitated. The equivalent figures for the stakeholder events were 97% and 100%. These are very high scores.

111. From our observation of events, and participant responses in feedback forms, it is clear that the facilitation enabled all participants to have their say and that those who wanted to give their views were encouraged and supported to do so. Across the three waves, 100%, 96% and 92% agreed that they were able to take part in discussion. The equivalent figures for the stakeholder events were 97% and 89%. Again, very high scores.

> "The facilitators did well to make people feel comfortable to talk within the groups."
> (Citizen)
>
> "Some people hogged discussion; facilitators could have done more, but it was tough for them because they were multi–tasking." (Citizen)
>
> "There wasn't too much from facilitators. There was the right level of information to enable discussion and the right questions were posed. A very good balance." (Stakeholder)

Managing Stakeholders

112. Stakeholder management and briefing improved markedly once responsibilities had been clarified. After Wave 1, it was more consistently rigorous and became a strength. In all the workshops we observed, the stakeholder / specialist briefings (pre–brief and verbal brief) were excellent and very clear about what was expected of them, including 'soft skills' themes such as. listening style, reflecting questions back at citizens, providing information, handling off–track questions, the need to mingle in breaks, etc.

113. As expected, some stakeholder/specialists had more to say than others. There were perhaps a small number of occasions when facilitators could have been a little more pro–active in curtailing contributions from more vocal participants but in general no single person or view was allowed to excessively dominate discussions and those who were less forthcoming were encouraged to express their views.

114. We saw no evidence that those with different perspectives or alternative positions held back or were encouraged any less.

Learning

115. Our perception is that lessons were identified and used to improve the process throughout.

116. We observed facilitation teams reviewing progress at key points during the events. Wash-up sessions were held to identify what worked well and less well. We found that TNS were receptive to comments from sponsors, stakeholder/specialists and ourselves in these sessions. TNS then had an effective process for gathering in learning from the different locations and disseminating to lead facilitators what needed to be changed for subsequent events in that wave and/or the next wave.

117. As evaluators, we undertook prompt review of feedback forms after each event and communicated key findings to TNS and DfT. Feedback was generally very positive and very few comments had implications for subsequent events that had not already been addressed.

5.7 Data Capture and Analysis

118. The facilitation team used standing and table flipcharts, record sheets, facilitator notes and audio recording. Occasionally this was collaborative, for example Wave 3 conclusions on priorities and strategies were developed and recorded with participants. More generally, we regularly observed facilitators checking back with participants to clarify key points,

119. The Dialogue Report (Annex 1.7) states that facilitators filled out a short pro forma to record data from group discussions, activities and plenary sessions, noting key themes and variations. Based on facilitators' records of the key discussion, segments of audio files were flagged and subsequently transcribed for analysis. The use of flipcharts and pro–formas seemed to vary between facilitators, but not to the extent that it affected the quality of process.

120. TNS' data capture and analysis process aims to be "highly systematic, robust and reliable", and to ensure "that the extraction and interpretation of findings are grounded and based on the raw data rather than on researchers' impressions".

121. Our Data capture was more systematic than for most dialogues we have seen. Sciencewise guidance suggests that the links between data, interpretation and conclusions and the process for getting from one to the other must also be clear. We have less knowledge of the subsequent analysis than we have of data collection but our judgment is that the overall process was systematic and robust as claimed. The use of pro-formas to record data and guide the transcription process is a good practice worth disseminating.

5.8 Dialogue Report

122. A draft of the main text of the Dialogue Report was produced quickly and reviewed by the project sponsors and ourselves. A final draft, this time with appendices, was then produced for another round of project team review and also shared with OG Members.

123. Every one we interviewed spoke highly of the quality and readability of the report and considered it gave a fair picture of the dialogue and outputs. We also found it a clear, accessible, objective and coherent report and its conclusions match our recollections. The Executive Summary highlights the key messages and conclusions and links them to the original objectives.

124. Areas where there was lack of agreement were recorded and reported and generally there is clear differentiation between original data, analytical commentary and recommendations and the links are well made. Good use of quotes from different sessions brings the report to life for the reader and reasonably illustrates contrasting views where they existed. Perhaps the report does bring coherence to outputs that were more variable on the day but not to an unreasonable extent; an element of distillation is essential if the conclusions are to be useful.

125. Public participants were not involved in the drafting and production of the final results on this occasion but that was not part of the plan and does not seem necessary given that there was no real polarisation of views.

5.9 Dissemination

126. Our understanding from DfT is that the report will be placed on the Government website once ministerial approval has been obtained, no earlier than the end of June 2016 due to the EU Referendum 'purdah period' and a backlog of policy-related announcements.

127. The draft Dialogue Report says that participants in the process will be sent a copy of the consultation document and be invited to further express their views on the policy proposals that have arisen from this workshops. DfT will send OG Members (and we suggest participating stakeholders) a copy of the report or – more likely – a link to the download web page. Additional dissemination and press releases etc. will be decided by Government nearer the time.

128. The situation with respect to the Sciencewise website will not be clear until a decision is made on that organisation's future funding.

6 Complementary Engagement Channels

6.1 Scope

129. The project sponsors initially expected that there would be a parallel programme of wider engagement. The Service Description suggested the following 'possible ideas', some of which were implemented as described below.

    - Workshop materials being posted online with the facility for participants and/or the general public to engage with them and comment/discuss.
    - Webinars or live discussions with experts via a website or social media.
    - Downloadable materials for citizens or stakeholders to engage with.
    - Online forums and social media.

130. Agreement was reached for the creation and facilitation of the website within the project budget as discussed below. It was agreed that webinars were best undertaken following the culmination of the dialogue so they could be grounded in its findings; they were therefore not within the scope of the contract.

6.2 Website and Social media

Website Functionality

131. TNS recommended that the website be used as:

    - A portal for information about the dialogue project, including stimulus materials and summaries of discussions following each wave of workshops, and final research outputs; and
    - A facilitated discussion space to foster ongoing dialogue between workshop participants, and potentially between experts and participants.

