



REPORT

To: Infrastructure Committee

14 June 2005

**From: Executive Director
Infrastructure Services Department**

SULLOM VOE OIL TERMINAL ENVIRONMENTAL ADVISORY GROUP (SOTEAG)

1. Introduction

- 1.1 The Chairman of the Infrastructure Committee has invited Professor Bill Ritchie of SOTEAG to give a short presentation on the work of SOTEAG and the environmental performance of the Terminal over the last year.

2. Proposal

- 2.1 Members are asked to note the information presented and to take the opportunity to ask any questions on SOTEAG's activities.

3. Financial Implications

- 3.1 There are no financial implications arising from this report.

4. Policy and Delegated Authority

- 4.1 The Infrastructure Committee has delegated authority to implement decisions within its remit for which the overall objectives have been agreed by the Council (Min Ref 70/03). The Infrastructure Committee remit includes responsibility for environmental matters.

5. Recommendation

- 5.1 I recommend that Members note the presentation by Professor Ritchie and take the opportunity to ask questions on SOTEAG's activities.

Infrastructure Committee - Tuesday 14 June 2005

Agenda Item No. 01 - Public Report

Report No: IFSD-07-05-F



REPORT

To: Infrastructure Committee

14 June 2005

**From: Head of Planning
Infrastructure Services Department**

THE FLADDABISTER AND OCRAQUOY SETTLEMENT DESIGN STATEMENT

1 Introduction

1.1 The purpose of this report is to gain Members' approval of the proposed Settlement Design Statement (attached as Appendix 1) to enable the document to be adopted as Supplementary Planning Guidance to The Shetland Local Plan.

1.2 *Scottish Planning Policy 1 – The Planning System* states that “Supplementary guidance is useful where: there is a need for an urgent policy response to an emerging issue” (Paragraph 41). Provided the Settlement Design Statement is adopted by members it will be used as a material consideration when determining planning applications.

2 Background

2.1 The concept of a Settlement Design Statement for Fladdabister and Ocraquoy dates back to 28th April 2003. It was decided at a Community Council meeting that a ‘Village Plan’ should be prepared for the Fladdabister and Ocraquoy area. The Fladdabister and Ocraquoy area can be distinguished as the area of land lying to the east of the A970 between the Fladdabister junction to the north and the Fladdabister junction to the south. The ‘Village plan’ would allay concerns within the community regarding the amount of development that was occurring in the area. It was felt that the designation of Zone 2 in the Local Plan was encouraging too much development. The community felt that the development was occurring in an uncontrolled manner to the detriment of the area as a whole.

2.2 In June 2003 a public meeting was held in the Cunningsburgh Hall to discuss the consideration of a Village Design Statement, which was later renamed ‘Settlement Design Statement’. This meeting

was attended by the Local Councillor, representatives from the Planning Department, 36 members of the public and the Community Council. A number of issues were discussed and there was a general agreement that further housing development was necessary and welcome; but that it should be done in a responsible manner and relate strongly to the existing settlement pattern and rural character of the area. A steering group was set up with the remit of carrying the Statement forward, developing a format and ideas. (Members should note that the minutes of these meetings, and the final meeting of the Steering Group, have been attached as Appendix 2 to this report.)

- 2.3 Throughout 2004 the steering group worked on the production of the Settlement Design Statement with assistance from the Council's Planning Service. In February 2005, Steering Group members agreed the contents of the Settlement Design Statement and a public meeting was arranged.

- 2.4 The 'Draft Fladdabister and Ocraquoy Settlement Design Statement' was put before a public meeting in March 2005. The meeting was advertised in the Shetland Times and in the Cunningsburgh shop; the draft document was made available on the Council's website. 42 members of the public attended the meeting. Presentations were given by both the Community Council and the Planning Officer on the role the Settlement Design Statement would play in the future development of the area. The Statement was put to the vote and the results were as follows:

Yes	30
No	3
Abstained	9

- 2.5 As there was such an overwhelming majority in favour of the Statement, it was decided at the meeting to send the Statement through the consultation process prior to putting it before the Infrastructure Committee for adoption.
- 2.6 The consultation period passed without any objections on the contents of the Statement. Indeed, the responses received were encouraging and supported the Statement as a positive model of collaboration between a local community and a local authority. (Members should note that the consultation responses have been attached as Appendix 3 to this report).

3 Discussion

- 3.1 The Fladdabister and Ocraquoy Settlement Design Statement contains 14 recommendations in total. The Design Statement will be used to ensure that any future development is based on a considered understanding and appreciation of the area's past and

present use and development. It is hoped that the document will contribute positively to the future of Fladdabister and Ocrquoy and help conserve its unique rural character for future generations to enjoy. In doing so, the Statement will work towards a sustainable vision for Shetland, which incorporates the aims of the Shetland Structure Plan and Corporate Plan. The Statement will help secure this by, for example, respecting and enhancing Shetland's cultural heritage, built environment and biodiversity and by improving community participation.