132. However, although Sciencewise clearly wanted to see it make a contribution, there was no real champion for the use of the website within the project and (it seemed to us) little enthusiasm for it. It took longer than hoped to get the website up and running, due in part to a lack of appreciation of the time and effort required to resolve details and gain sign-off at DfT. Concerns over online security had also come more to the fore since the original discussions on project scope.

133. Once it was online, materials were posted and although citizens were given some encouragement to use it, little guidance was provided to them and it seems to have been harder to get online than it should have been. One interviewee suggested that "a short amount of time" could have been spent at workshops showing people how to log on to and use the 'backroom' discussion forum. Potential citizen and stakeholder users also reported difficulties obtaining passwords and logging on. The workshop process did not really draw in web content to the next workshop, which it could have done – maybe alongside homework feedback.

134. Our impression was that OG Members and stakeholders were originally to be part of the backroom discussion. We are not clear about the reasoning but it seems that at some point the decision was taken to give passwords to individual Members or stakeholders if they really wanted to participate but otherwise not to encourage them.

135. Unsurprisingly, usage data shows that few potential users subsequently downloaded information or joined the online discussion and our impression is that the website fulfilled neither of its intended functions particularly well. There were 72 comments from participants and 11 posts from the TNS team. 23 people in total commented, presumably including TNS and stakeholders. In the end, 'the box was ticked' but it added little to the dialogue.

136. A separate question is, whether the dialogue would have benefited from opening up the website to the wider public. Websites are not usually a significant feature of government dialogues, either to engage citizens between workshops (as here) or reach a wider audience outside the immediate participants. Of the 21 Sciencewise–supported dialogues we looked at, only 5 included a digital element to reach and engage larger numbers. There was no obvious benefit to open web site discussion on this dialogue and we agree the more limited scope was appropriate.

Website Specification

137. Once the decision had been made to have a website and its scope agreed, our view is that more effort should actually have been made to make it work more effectively but the project team consensus was that resources were better employed elsewhere.

138. Recollections about the detailed history vary, but the reasons why more effort was not put into making the website a success seem to be a combination of insufficient resources at TNS to do it justice within the budget and a general feeling that it would add little of value given the good levels of engagement achieved through the workshops (a driver had been the perceived need to maintain participant engagement between workshops several weeks apart).

139. Perhaps this was the right decision, but it does raise the possibility that the root cause of the difficulties was a lack of clarity in the dialogue Service Description and during subsequent contract discussions about what was actually required or promised.

140. We recognise that there are potential benefits from asking potential suppliers for their ideas but our experience is that such ideas must be (a) specified and budgeted clearly through the Service Description, or (b) the Service Description must require them to be clearly specified and budgeted with key activities included on the timeline as part of the tender, or at the very least (c) clear specifications, budgets and activity timelines must be defined as part of project kick off. The latter is probably less reliable than the other two, which allow for a more considered assessment by the project sponsors, budgeting by tenderers and prior agreement to the scope by key internal stakeholders.

Social Media

141. The use of social media was considered to complement the dialogue and reach a wider constituency but there were concerns about an inability to manage the scope of online debate and the information being disseminated, resulting in, amongst other things, a significant risk of damaging stakeholder confidence in the dialogue.

142. Neither the DfT or MOD were looking for a high profile so, sensibly in our view, the decision was taken to consider social media use only for dissemination once the report has been released, and mainly through third parties such as bodies represented on the OG.

6.3   Science Museum Event

143.   The original intention had been to include an evening event at the Science Museum as part of the project with a different, self-selecting audience including 'grass root' enthusiasts and people who were already interested and aware of the technology. However, due mainly to timescales it was not included in the Service Descriptions and was eventually run separately by Museum staff with Sciencewise support.

144.   There is a short evaluation report on the Sciencewise website to which we contributed[3]. In summary we felt that although there were several learning points from this pilot it was generally well organised and well facilitated with good engagement from stakeholders and experts taking part in the main dialogue.

145.   Feedback from participants through questionnaires and interviews was generally positive. Some doubted the event was a good route for policy input but there was nevertheless a high level of confidence that they were being listened to. Good engagement and positive messages from DfT seem to have played a big part in this but the credibility/neutrality of the Science Museum was also important.

7   Stakeholder Engagement

7.1   Participation

146.   A reasonably broad range of stakeholders/specialists were involved in the dialogue through membership of the OG, attendance at stakeholder workshops and participation in the citizen workshops. They were invited to participate based on their specialist knowledge, experience and interests.

147.   Many of these stakeholders gave their time freely to participate in the workshops and the Science Museum event. Additional stakeholders/specialists were recruited where necessary e.g. local specialists to support the Newry event. There were some initial issues concerning responsibilities for stakeholder management (see Section 5.3) but in the main we consider the number, choice, use, knowledge and skills of the stakeholders/specialists that participated to have been appropriate and their commitment and enthusiasm was impressive.

148.   Based on our review of briefing material, observation of briefing sessions, and interviews with stakeholders, we consider that the stakeholder/specialists were well briefed and supported to enable them to input appropriately to the citizen workshops. They had varied previous experience of dialogue and different personalities but all the stakeholders we observed made good contributions in their own way.

149.   Their role changed across the three waves of citizen workshops. In Wave 1, stakeholders mainly listened to participants and responded to questions. In Wave 2, they had a more active role, providing information to participants and addressing their questions. In Wave 3, stakeholders (including DfT and MOD) also now challenged participants' suggestions and strategies and – to the extent that time permitted – offered feedback on practical implementation.

150.   This variation in role across the three waves was a strength of the process, as it enabled citizens' initial views to be surfaced in Wave 1, further information to be digested and discussed in Wave 2, and a degree of review and challenge of citizens' views in Wave 3.