- 3.2 It is believed that the Fladdabister and Ocrquoy Settlement Design Statement will be the first of its kind in Scotland. Settlement Design or Village Design Statements have been used in England for a number of years now as a method of helping local communities actively to participate in, and influence, the way the planning system works locally. The main purpose of these Statements is to protect and enhance the distinctive character of rural areas and promote good design. The Fladdabister and Ocrquoy Settlement Design Statement has similar themes; however, members of the Steering Group believed that specific design advice was not necessary as the 'Shetland House' already provided a benchmark for good design.
- 3.3 The Statement is intended for use by:
- Statutory bodies and the Shetland Islands Council.
The Community Council.
Planners, developers, builders, architects, designers and engineers.
Householders, landowners, crofters and farmers.
- 3.4 A draft version of the statement was handed out during pre-application proposals in the area. It appears to have been well received by members of the public who have commented positively on the recommendations, for example on tree planting and landscaping.
- 3.5 Members should note that the Statement is separate from the Zoning Policy, but will provide another layer of guidance that will be taken into account when assessing proposed development in the area. The Steering Group have indicated a desire to be involved in the Zoning Review and their future role is covered by Recommendation 12 of the Statement.
- 3.6 To date a number of other communities have contacted the Planning Department with an interest of producing their own Settlement Design Statement. These communities are Cunningsburgh, Northmavine and Skerries, and they have been provided with guidance on how to produce a Settlement Design Statement.

- 3.7 It is envisaged that the Fladdabister and Odraquoy Settlement Design Statement will provide a template for any future Statements, therefore, it is predicted that the Planning Department will have less involvement in the future, as a worked example will exist. Planning staff will advise when and where we are requested to do so but our central role will be reduced.

4 Financial Implications

- 4.1 This report has no direct financial implications.

5 Policy and Delegated Authority

- 5.1 The Infrastructure Committee has full delegated authority to act within its remit (Min Refs 19/03 and 07/03) and for which the overall objectives have been approved by the Council, in addition to the appropriate budget provision. As this report is proposing adoption of a new policy, a decision of the Council is required.

6 Conclusions

- 6.1 The finalised draft of The Fladdabister and Odraquoy Settlement Design Statement has been completed and the comments received following the consultation process and at public meetings have been taken account of in the document.

7 Recommendations

- 7.1 I recommend that the Infrastructure Committee recommends to Council that:

the finalised draft of The Fladdabister and Odraquoy Settlement Design Statement is approved, and

that it is adopted as supplementary planning guidance.

Report Number : PL-13-05-F



REPORT

**To: Inter Island Ferries Board
Infrastructure Committee**

**14 June 2005
14 June 2005**

From: Projects Unit Manager – Capital Programme Services

Whalsay Links Project – STAG 1 Report

1. Introduction

- 1.1 The purpose of this report is to provide details on the outcome of the first stage of the appraisal of options to provide a future transport link to Whalsay, and to outline how the project will be taken forward.

2. Background

- 2.1 A number of reasons have prompted consideration of options for the Whalsay transport link. These include a requirement to consider the replacement of ferries on the route, the deteriorating nature of the terminals used by the ferries, peak period capacity issues, and problems with any larger ferries operating from the current terminal in Symbister Harbour.
- 2.2 The appraisal has been undertaken by consultants working for the Capital Programme Services, FaberMaunsell and BM Consulting. Together, and along with the input of the Whalsay Ferries and Terminals Working Group, they have produced an initial appraisal of options for the route. The Executive Summary from the report is attached as Appendix 1, and the full report is provided in the Members' Room.
- 2.3 Work undertaken to date has included an analysis of problems, the development of core project objectives, the development and sifting of options, and an initial appraisal of options. This process has been complemented by the input of the Whalsay Ferries and Terminals Working Group and consultation with Whalsay residents and businesses, ferry users, and other key stakeholders. The process has also benefited from an in-depth analysis of historic ferry carryings.

- 2.4 Due to the anticipated level of investment that could be required for the Whalsay link (which may require additional funding from external sources), the appraisal has been undertaken in accordance with the Scottish Transport Appraisal Guidelines (STAG). It is a requirement that any project for which Scottish Executive funding or support is required is subject to this process.

3. Findings of the First Stage of Appraisal

- 3.1 A number of key findings have arisen from the work undertaken to date. These are summarised below.
- a) There have been recent and significant increases in demand for vehicle carryings during the four morning sailings from Whalsay, and the four evening sailings returning to the island.
 - b) There is a strong local and national policy commitment to the maintenance of island links due to the recognition that they are key to the current and future economic and social sustainability of remote island populations, such as Whalsay.
 - c) The level of investment required in both terminals and ferries in order to accommodate this demand is significant, with initial estimates ranging from £40m to £55m capital costs (inclusive of allowance for optimism, risk and uncertainties at this stage) dependent upon the terminal and vessel configuration being considered. Fixed link options, whilst potentially offering significant benefits and a reduced ongoing revenue burden, may require capital investment in the order of £100m.
 - d) Core to the case for this funding are the benefits of sustaining a vibrant community on the Island of Whalsay, facilitated through the provision of a high quality ferry service or fixed link to the mainland.
 - e) In relation to vessels, analysis suggests an eventual requirement for two vessels of the same size as MV Daggri and MV Dagalien to cope with forecast growth in vehicle demand. However, other supplementary measures could also help to manage peak period demand without necessarily constraining the socio-economic characteristics of Whalsay.
 - f) In relation to Mainland terminals, to date the appraisal has found that the most suitable locations continue to be at Laxo, with Vidlin used as a diversionary port.
 - g) On Whalsay, two possible options for the development of a new terminal have emerged. One option is for an extension of the existing harbour. The other is for the development of a new ferry facility in the neighbouring North Voe.

- h) Both a tunnel and bridge fixed link options have been considered, with initial work suggesting that both are feasible. It is noted that tunnel costs are based around current UK and EU standards, which generally are based on high traffic volume routes.