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[3] Last downloaded in May 20–16 from http://www.sciencewise–erc.org.uk/cms/assets/Publications/Science–Museum–event.pdf

7.2   Balance of Views

151.   The level of NGO/public interest group representation on the OG was low, with just Big Brother Watch generally attending. Very few of these groups attended the stakeholder events and they were largely absent from the citizen workshops so 'sceptical voices' were largely missing from the process. We are aware that the project team went to considerable efforts to identify and recruit potential NGO/public interest groups so they were intentionally excluded, but the issues within the scope of the dialogue seemed not to be high enough up most group's list of priorities.

152.   In contrast to many other dialogue topics, there is little 'contested science' in this area. Given the limitation of the scope to UK use of drones, it is not clear that there is an 'opposition' as such and the project sponsors could not be expected to generate one if it did not exist. This had perhaps not really been anticipated at the start; indeed, the opposite possibility seems to have been the main concern i.e. that the process might become a focus for opposition and compromised in its main objectives.

> "I'd been concerned that the dialogue might be one sided, driven by negative agendas. I was pleased that it wasn't. I'm happy that it was balanced." (OG Member)

153.   In the event, the absence of sceptical voices at the citizen workshops may have had some impact on the discussions. Stakeholders do not have to be neutral as individuals – that would undermine the reason for inviting them – but we noted that the contributions from drone operators and industry organisations were in the main well measured, focusing on information provision rather than persuasion. A broad range of people participated and they did offer some critical perspectives. Citizens very much appreciated the stakeholders' contribution but did not automatically accept what they were being told.

> "Everybody was at the same level. Stakeholder were down to earth and willing to listen." (Citizen)
>
> "Some of the stakeholders had their own agendas and were a bit pushy, but that didn't affect what I thought." (Citizen)
>
> No bias, covered all angles, handled very well", and "some stakeholders were very passionate which meant that participants had to be quite strong to counter them." (Citizen)
>
> "Participants were very engaged and made thoughtful comments. There were some robust views and people didn't back down when challenged." (Stakeholder)

154.   If we have a criticism, it is that most workshops did not have any input (either from participants or stakeholders) from the leisure user groups which caused citizens the most concern and which would be the target for most of their regulatory ideas (see Section 4.1).

7.3   Stakeholder Events

155.   Two stakeholder events were held, a workshop shortly after project inception as an input to dialogue scoping and design and the Stakeholder Summit after the citizen workshops to hear and discuss conclusions and outputs. The project team hoped that these events would help widen buy-in to the process and its results. Subsequent interviews with stakeholders who attended the Summit have confirmed that this was the case but the compressed project timescales meant it had to be held earlier than had perhaps originally been intended.

156. By our count, over 52 external stakeholders and OG Members were invited to the initial workshop of which 42 attended, which is a good response. Feedback was positive – 97% agreed the event allowed the key issues to be identified and discussed and 89% were confident that the dialogue would do the same for citizens.

157. Significantly fewer attended the Summit though (22), which was disappointing. There may be some logistical and timing reasons for the low attendance. On the other hand, others seem to have felt that attending would be of relatively little value to their organisation, given that they had been to the opening event. It may have added more value if it had been later, when DfT and MOD would have had the benefit of the report and could lay out more of their future plans.

158. Those who did attend were generally positive about it. 94% agreed it was useful and everyone (100%) agreed that it had achieved its aim i.e. allowing the dialogue outcomes to be identified and discussed. However, the lowest score for any question on any feedback sheets was the 62% who agreed that the event allowed joint or agreed actions to be identified and discussed, which had originally been one of the main aims. We should point out that the rest were 'neutral' though, not disagreeing.

> "Why was the stakeholder summit so early? It would have been better to wait for publication of the Dialogue Report and do a bigger event to gain wider understanding and buy-in". (OG Member)

159. The Dialogue engaged with stakeholders as a resource but of course many will have their own views on the direction of regulation and policy and will presumably be hoping to make an input. We are aware that some key stakeholders are involved in DfT's strategy development process, but for others the main opportunity to input will only come in response to the formal consultation process.

160. It seems to us that there might be value in routinely building in more opportunity for stakeholders to contribute their own insights as the major part of the Summit or as a separate process. This would give organisations more of an incentive to release one of their experts to participate and thus counter the drop off in attendance between the initial workshop and the summit. It would also strengthen stakeholder engagement in advance of subsequent consultation.

8 Impacts and Outcomes

8.1 Open Policy Making

161. The development of policy in this area is being conducted in line with the 'open policy making' (OPM) approach increasingly utilised by Government, especially where there are likely to be a large number of stakeholders and / or a high level public interest. OPM is about opening up the whole process to new ideas, techniques and voices – not just about transparency and public opinion.

162. It incorporates:

- **Open innovation** – policy makers create platforms to collaborate to deliver policy;
- **Open engagement** – policy makers share ideas with experts and public;
- **Open to challenge** – policy makers are informed by experts and the public; and
- **Open channels** – policy makers use new techniques to consult and share.

163. Each of these objective is briefly considered in turn.

- Our judgment is that the drones dialogue programme as a whole has provided a collaboration platform to deliver policy through extended engagement between policy makers, experts and the public, with a clear focus on the policy maker / public dimension.

- Given the early stage of policy development, it was not a priority for policy makers to share ideas with experts and public participants during the dialogue, though they may have done some of that in discussion.

- Within the OPM framework, the dialogue has shown the DfT to be open to innovation and to gather inputs, though without proposals the DfT and MOD did not have much opportunity to demonstrate that they were open to challenge except for the engagement and openness of their policy team. In this respect, DfT appears to have made a significant positive impression with participants, the MOD perhaps less so.

- This type of dialogue is arguably no longer innovative in engagement circles, but it continues to represent a new approach for Government generally and this was the first such dialogue for the DfT. The DfT team embraced the process enthusiastically and have set a good precedent for their colleagues. Although not part of the main dialogue, the Science Museum event was an example of outreach and did seek to explore new techniques to consult and share e.g. through the use of third party events and forums to reach different audiences.

8.2 Policy Impact

164. The timing is right and the commitment appears to be there, and the dialogue produced useful insights so we expect to see the outputs reflected in the forthcoming DfT consultation document. The specific solutions proposed by citizens might not all pass the test of practicality but we do expect to see their positive expectation for drone use and their concerns reflected in the scope of the Department's proposals and thence into government policy and regulatory proposals.

165. Based on interviews, our judgment is that all the project sponsors got what they hoped for from the dialogue and are finding its insights valuable. Generally, the positive attitudes expressed to responsible MOD and commercial drone operation seems to have given the MOD and stakeholder organisations the confidence to communicate more proactively. MOD appears to be considering being more proactive about communicating the potential value of its drone capability in civil emergencies, though we hope it not only communicates potential but takes positive steps to make it a reality where desirable.

> "Met expectations, good strategy outputs, nothing missing." (OG Member)

166. Reports, evaluations and observations from events constitute one route but there are a range of other routes by which influence and insights are brought into the policy development process. Direct involvement by officials in events and structured or informal interaction with participants helps them evaluate and bring into the policy process good ideas from any source. Involvement of officials, stakeholders and experts in longer processes such as dialogue can also have a strong indirect impact as they develop a deeper and more intuitive understanding of others' perspectives. Their own 'mental maps' of the issues may evolve and become more nuanced.

167. Our impression was that this was the case in this dialogue for both policy makers and other stakeholders (including OG Members) because of the level of their engagement and (perhaps) because there was no real position or policy to defend beyond a general desire for commercial development and practical drone use to expand where it benefits the public and UK business.

168. Feedback from the Stakeholder Summit, observation of the final OG and interviews with sponsors, OG Members and stakeholders shows that the results of the dialogue were credible with those expected to use them. This does not mean that all key stakeholders agree with all of the content of the results, but that they have sufficient trust in the processes of the dialogue to use the findings.

169. In summary, the dialogue opened up both direct and indirect routes for policy and regulatory impact. No one has suggested to us any impacts that could have been achieved but were not.

8.3 Impact on Stakeholders

170. Our interviews also show that the dialogue is already having early impacts amongst key stakeholder groups. These include the following.

- **Commercial operators** highlighted the need for all operators to comply with regulatory requirements and training needs, with strengthened commitment on the part of ARPAS to move forward with plans for Continued Professional Development.

- **Police** representatives suggested they would have more confidence in communicating with the public about their use of drones e.g. through police force websites, to demonstrate how use is proportionate. They would look for opportunities to streamline operational procedures and use the technology.

- The **Insurance industry** would be working with other parties to develop cohesive solutions to issues raise e.g. around identification of operators and risk transfer, looking for analogies with DVLA's approach.

- **Research** groups and individual universities will look at the dialogue outputs and consider what technical challenges they suggest for research agendas e.g. in data security and safety systems. Researchers will also look at social research gaps e.g. on the tension between individual rights and the security benefits of drone use.

8.4 Impact on Participants

171. The Dialogue Report documents a significant shift in many of the participants' attitudes towards drones. The initial views of citizen participants tended to be somewhat negative, linked to concerns about privacy and surveillance, safety and misuse, and fear of the 'unknown'. However, attitudes to drone use became notably more balanced as participants engaged in the process and became more aware of beneficial uses, regulation and the approach of responsible operators.

172. By the end, many participants had clearly articulated views on how Government should respond to address their concerns and were keen to know how they would be taken forward. For the three waves of workshops, 61%, 74% and 72% agreed the Government would take account of the views expressed. The equivalent figures for the two stakeholder events were 75% and 82%. These expectations are more positive than is usual in such dialogues but there was still mild scepticism about what government could or would achieve.

173. We understand that DfT intends to address this point by writing to participants to explain how their views have influenced the forthcoming consultation document. There is an opportunity here for DfT to show participants that Government has been in 'listening mode'.

> "I hope and pray Government do something about it pretty damn quick." (Citizen)
>
> "I'm still fairly cynical – will 30 peoples' views really inform Government thinking?" (Citizen)
>
> "The process must have been expensive, so I expect Government to take it seriously." (Citizen)
>
> "I expect a big media campaign to make folk more knowledgeable but big changes can't or won't happen." (Citizen)
>
> "Experts already probably got 90% of it cracked anyway. I'm not sure any of their plans will change as a result of the dialogue." (Citizen)

9 Evaluation Findings

Evaluation criteria

174. The Evaluation Service Description sets out six key questions to be answered in respect of the dialogue, five of which are (in summary):

- **Objectives** – has it met its objectives? Were the objectives set the right ones?
- **Credibility** – was it fit for purpose and credible with those expected to use the results?
- **Quality** – has it met standards of good practice?
- **Impacts** – has it achieved the expected (and any unexpected) impacts?
- **Lessons** – what are the lessons for future public dialogue projects?

175. Our conclusions on each criterion are given below, including where relevant our judgement about the degree to which the dialogue met them (see Annex B for definitions).

176. The sixth key question related to cost benefit, which is no longer within our scope of work. Our Terms of Reference asked us to explore cost/benefit relationships for the dialogue. However, the current Sciencewise programme ended before this phase of the project was due to start and in the absence of data on their costs the Dialogue Project Manager asked us to reallocate our resources. We therefore have no comments to make on this topic.

Objectives

177. Our judgement is that the dialogue <u>well met</u> its intended purpose and objectives. In particular:

- It drew out insights and understanding of public perceptions, aspirations and concerns about drone use;
- It explored citizen participants' views concerning whether and how public awareness and understanding should be increased in the future; and
- It generated results that can inform the development of UK Government strategy.

Credibility

178.   In our judgement, the dialogue <u>well met</u> the requirements for credibility. In particular:

- The size and makeup of the sample of the public involved was appropriate and met the specification;
- The scope, governance, design and delivery of the process was sound and fair - the Oversight Group made a valuable contribution;
- The level of engagement and commitment from policy makers and stakeholders was substantial;
- Feedback from all involved was largely positive regarding the process and outcomes; and
- The Sciencewise 'brand' added credibility in the eyes of potential users of the outputs.