- 3.2 It is noted that at this stage in the process, it is not possible to identify a preferred option, or to rule out any options.

4. The Next Stages

- 4.1 The continued development and appraisal of options to provide Whalsay's transport link is essential to ensure that the considerable work done to date remains relevant and the needs of Whalsay are addressed as effectively as possible.
- 4.2 Further study is now anticipated to provide the evidence to support the final decisions that will require to be made for the future of the transport link to Whalsay.
- 4.3 Specifically, the next stages of work include:
 - a) Ferry User survey to determine trip-making characteristics of current ferry users, and to explore the potential to influence the rate of growth in demand for commuter sailings;
 - b) Refinement of designs and costs for Laxo and Vidlin terminals;
 - c) Refinement of designs and costs for the North Voe and Symbister Harbour terminals;
 - d) Further "desk-top" based research into costs for fixed link options; and
 - e) Consequential appraisal of impact of different options, to include environmental, navigational, transportation, social and economic impacts.
- 4.4 Outcomes of this further work will be used to continue to develop and refine the short-listed options, with the aim to produce a detailed Part 2 STAG appraisal for presentation to Shetland Islands Council and potential funding partners.
- 4.5 Due to the potential scale and impact of any of the current options, it is necessary to consider the Whalsay Links appraisal alongside the problems and opportunities faced on other Inter-Island links as well as the delivery of transport services within Shetland. This work will help to inform and confirm key issues related to the Whalsay Link,

including fixed links, future vessel deployment options, and terminal development.

- 4.6 The development of Shetland's Transport Strategy (See separate report to the Infrastructure Committee 14 June 2005) provides the vehicle to achieve this, and thus to identify a realistic and coherent medium to long-term strategy for Whalsay and other island links. With this in place the Whalsay project can be given a clear position within a programme of initiatives to deliver transport infrastructure and services in Shetland.

5. Financial Implications

- 5.1 There are no direct financial implications associated with this report.

6. Policy and Delegated Authority

- 6.1 The Inter Island Ferries Board has responsibility for operating the service in accordance with overall Council policy and agreed budgets Min. Ref. SIC 70/03.
- 6.2 The development of the Transport Strategy falls under the remit of the Infrastructure Committee which has full delegated authority for transport matters for which the overall objectives and budget have been approved by the Council (Min Re f SIC 19/03 and 70/03).

7. Conclusions

- 7.1 The work undertaken to date has allowed a detailed understanding of the key issues that require to be more fully addressed during the next stage of project development and appraisal.
- 7.2 The support of Shetland Islands Council, and possibly of external funding partners will be required to enable the ultimate delivery of this project. Central to the case for this support are the benefits to be gained from maintaining a vibrant community on Whalsay.
- 7.3 Further work is now required in order to provide robust evidence as to the most suitable option for Whalsay.
- 7.4 It is also necessary, as part of the Local Transport Strategy process, to develop a wider medium to long-term strategy for the Inter-Island Links. This work will help to inform and confirm key issues related to the Whalsay Link, including fixed links, future vessel deployment options, and terminal development.
- 7.5 It is proposed therefore, that this project can be integrated with the development of the Council's Transport Strategy and that the recommended next steps are carried out within the remit of that process.

8. Recommendations

I recommend that the Committee:

- 8.1 Note the outcomes of the initial appraisal

- 8.2 Support in principle that the future development of the appraisal be included in the development of the Council's Transport Strategy (See separate report to the Infrastructure Committee 14 June 2005).

Report Number : IFSD-CPU-02-05-F

Appendix 1
Whalsay Links Project – STAG 1 Report
Executive Summary

INFRASTRUCTURE
COMMITTEE - TUESDAY 14
JUNE 2005
AGENDA ITEM NO. 03 -
PUBLIC APPENDIX

SHETLAND ISLANDS COUNCIL

WHALSAY LINKS PROJECT

EXECUTIVE SUMMARY

Prepared by: Approved by:
Richie Fraser Paul Finch
Consultant Principal Consultant

Rev No	Comments	Approved / Reviewed	Date
2	Exec Summary	PF	06/06/05
1	Exec Summary	PF	27/05/05

EXECUTIVE SUMMARY



Executive Summary

Commission

Shetland Islands Council (SIC) commissioned FaberMaunsell and BM Consulting to undertake a Scottish Transport Appraisal Guidance (STAG)¹ assessment on the existing Symbister – Laxo ferry route. This work involves an appraisal of options to secure the future provision of the lifeline link between Whalsay and the Shetland Mainland. A full STAG Part 1 appraisal document has been prepared to accompany this summary document.

The objectives of the appraisal were determined during the course of the work, and have been subsequently confirmed by the Whalsay Ferries and Terminals Working Group, the Island Links Strategy Working Group, the Inter Island Ferries Board, and the Infrastructure Services Committee.

- To deliver a solution that is affordable (for funding bodies)
- To deliver a solution that is operationally sustainable
- To at least maintain the current level of accessibility to the island
- To reduce conflict between ferry and other harbour uses
- To better match supply and demand
- To ensure that the socio-economic characteristics of the island are not constrained.

Policy Review

A policy review was undertaken of relevant national transport and planning documents, as well as relevant local planning, transport and economic development plans and strategies. The findings of this review confirm that at both national and local level, there is a strong commitment to the maintenance of lifeline ferry services, due to the recognition that they are key to the current and future economic and social sustainability of remote island populations, such as Whalsay.

Socio-Economic Analysis

Whalsay has benefited from a relatively stable population between the last three censuses, of 1,031 in 1981, 1,041 in 1991 and 1,034 in 2001. The Island is resident to a third of the “island-based” population of Shetland. It is noted that the community benefits from a range of community, leisure and social facilities. Despite a historic decline in white fish activity, the population of the island has remained steady, enabled by the good ferry service which has allowed islanders to access jobs, services and social activity on the Shetland Mainland.

Consultation

Extensive public consultation has been undertaken in this study to evaluate stakeholder views on this current service, and options for future development. Prior to the current commission, SIC met with Whalsay Community Council, hosted a public meeting, and also issued a questionnaire to Whalsay residents and businesses. As a result of the public meeting in 2004, it was decided to form a Whalsay Ferries and Terminals Working Group comprising of members of the community, and the subsequent meetings of this group have also greatly assisted this commission. Face-to-face and telephone meetings have been undertaken with key stakeholders. An open consultation event also provided an opportunity for any interested Whalsay residents or ferry users to take part in a one-to-one discussion with the consultants regarding the service provided on the route, and their views on potential options.

¹ Scottish Executive, *Scottish Transport Appraisal Guidance (Version 1.0)*, 2003, Scottish Executive, Edinburgh. STAG is the official appraisal framework developed by the Scottish Executive to aid transport planners and decision-makers in the development of transport policies, plans, programmes and projects in Scotland. It is a requirement that all transport projects for which Scottish Executive support or approval is required, are appraised in accordance with STAG

Review of Problems and Opportunities

1. Requirement to plan for the replacement of existing vessels on the route – whilst *MV Linga* has an assumed twenty-year design life to 2022, other vessels suitable for the route within the fleet are approaching their life expiry. Refurbishment work has been undertaken to *MV Hendra* to extend her life to 2010. Options exist to secure similar modest life extensions for other vessels in the fleet. As well as age, implementation of IMO legislation may curtail the future deployment of these older vessels.
 2. It is highlighted that a like-for-like replacement of existing vessels could not necessarily be achieved under current legislation. This is principally due to the implications of enhanced safety requirements required by current legislation², such as stability requirements, and the requirement for passenger accommodation to be above the vehicle deck³. In combination, these factors result in a larger sized vessel just to carry a similar number of vehicles.
 3. Requirement to plan for either the renewal, or replacement of existing ferry terminals. The current ferry terminals, designed for the first generation of ferries in the 1970s, are now approaching the limits of their operation, due to the increased size of vessels utilising them, and consequential increased berthing pressures. It is clearly desirable to plan for the renewal of terminals and vessels in a co-ordinated manner.
 4. Requirement to address issues of demand exceeding available vehicle deck capacity on the current vessels. Issues are principally related to growth in commuter traffic (which has recorded significant growth since 2000), increases in average vehicle size, and the availability of space on the vehicle deck for HGVs.
 5. Requirement to help sustain the socio-economic prospects of Whalsay. It is considered that sustaining the future socio-economic profile of Whalsay will be strongly influenced upon the ability to provide an affordable and accessible ferry service to the mainland.
 6. Requirement to address harbour congestion issues at Symbister. The introduction of vessels any larger than those already serving the island will require full consideration of safe manoeuvring space for ferries and other vessels within the harbour and at the harbour mouth, as well berthing requirements.
 7. Concern regarding the financial sustainability of operating two larger ferries. The consultation raised fears that the operation of two larger ferries, due to increased running costs, and leasing costs (if vessels are financed in this manner) could ultimately be considered to be financially unsustainable – leading to a single vessel service for the island, and a consequential reduction in accessibility. This led to requests for the development of replacement vessels to be practical, simple, affordable and suitable for the intended route.
 8. The importance of the provision of an operationally reliable ferry service was stressed, including a service that can operate satisfactorily during periods of poor weather, and also during scheduled and unscheduled service alterations.
 9. The benefits of achieving a greater standardisation with the fleet were recognised, leading to greater operational flexibility, and potential cost efficiencies in operation.
- Further sets of comments were made with respect to the wider context in which the ferry service operates.
10. The affordability of the proposals, in terms of capital investment and operating costs, could be a constraint on different options.
 11. Concern about the relationship between the provision of the ferry services, future development of the harbour, and future socio-economic prospects for Whalsay.

² Examples include EU directive 1998/18/EC and EU directive 2002/25/EC (both cover construction and stability rules), IMO Convention on the Prevention of Pollution of the Marine Environment – MARPOL (covers control of oil, sewage, garbage and air pollution), IMO Convention on Safety at Sea - SOLAS

³ EU 1998/18/EC (also known as L144) – Dictates that all passenger accommodation must be above main deck. Applicable to all new vessels whose keels were laid after mid 2000; existing older vessels have exemption until around 2010.

Long List of Options

A number of options were developed to provide a range of alternative ways to address the project aims and objectives. These were split into four categories: Whalsay terminal options, mainland terminal options, vessel options, and fixed links.

The Whalsay terminal options sought to create more space for the various different activities within Symbister harbour, either by relocation of activity to elsewhere in Shetland, extension of the existing facility, or development of an additional facility on Whalsay. The options recommended for further analysis were an extension of the existing harbour to facilitate a new ferry terminal within the harbour, and the development of a separate facility in the North Voe (adjacent to the existing harbour) for ferries.

The proposals for a terminal location on the mainland included retention of Laxo and Vidlin, and new terminals closer to Whalsay. Only Laxo and Vidlin were taken forward to the next stage of appraisal – principally due to large costs associated with developing new locations against limited additional benefits.