179.   We appreciate the efforts the sponsors made in trying to recruit sceptical voices, even though they did not generally succeed. We believe that greater expert input from leisure users/user groups would have assisted but its absence does not invalidate the results.

Quality

180.   We assessed quality using the current Sciencewise public dialogue guiding principles and the quality indicators from its Quality in Public Dialogue framework. In our judgement the dialogue overall <u>well met</u> the requirements for quality. Overall:

- The process delivery was professional;
- The information presented was fair and the stimulus materials were good; and
- The workshop facilitation was very good.

181.   However, the process was not without its challenges. Programme timescales were tight and could have compromised quality under different circumstances, and we are not confident that the decisions made in respect of Wave 3 workshop start times had the best outcomes. Expectations of the website were not sufficiently clear and in practice it added little.

Impacts

182.   Based on our observations and interviews, the dialogue has <u>well met</u> its aspirations in terms of the impacts that might be expected at this point and looks set to further influence policy through the framing of the forthcoming consultation document and the policy and regulation proposals it contains. Also:

- Interviews suggest the dialogue is already having wider impacts amongst key stakeholder groups, including giving the police greater confidence in publishing information about its use of drones and helping the MOD shape its communications strategy;
- The high level of engagement and personal commitment from DfT policy makers and regulators was visible to public and stakeholders and interviews suggests this has had additional reputational benefits; and
- There was a recognition in interviews that involvement of officials, stakeholders and experts in longer processes such as this dialogue has a potentially significant indirect impact as they develop a deeper and more intuitive understanding of others' perspectives.

Lessons for future dialogues

183.   Generally, the overall success of this dialogue - and its occasional difficulties - reinforce the validity of the Sciencewise good practice guidance. However, there are some insights mentioned in this report which may be useful to project sponsors and Sciencewise or its successor body.

Websites

184.   Complementary engagement methods generally, and websites in particular, can lead to problems if they are included in dialogue service descriptions unless there is a clear need and purpose for them, whether intended just to support dialogue or for wider engagement.

185.   If they are included, the budget and resource issues for setting up and maintaining them should be specifically covered in tender responses and negotiations.

186.   Our view is that Sciencewise could usefully add to existing guidance. This could cover simple dialogue information websites and more interactive websites that either support backroom discussion within the dialogue or involve additional public and stakeholder participants to help 'triangulate' the dialogue results. Guidance on the possible use of the Sciencewise rapid public input 'sounding board' model[4] would also be welcome.

Culture–specific issues

187.   All dialogues need to consider whether different cultural groups might have systematically and significantly different views and concerns from the general population. Given the current UK combination of diversity and local concentration, the usual 'proportionate BME' workshop representation is unlikely to provide the necessary awareness and complementary mechanisms may be required (e.g. focus groups).

Overall Conclusions

188.   In conclusion, our view is that although there were some challenges along the way and lessons for other projects, this public dialogue was well designed, well managed and well delivered. The feedback scores from workshops and events were exceptionally positive.

189.   There were some minor recruitment and stakeholder management issues early on but the citizens, the Oversight Group and expert stakeholders all made a major and enthusiastic contribution to what turned out to be a successful project.

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[4] Last downloaded in May 20–16 from http://www.sciencewise–erc.org.uk/cms/flexible–and–innovative–tools/

Annex A: Summary of Process

1. This Annex is closely based on the TNS text in the appendices of the main Dialogue Report.

| Wave 1 | Wave 2 | Wave 3 |
| 7, 8, 9, 10 December 2015 | 23 and 30 January 2016 | 20 and 27 February 2016 |
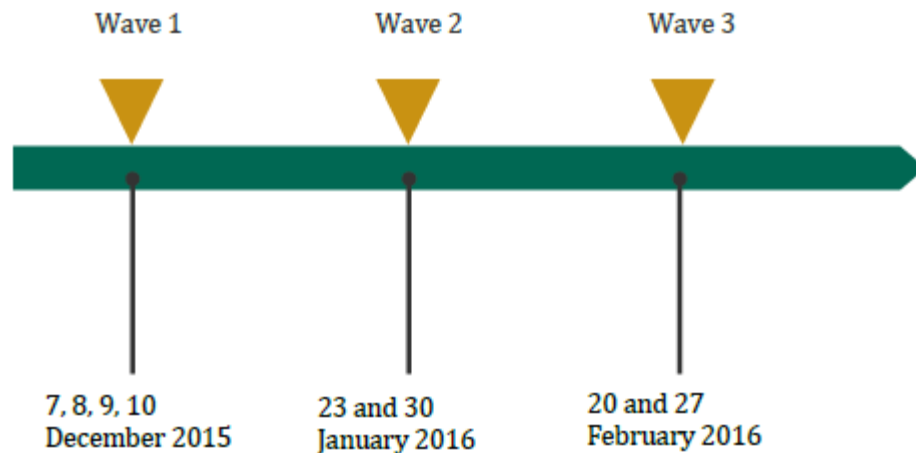
Wave 1 workshops

2. Wave 1 workshops introduced the dialogue and explored spontaneous associations and perceptions of drones as well as initial concerns and immediate issues of interest. The aim was to understand existing awareness, attitudes and concerns around the use of drones.

3. Participants were presented with a range of information, including introductory videos from DfT, Sciencewise and the MoD and a video showing some examples of drone use which TNS BMRB was able to gain permission for use of. Activities included a mix of paired and group exercises which involved prompting participants to write down their views on what they found most interesting, surprising and concerning about drones and what they would like to know more about. Participants were given the 'take home' activity which involved finding out more information and other peoples' views.