The initial appraisal work has concentrated on examining two vessels sizes: a nominal 16 vehicle capacity vessel; and a nominal 31 vehicle capacity vehicle.⁴

The potential for linking Whalsay to mainland Shetland via a bridge or a tunnel are further options that have been considered in this investigation.

Short List of Options

Option 1 – Do Minimum

- Laxo and Vidlin, renewed or replaced on a like for like basis.
- Current location within Symbister harbour renewed or replaced on a like for like basis.
- *MV Linga* and *MV Hendra* retained until life expiry, then replaced on a similar basis.

Option 2 – Harbour Extension + Laxo using *MV Linga* and one new larger vessel

- Laxo as mainland terminal, with Vidlin retained as diversionary terminal. Both terminals replaced to accommodate 31 vehicle capacity vessels.
- Harbour extension at Symbister providing a new ferry terminal within a new outer breakwater, capable of accommodating 31 vehicle capacity vessels.
- Vessels – New 31 vehicle capacity vehicle introduced. *MV Linga* retained until life expiry and then replaced to provide a vessel with similar vehicle carrying capacity.

Option 3 – Harbour extension + Laxo using two new larger vessels

- Laxo as mainland terminal, with Vidlin retained as diversionary terminal. Both terminals replaced to accommodate 31 vehicle capacity vessels.
- Harbour extension at Symbister providing a new ferry terminal within a new outer breakwater, capable of accommodating 31 vehicle capacity vessels.
- Two new 31 vehicle capacity vehicles introduced onto the route.

Option 4 – North Voe + Laxo using *MV Linga* and one new larger vessel

- Laxo as mainland terminal, with Vidlin retained as diversionary terminal. Both terminals replaced to accommodate 31 vehicle capacity vessels.
- New ferry facility developed within the North Voe, capable of accommodating 31 vehicle capacity vessels.
- New 31 vehicle capacity vessel introduced. *MV Linga* retained until life expiry and then replaced to provide a vessel with similar vehicle carrying capacity.

Option 5 – North Voe + Laxo using two new larger vessels

- Laxo as mainland terminal, with Vidlin retained as diversionary terminal. Both terminals replaced to accommodate 31 vehicle capacity vessels.
- New ferry facility developed within the North Voe, capable of accommodating 31 vehicle capacity vessels.
- Vessels – Two new 31 vehicle capacity vessels introduced.

⁴ For ease of illustration, all vehicle types are expressed in Passenger Car equivalent Unit's (PCU's) e.g. an articulated commercial vehicle is classed as the equivalent of 6 passenger cars.

Options 6 and 7 – Fixed Link – Bridge and Tunnel

- These options consist of providing a bridge or tunnel fixed link between Whalsay and Shetland Mainland. Initial designs based on previous feasibility reports.

Initial Option Costings

Initial work has been undertaken to determine preliminary capital and operational costs for each option. These provide an initial estimate of the scale of investment potentially required, but it is recognised that further detailed work is required to confirm these initial estimates, particularly in relation to the ferry terminals. In accordance with recent HM Treasury guidance, a separate optimism bias uplift has also been included. This adjustment takes account of statistical evidence that investment cost estimates at the appraisal stage are typically understated, due to the preliminary nature of designs and assumptions⁵.

Initial estimates of undiscounted capital costs (inclusive of optimism bias adjustments) show that the seven options fall into three main bands of investment, based on a 25-year appraisal period.

- Option 1, (do minimum), is currently estimated to require total investment of between £20m and £25m;
- Options 2, 3, 4, and 5 (ferry and terminal options), are estimated to require capital investment of between £40m and £55m; and
- Options 6 and 7 (fixed links) are estimated to require total investment in excess of £100m⁶.

For options 1 to 5, operational costs, inclusive of ferry service overheads vary between £2.3m per annum to £2.5m per annum. Option 6 and 7(fixed links) operating costs are in the region of £0.1m to £0.2m per annum.

The total capital and operating costs have also been considered over the 25-year appraisal period, and then discounted in line with standard “cost benefit analysis” methodologies. This reveals that the do-minimum option is the least cost option, but also that some of the fixed link options, and ferry options perform similarly.

Key Findings

The seven options outlined above have been appraised in line with the study objectives detailed at the beginning of this report, as well as in relation to their implementability, and the five national transport objectives (Environment; Safety; Economy; Integration; and Accessibility and Social Inclusion).

Firstly, it is emphasised that the initial appraisal has been undertaken on the basis of available information, and the preliminary work undertaken on each of the options. Further work is required, specifically in relation to the final costs and designs for the two island terminal options.

It is highlighted that there is a strong policy context, at both national and local level, for support to provide essential lifeline ferry services, so as to promote the social and economic viability of island communities, such as Whalsay.

All options, other than the do-minimum, are highly dependent upon securing support from SIC and other external funding bodies. Core to the case for this funding are the benefits of sustaining a vibrant community on the Island of Whalsay, facilitated through the provision of a high quality ferry service or fixed link to the mainland.

⁵ The British Department for Transport, Procedures for Dealing with Optimism Bias in Transport Planning Guidance Document, June 2004

⁶ Include link roads etc. Tunnel costings have been undertaken on the basis of current world-wide experience, and the application of current applicable EU standards. It is recognised that recent Norwegian experience may suggest the opportunity for lower costs, and this is the subject of ongoing examination.