Wave 2 workshops

4. The Wave 2 workshops had a number of aims. They sought to reflect on any changes in views and reinforce engagement with and understanding of drones. They provided tangible examples for participants to interact with and outlined the legislation, regulation, guidance and codes of practice in respect to the key areas of interest (control, oversight and regulation; safety and misuse; privacy and traceability). These activities began to generate views on key priorities and explored drivers of concern.

5. Workshop activities included a mix of paired and group exercises and the carousel. During the carousel, participants were split into four groups and were asked to take on a scenario featuring one of four drone user groups – state, commercial, military, and the public – and to think through some of the implications for safety and misuse, privacy, and regulation with regards to their scenario.

6. Following the workshop, participants were asked to search for and email or post in their favourite drone fact to keep up engagement. These were voted on in the wave three workshops.

Wave 3 workshops

7.   The aims of the third wave of workshops were to provide information about the future of drones, revisit and confirm the identification of key issues and concerns, and discuss and explore the prioritization of issues and concerns. Other aims included deepening discussion on proposed strategies and approaches to addressing key concerns and exploring the challenges in implementing participants' suggested strategies. Participants were asked to come up with a strategy and spending plan to address their key concerns around drone use in the UK.

8.   Participants were also shown a board of images taken by drones and their sensors and a presentation about military drones supplied by the MoD. They were told that they could vote for their favourite drone 'fact' during the breaks.

Expert Stakeholders

9.   Expert stakeholders were present at all three waves of workshops. In Wave 1, stakeholders listened to participants so that participants felt their views were being heard; in Wave 2 stakeholders gave more input and offered expert information to participants and addressed their questions; and in Wave 3 stakeholders challenged participants' suggestions and strategies and offered more in depth information and feedback.

10.   Involving a range of expert stakeholders helped to ensure that the information provided to participants was accurate, up to date and balanced. A range of interests was represented including policy makers, regulators, academics, commercial operators, manufacturers, the legal profession and the police.

11.   A list of stakeholders attending the various events is reproduced from the draft Dialogue Report below.

[Note that they erroneously include the evaluators as stakeholders – our role was always made clear to participants at the start of workshops.]

Wave 1	Newry	Stirling	Manchester	Salisbury	Aberystwyth
Government	1	1	3	1	4
Commercial	–	–	1	2	1
Police	–	1	1	1	1
Academic	–	1	1	1	1
Evaluator	–	–	1	1	–
Museum & Culture	–	–	1	–	–
Regulator				1	
Sciencewise	1				
TOTAL	2	3	8	7	7

Wave 2	Newry	Stirling	Manchester	Salisbury	Aberystwyth
Government	1	1	3	1	2
Commercial	2	1	3	3	2
Industry & trade associations					1
Pilot and aviation organisations		2			1
Police		1	1	2	2
Academic	1	1	1	1	1
Evaluator			1	1	
Regulator	1	1	1	1	
Museum & Culture			–		
Legal			–	1	
Sciencewise			1	1	
TOTAL	5	7	11	11	9

Wave 3	Newry	Stirling	Manchester	Salisbury	Aberystwyth
Government	2	1	4	1	2
Commercial	2	2	3	3	1
Pilot and aviation organisations		2			
Police		1	1	2	2
Academic	1	1	1	1	1
Evaluator	1	–	1		
Regulator	1	1	1	1	1
Museum & Culture		–	–		
Legal		–	–	1	
Military				1	
Sciencewise					1
TOTAL	7	8	11	10	8

Annexes 3

Annex B: Evaluation Terms of Reference & Reports

Scope of Requirements

1. This section comprises extracts from the Evaluation Service Description.

2. All public dialogue projects co–funded by Sciencewise require an independent evaluation, for which this Service Description invites tenders. The aims of the evaluation are:

   - To provide an independent assessment of the impacts and quality of the dialogue project, covering the outputs and impacts of the project as a whole as well as the design, delivery, reporting and governance of the dialogue activities.

   - To contribute to the wider effectiveness and use of public dialogue.

3. The objectives of the evaluation are:

   - to gather and present objective and robust evidence of the nature and quality of the impacts, outputs and activities of the project in order to come to conclusions.

   - to identify lessons from the project to support capacity building across Government, and the wider development of good practice in public dialogue.

4. There will need to be some audit elements to the evaluation but it is not intended to assess the personal performance of those involved. It should rather focus on identifying the impacts of and lessons from the design, delivery, outputs and outcomes of the dialogue project overall. This requires analysis based on detailed evidence using the quantitative and qualitative data that will need to be collected by the evaluation.

5. The evaluation should include consideration of six key questions:

   - Objectives. Has the dialogue met its objectives? Were the objectives set the right ones?

   - Credibility. Was the dialogue design, delivery and reporting fit for purpose (appropriate to the context and objectives), and credible with those expected to use the results?

   - Quality. Has the dialogue met standards of good practice (according to the Sciencewise quality framework and guiding principles6? What took place, how, when, where, who with and why? How successful has the governance of the project been, including the role of stakeholders, oversight groups, the commissioning body and Sciencewise?

   - Impacts. Has the dialogue achieved the expected (and any unexpected) impacts on policy and decisions, on organisational change and learning, and on all those involved? What new insights have been obtained (including on tackling potential social and ethical risks)? Who has seen the results and how have the results been used? What has been the value of the project to those involved, including the extent to which those involved were satisfied with the dialogue outcomes and process?

   - Costs and benefits. What was the balance overall of the costs and benefits of the dialogue (basic costs compared to benefits, including potential future costs saved)?

   - Lessons. What are the lessons for future public dialogue projects (including from what worked well and less well)?

   …………………………………………………………………………………………

Stages of the evaluation

6. The evaluator will be expected to attend an inception meeting at the beginning of the project, and a final wash–up meeting at the end of the project. Formative evaluation will also be important, and the evaluator should be prepared to provide on–going feedback, based on evidence from evaluation research and emerging evaluation findings, to support project development.

7. It is expected that there will be three main stages of the evaluation, with brief reports on the first two stages that feed into the final evaluation report which will be expected to cover all three stages:

   - Baseline assessment. An early review of the specific policy context within which the project is operating, and the expectations of the commissioning body and other key stakeholders about the likely achievements and impacts of the project on policy decisions. A very brief report on this stage may be required but essentially this will provide a basis for the final evaluation assessment.

   - Interim assessment of design and delivery. As soon as possible after the completion of the dialogue events, a review of the quality of the design and delivery of the dialogue activities based on the evidence from evaluation research, including observation of events and feedback from public and other participants (e.g. experts and other stakeholders). Again, a very brief report on this stage may be required but essentially this will also feed into the final evaluation report.

   - Final assessment of the project overall. Final research and analysis following the publication and dissemination of the dialogue project reports to gain further feedback from those involved (e.g. the oversight group, commissioning body, delivery contractors and others). This new data, together with data from the earlier stages of evaluation research, should be used to produce an overall evaluation report providing an assessment of the impacts of the project and of the quality of the design, delivery and reporting of the dialogue project overall.

8. The final evaluation report should be produced in draft and circulated internally to the project team, Innovate UK and Sciencewise at least one week prior to the wash–up meeting.

9. The final evaluation report should explicitly address all six key questions outlined above and cover all dialogue project activities, including the following:

   - Preliminary activities (e.g. desk research).

   - Governance (e.g. oversight groups) and stakeholder engagement.

   - Public dialogue activities (e.g. sampling, recruitment and number of participants; number, location and design of events; the main questions addressed by the public; quality of information provided; specialists involved).

   - Any other related public engagement activities (e.g. polls or online surveys), and any other activities affecting the impacts, value and credibility of the dialogue results.

   - Reports from the project, including to public participants.

   - All impacts (achieved and expected), and all dissemination and use of dialogue results.

10. The final report should be written in accessible language and provided in a form that is useful for learning and demonstrating impacts, including an Executive Summary (which can stand alone and which provides a brief description of the project, a very brief summary of the evaluation methodology, and the main evaluation findings particularly on impacts and lessons for the future); with detailed evaluation data provided in annexes.

Criteria

11. Key questions relating to whether objectives and standards of good practice (quality) have been met can be addressed by using the following definitions.

- 'Very well met' – met to the greatest degree that could be expected. No improvements are identified that could realistically have been implemented.
- 'Well met' – met, with only one or a few relatively small improvements identified, but without any substantive impact on the output of the dialogue.
- 'Fairly well met' – met, but with a series of improvements identified that could have substantively improved the process and/or impact of the dialogue.
- 'Not very well met' – falls short of expectations in a substantive or significant way.
- 'Not met' – effectively not met at all.

Deliverables

12. In summary, the deliverables from the evaluation were to be:

- Formative evaluation input throughout the project
- Brief baseline evaluation report for internal circulation only
- Brief interim evaluation report for internal circulation only
- Draft final evaluation report for internal circulation only, circulated at least one week prior to the wash–up meeting
- Attendance at final wash–up meeting to input evaluation findings to date
- Detailed final evaluation report covering previous evaluation reports and all aspects of the work as outlined above agreed with Innovate UK and Sciencewise.

13. Our reports corresponding to these deliverables are listed below.

Reference	Title	Date
WO C2015_1 V1.0	Drones Dialogue Evaluation Plan	October 2015
WO C2015_2 V1.0	RPAS Dialogue Baseline Evaluation	November 2015
WO C2015_3	RPAS Dialogue Evaluation – Progress to End 11/2015	November 2015
WO C2015_4	RPAS Dialogue Evaluation – Progress to End 12/2015	December 2015
WO C2015_5	RPAS Dialogue Evaluation – Progress to End 1/2016	January 2106
WO C2015_6 V0.2	RPAS Dialogue Evaluation – Progress to End 2/2016	February 2016
WO C2015_7 V0.2	Evaluation of the Drones Dialogue – Interim Findings	March 2016
WO C2015_8 V1.0	Drones Dialogue Evaluation Report	June 2016

Annex C: Oversight Group Terms of Reference

Role

1. The role of the Group is to oversee the dialogue process and materials, and to help ensure that the:

   - Dialogue material is: comprehensive; balanced; accessible to the lay audience; and relevant to policy makers; and
   - The engagement process is: far reaching and accessible.

2. In addition, Oversight Group members will be expected to:

   - Bring diverse views and perspectives to the framing of the dialogue;
   - Bring expertise and intelligence from their own organisations/disciplines to help shape the dialogue;
   - Disseminate and promote findings through their own networks;
   - Help select appropriate experts to inform the dialogue process and to contribute scientific or other expertise in dialogue sessions, where necessary; and
   - Contribute to the selection of source materials and development of stimulus materials for the dialogue.

3. It is expected that the Oversight Group will comment on the following:

   - Background and stimulus material;
   - Dialogue and communications strategy;
   - Process, recruitment, design and content of dialogue events and activities;
   - Composition of dialogue events;
   - Dialogue questions; and
   - Outputs from dialogue events and activities.

4. The role of the Group is therefore advisory. It will report to the DfT Project Manager (Peter Duggan). It is the responsibility of the Authority to make decisions on the consultation process, materials and final report.

Time commitment

5. Oversight Group activities will take place over around a year from June 2015. Members are expected to commit around 2.5 working days during this period. Members will be asked to attend four or five formal meetings.

Annex D: Feedback Questionnaire Analysis

Wave 1

Q		Strongly disagree	Tend to disagree	Neutral	Tend to agree	Strongly agree	Don't know
1	The event allowed the key issues about the use of drones in the UK to be identified and discussed.						
2	I felt able to take part in discussion and express my views.						
3	The event was well organised and facilitated.						
4	The information provided was useful and well designed.						
5	The information provided was fair and balanced.						
6	The event gave me a clear understanding of the aims of the Dialogue and how it will be delivered.						
7	Overall, I thought the event was useful and valuable.						