Fixed Links

At the present time, the fixed link options contain a significant amount of risk, due to the limited level of detail to which options have been worked up. However, they provide an attractive longer-term solution in terms of improving accessibility, offering travel time and reliability benefits, and potentially reducing long-term costs. The fixed link options also provide more flexibility to respond to increased commuting peaks to and from the Mainland. However, due to the significant investment required, a decision on the provision of fixed links to Whalsay cannot be looked at in isolation of Whalsay, with the issue demanding a review across other potential island links – particularly Bluemull Sound and Yell Sound.

Mainland Terminal

In relation to the development of the Mainland terminal, there appears to be little benefit to be gained by a new terminal other than at Laxo. Despite offering the prospect of slightly reduced crossing times, other locations still require the retention of a two-vessel service, would require significant infrastructure, and would not link as well to the current public transport connection. At present, in the absence of detailed sea-state information, the appraisal assumes that Laxo be provided as the principal mainland terminal, in conjunction with Vidlin as a diversionary port.

Island Terminal

The two main alternative options for the island ferry terminal each have their own profile of positive and negative impacts. The key issues affecting either location, as highlighted during the initial appraisal, are summarised below. Further work is required to work up initial concepts, and confirm finalised designs and costs so as to complete the option appraisal process for the island terminal.

- **Affordability** – both options require a significant investment in new terminal infrastructure. Further work is required to produce final designs, which can be used as a basis for detailed cost estimates. This work includes hydrographic surveys and wave modelling.
- **Economy** – both options provide the opportunity for increased capacity within the inner harbour for both leisure and commercial uses. The North Voe options may require the relocation of the existing fish farm, northwards within the Voe. The extent of any required relocation, the feasibility of doing this, and the scale of any consequential impacts on the fish farm requires to be determined following finalisation of designs. Initial consultation with the operators of the fish farm indicated that a limited relocation could be feasible.
- **Harbour Congestion** – the North Voe option removes all conflict between ferry users and other harbour users. Both options provide more space in the inner harbour for the marina users, white fish vessels, shell fish vessels, and other craft. The Symbister harbour extension option would involve the re-design of the existing harbour entrance.
- **Technical Feasibility** – further work is required to confirm the final design of the Symbister Harbour and North Voe options, and thus fully assess the technical risk associated with each option.
- **Environment** – a new facility at North Voe will have a greater environmental impact than development at South Voe.
- **Public Opinion** – whilst face-to-face consultation revealed a split in opinion between North Voe and Symbister Harbour options, the Whalsay Ferries and Terminals Working Group have explained that public opinion supports an extension to the existing harbour.

Vessels

The analysis of historic vessel carryings, and the subsequent forecast of future demand over the 25-year appraisal period suggest continued high growth in vehicle-based commuter related activity from Whalsay. Analysis reveals that in order to provide fully for the forecast continued growth in commuter demand to 2031, and assuming a 75% average utilisation factor⁷ across the eight peak commuter sailings⁸, two vessels with a capacity for 39 vehicles would be required. Two such vessels would be well utilised at peak times, however, they would be under-utilised during other parts of the day.

⁷ Percentage of vehicle deck utilised against theoretical vehicle deck capacity

⁸ Taken as the 0630, 0710, 0750 and 0825 ex Symbister, and the 1700, 1745, 1830 and 2030 ex Laxo

If two 31-vehicle vessels were deployed on the route, similar to *MV Daggri* and *MV Dagalien*, current commuter sailing vehicle deck utilisation values would be reached around 2020. If *MV Linga* plus a 31-vehicle vessel were deployed on the route, the corresponding figure would be 2014.

If the commuter-based vehicle demand could be reduced slightly, either through ticket price variations (eg discounts at off-peak periods), or through enhanced public transport (bus) links on the mainland, there is the possibility that the number of vehicles travelling at peak times could grow at a lower rate and that utilisation levels throughout the day would be more consistent. Other factors like employers allowing staff to have flexible working arrangements may also help to broaden the period of the day when commuters need to travel. The prospect of curtailing vehicle demand in favour of encouraging foot passenger demand would likely be the subject of debate by decision makers.

Broader benefits of the introduction of similar vessels to that used on the Yell Sound route include greater operational flexibility, and less disruption during periods of planned and unplanned maintenance. Other benefits include the opportunity for cost efficiencies due to a standardised fleet, arising from crew training, and standardisation of maintenance routines.

Next Steps

The outcomes of the study to date have allowed the recognition of the key issues that require to be more fully addressed during detailed design stage. Further study is anticipated to provide the evidence to support the final decisions that will require to be made for the future of the service. The next stages of work include:

- Detailed wave modelling;
- Hydrographic surveys;
- Ferry User study to determine trip making characteristics of current ferry users, and the potential to influence the rate of growth in demand for vehicle space on commuter sailings;
- Finalisation of designs and costs for Laxo and Vidlin;
- Finalisation of designs and costs for the North Voe and Symbister Harbour;
- Further “desk-top” based research into costs for fixed link options; and
- Consequential detailed appraisal of impact of different options, to include environmental, navigational, transportation, and economic impacts.

Outcomes of this further work will be used to continue to develop and refine the short-listed options, with the aim to produce a detailed STAG 2 appraisal for presentation to Shetland Islands Council and potential funding partners.