Q		Strongly disagree	Tend to disagree	Neutral	Tend to agree	Strongly agree	Don't know
11	I understand how the results of this Dialogue will be used by the Government						
12	I believe the Government will take account of the views expressed by people at these events.						

	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q11	Q12
Responses	125	125	124	124	124	124	124	123	121
Average	4.5	4.8	4.8	4.7	4.4	4.5	4.7	4.2	3.8
No. Agreed	117	125	121	119	107	117	122	102	74
% Agreed	94%	100%	98%	96%	86%	94%	98%	83%	61%
Don't Know	0	0	1	0	1	0	0	0	2

Unless otherwise stated, all % figures in this annex relate to the total responding 1-5 to that question totals sum both those who strongly agreed and tended to agree with a statement in the questionnaire.

This annex is a summary only. Detailed analysis has been provided separately. Results are tabulated rather than charted because the range is generally so small that differences would not be visible.

Wave 2

Q		Strongly disagree	Tend to disagree	Neutral	Tend to agree	Strongly agree	Don't know
1	Views on the best ways to address concerns about drones were identified and discussed.						
2	I felt able to take part in discussion and express my views.						
3	The event was well organised and facilitated.						
4	The information provided was useful and well designed.						
5	The information provided was fair and balanced.						
6	Discussion with stakeholders/specialists was helpful, informative and balanced.						
7	Overall, I thought the event was useful and valuable.						

Q		Strongly disagree	Tend to disagree	Neutral	Tend to agree	Strongly agree	Don't know
11	I understand the aims of the Dialogue and how they will be delivered						
12	I understand how the results of this Dialogue will be used by the Government						
13	I believe the Government will take account of the views expressed by people at these events.						

	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q11	Q12	Q13
Responses	124	124	124	124	123	124	124	125	125	121
Average	4.5	4.8	4.7	4.8	4.7	4.8	4.8	4.5	4.3	4.0
No. Agreed	114	119	119	122	115	123	121	115	110	89
% Agreed	92%	96%	96%	98%	93%	99%	98%	92%	88%	74%
Don't Know	0	0	0	0	0	0	0	0	0	4

Wave 3

Q		Strongly disagree	Tend to disagree	Neutral	Tend to agree	Strongly agree	Don't know
1	The event enabled me to identify priorities for ways of addressing concerns about drone use and the challenges involved						
2	I felt able to take part in discussion and express my views.						
3	We had sufficient time to develop and express our views						
4	The event was well organised and facilitated.						
5	The information provided was useful and well designed.						
6	The information provided was fair and balanced.						
7	Discussion with stakeholders/specialists was helpful, informative and balanced.						
8	Overall, I thought the event was useful and valuable.						

Q		Strongly disagree	Tend to disagree	Neutral	Tend to agree	Strongly agree	Don't know
11	I understand the aims of the Dialogue and how they will be delivered						
12	I understand how the results of this Dialogue will be used by the Government						
13	I believe the Government will take account of the views expressed by people at these events.						

	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q11	Q12	Q13
Responses	108	108	108	108	108	107	107	108	107	106	102
Average	4.6	4.6	4.3	4.6	4.6	4.5	4.6	4.6	4.5	4.4	4.0
No. Agreed	101	99	92	99	102	94	98	99	99	95	73
% Agreed	94%	92%	85%	92%	94%	88%	92%	92%	93%	90%	72%
Don't Know	0	0	0	0	0	1	1	0	1	2	4

Stakeholder Workshop

Q		Strongly disagree	Tend to disagree	Neutral	Tend to agree	Strongly agree	Don't know
1	The event allowed the key issues about the use of drones in the UK to be identified and discussed.						
2	I felt able to take part in discussion and express my views.						
3	The event was well organised and facilitated.						
4	The information provided was useful and well designed.						
5	The information provided was fair and balanced.						
6	The event gave me a clear understanding of the aims of the Dialogue and how it will be delivered.						
7	Overall, I thought the event was useful and valuable.						

Q		Strongly disagree	Tend to disagree	Neutral	Tend to agree	Strongly agree	Don't know
11	I am confident the Dialogue will enable all the key issues about the use of drones in the UK to be identified and discussed.						
12	I understand how the results of this Dialogue will be used by the Government.						
13	I believe the Government will take account of the views expressed by people at these events.						

	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q11	Q12	Q13
Responses	37	36	36	36	35	36	36	36	36	36
Average	4.6	4.8	4.7	4.3	4.3	4.1	4.6	4.3	4.2	4.1
No. Agreed	36	35	35	31	29	30	35	32	29	27
% Agreed	97%	97%	97%	86%	83%	83%	97%	89%	81%	75%
Don't Know	0	1	1	1	2	1	1	0	0	0

Stakeholder Summit

Q		Strongly disagree	Tend to disagree	Neutral	Tend to agree	Strongly agree	Don't know
1	The event allowed the key outcomes from the Dialogue to be identified and discussed						
2	The event allowed joint or agreed actions to be identified and discussed.						
3	I felt able to take part in discussion and express my views.						
4	The event was well organised and facilitated.						
5	The event gave me a clear understanding of the aims of the Dialogue and whether they are being achieved						
6	Overall, I thought the event was useful and valuable.						

Q		Strongly disagree	Tend to disagree	Neutral	Tend to agree	Strongly agree	Don't know
9	The Dialogue has enabled all the key issues about the use of Drones in the UK to be identified and discussed.						
10	I understand how the results of this Dialogue will be used by the Government						
11	I believe the Government will take account of the views expressed by people at these events.						

	Q1	Q2	Q3	Q4	Q5	Q6	Q9	Q10	Q11
Responses	18	18	18	18	18	18	18	18	17
Average	4.7	4.1	4.6	4.8	4.4	4.7	4.3	4.1	4.1
No. Agreed	18	12	16	18	16	17	17	14	14
% Agreed	100%	67%	89%	100%	89%	94%	94%	78%	82%
Don't Know	0	0	0	0	0	0	0	0	1