Shetland

Islands Council

REPORT

**To: Inter Island Links Strategy Working Group
Infrastructure Committee**

**13 June 2005
14 June 2005**

**From: Acting Head of Transport
Infrastructure Services Department**

TRANSPORT STRATEGY – PROPOSALS FOR DEVELOPMENT

9. Introduction

- 9.1 The Council is tasked with preparing a Local Transport Strategy updating the strategy developed and published in 2000. Although the Scottish Executive has not set a date for completed strategies it anticipates that they will be completed in 2005-06.
- 9.2 If we were to put together what are currently considered to be realistic and desirable options for the continued provision of transport infrastructure and services within Shetland over the next 10 years, we would be looking at a potential capital requirement substantially in excess of £100 million (inclusive of allowances for optimism, risk and uncertainties at this stage). These options include replacement of ferries, terminals, fixed links, road infrastructure and public transport provision.
- 9.3 To put such an investment into context, it represents something like half of our total planned capital investment over the next decade, or the whole of the extra investment in infrastructure, which the Council intends to make.
- 1.4 There will also be significant revenue requirements which will have to be taken into account. The Council has already recognised the significant cost ferries contribute to the internal transport provision and have set up a Ferries Task Group to examine costs and appraise options, which includes options for alternative service providers.
- 9.4 In addition to this Shetland has continuing work to do to build and strengthen our external transport links and services to meet the demands of the future.
- 9.5 With these points in mind, this report seeks the endorsement of the proposed process of developing the Council's Transport Strategy and

furthermore, seeks support for a request for funding to resource the development of the strategy.

10. Background

- 10.1 Scottish Local Authorities are tasked with preparing a local transport strategy by the end of the financial year.
- 10.2 However, beyond this, as Members will be aware, the Scottish Executive is currently introducing legislation to enable the creation of statutory Regional Transport Partnerships within Scotland. Shetland Islands Council is seeking that Shetland become recognised as a “stand-alone” region within Scotland.
- 10.3 Confirmation of this status will confer upon the Council through its involvement in the Regional Transport Partnership additional responsibilities. The primary responsibility will be for the production of a statutory Regional Transport Strategy, which will be subject to the approval of Scottish Ministers. In the context where Shetland will be competing for funding with other regions within Scotland, and similarly seeking to protect its transport policy interests, it is essential that our strategy is robust, evidence based, thorough, and presents a wholly convincing case.

11. The Proposed Process

- 11.1 The quality of work undertaken to demonstrate the case for the Council’s various transport initiatives, and the consequential distribution of impacts and benefits will directly influence the success of the programme including the prospects of attracting any external funding. Consequently, the quality of the work will influence the timely and effective implementation of the required programme of measures.
- 11.2 Guidance for the proposed Regional Transport Strategies has yet to be published. However, guidance on non-statutory Local Transport Strategies was published in February 2005. This guidance details five broad elements to the process: -
 - Analysis
 - Objective setting
 - Developing and choosing options
 - Implementation
 - Monitoring and evaluation
- 11.3 Furthermore, the guidance commends an approach based upon the Scottish Transport Appraisal Guidance (STAG) methodology. Central to this methodology is: -
 - thorough and evidence-based identification of problems and opportunities;
 - an objective based option appraisal;

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- ongoing monitoring;
 - appropriate and effective consultation. The regional transport strategy will almost certainly demand a similar approach.
- 11.4 An example of an evidence-based and objective-driven appraisal, undertaken in accordance the STAG methodology is the Whalsay Link project (See separate report on the agenda). This project has gone well and it is proposed to use a similar approach to developing the Transport Strategy.
- 11.5 In the Whalsay Links project the structure adopted to carry out the appraisal was that shown in Appendix 1. It is proposed that a similar but amended structure be adopted for the development of the Transport Strategy. This proposed structure is shown in Appendix 2.
- 11.6 It is proposed that the officer group will comprise: -
- Executive Director of Infrastructure Services
 - Acting Head of Transportation
 - Head of Roads
 - Head of Planning
 - Head of Finance
 - Head of Capital Programme Services
 - Ferry Services Manager
 - Transport Services Manager
- 11.7 The officer group will conduct appraisal work across all transport initiatives both internal and external. This work will typically include:
- a) Review of previous work;
 - b) Analysis of available data;
 - c) Consultation with relevant related stakeholders;
 - d) Assessment of problems and opportunities over the transport network and within transport services;
 - e) Development of specific, and Shetland wide objectives;
 - f) Generation of and development of costed options for delivery of services;
 - g) Strategic level appraisal, and subsequent detailed appraisal;
 - h) Development of a prioritised implementation programme, and business case for investment.
- 11.8 The officer group will report on a routine basis to a scrutiny group of Members. It is proposed that this group comprise the current members of the Inter Island Links Strategy Working Group.
- 11.9 The basis for this proposal is two-fold. Firstly, the Inter Island Links Strategy will, by its very nature, be an integral part of the Transport Strategy. Secondly, the group already comprises those Members with either responsibility for transport matters or represent some of the wards where transport infrastructure or services play a significant role in the area's sustainability.

- 11.10 It is proposed therefore, that the remit for the Inter Island Links Strategy Working Group be extended to include the scrutiny role of the development of the Transport Strategy with this group now being referred to as simply the Transport Strategy Group. A proposed remit is provided in Appendix 3.
- 11.11 The duration of the group will be until the end of March 2006, the date by which the Transport Strategy will be complete.

12. Resource Requirements

- 12.1 The programme of work to be carried out is considerable and the timescale is tight. Therefore it is anticipated that there will be significant use of consultants in this work as well as significant effort from Council staff.
- 12.2 There are four elements of work that need to be done: -
- Preparation of the case for Shetland's Transport Partnership status
 - Preparation of a Transport Strategy for Shetland
 - Completion of appraisal for all island links within Shetland
 - Examination of Service provider options for the ferry service
- 12.3 This work will be carried out by a combination of in-house resources and external consultancy. The split between external and in-house costs has not yet been fully determined but the combined total will not exceed £200,000.
- 12.4 There are a number of reasons that drive the need to engage external consultancy in assisting in the development of the work summarised in 4.2. These can be summarised as follows: -
- The scale of the work to be delivered in the given timeframe, i.e. there isn't sufficient staff resources in the Council at this time.
 - There is a degree of specialist knowledge brought to this process by consultants that would add value e.g. large scale STAG processes, development of Regional as opposed to Local Transport strategies and Strategic Environmental Assessment.

13. Financial Implications

- 13.1 Should support be given for the proposals above then there will be a need to provide up to £200,000 from the Council's Capital Programme to support the development of the Council's Transport Strategy. Part of this cost will take the form of work carried out by Council officers some of which will be recharged to capital and some of which will be funded from currently approved budgets, although this will divert officers from other tasks.

- 5.2 It is critical that the Transport Strategy produced by this exercise has due regard for the overall Shetland context. Given the significant demand on resources, transport provision will have to compete with other priorities that exist within the Council (for example in Social Work and Education).

14. Policy and Delegated Authority

- 14.1 All matters regarding the Capital Programme are referred to Council, however, CPMT has delegated authority to regulate and adjust the programme from time to time, as it considers necessary to accommodate additions and fluctuations (min ref 122/03). CPMT is required to report such changes to Council as Programme updates as stated in report.
- 14.2 The development of the Transport Strategy falls under the remit of the Infrastructure Committee which has full delegated authority for transport matters for which the overall objectives and budget have been approved by the Council (Min Ref SIC 19/03 and 70/03).

15. Conclusions

- 15.1 Confirmation of Regional Transport Partnership status for Shetland will necessitate the requirement for a robust and effective Transport Strategy, which will be subject to scrutiny and approval by Scottish Ministers. If Shetland is to protect its position within Scotland, the strategy will have to be founded on an evidence based, and objective driven approach.
- 15.2 As well as maintaining and developing our transport infrastructure and services, the most critical issues that the Transport Strategy will have to address are the building up of reliable and affordable external links and the continued maintenance and development of internal links.
- 15.3 A sum of £200,000 is sought from the Council's Capital Programme in order to undertake the necessary work, to be completed by March 2006.
- 15.4 A combination of in-house and external resources will provide the best mix to deliver a Transport Strategy that will fulfil local and national needs and is essential in placing the Council in the strongest position to secure potential sources of funding.

16. Recommendation

- 16.1 I recommend that the Infrastructure Committee;
- 16.1.1 approves the proposals detailed in section 3 of this report to develop the Council's Transport Strategy;

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16.1.2 approves the extended remit of the Inter Island Links Working Group as defined in Appendix 3 and;

16.1.3 recommends to Shetland Islands Council the request for up to £200,000 from the Council's Capital Programme to develop the Council's Transport Strategy.

Report Number : TR-22-05-F

1. REMIT

To provide a scrutiny role for the development of the Transport Strategy:

- To oversee the development of the Transport Strategy for Shetland
- To review the progress of the strategy to ensure that it complies with STAG principles and other best practice guidance
- To ensure that the project is delivered to programme and budget

2. MEMBERSHIP

- **COUNCILLORS**

Chair of Infrastructure Committee
Vice-Chair of Infrastructure Committee
Transport Spokesperson
Member for Unst and Fetlar
Member for Yell
Member for Whalsay
Member for Lerwick Harbour

- **OFFICIALS**

Executive Director Infrastructure Services
Acting Head of Transportation
Projects Unit Manager Capital Programme Services

3. AUTHORITY AND REPORTING

The Group is purely advisory and has no executive powers. Any proposals rising from the work of the group must be referred by report from the Acting Head of Transportation to the Infrastructure Committee for decision.

4. ADMINISTRATION

Administration will be provided by Infrastructure Services.

5. GENERAL

Frequency of Meetings

- It is envisaged that the full group will meet monthly with interim meetings arranged to suit programme requirements.

Timescales to be met

- The Strategy will be delivered by March 2006.

Duration of the Group

- The Group will last the duration of the development of the Strategy.



REPORT

To: Infrastructure Committee

14 June 2005

From: Head of Roads
Infrastructure Services Department

**CAPITAL ROLLING PROGRAMMES,
ROADS AND FLEET MANAGEMENT UNIT**
SCHEMES AND PURCHASES, 2005/2006

1 Introduction

- 1.1 In this report, I seek approval for the updated list of schemes to be constructed this year under the Roads and Transport Capital Rolling Programmes, and other programmes of roads improvements. In addition the Transport Services Manager presents this year's programme of purchases for noting.
- 1.2 I also give Members a report on works carried out under these programmes in 2004/2005, see Appendix 1.

2 Roads and Transport Capital Rolling Programmes etc.

- 2.1 In December 2003, Committee approved the Annual Review of the Action Plan for Maintenance, Improvement and Use of the Road Network and this review is now due to take place only every second year. (Ref 40/03) However, since then significant changes have proved necessary to the list of schemes approved for 2005/2006, due to early starts on some schemes, delays to others, and technical and other needs changing. The updated list of schemes for approval is presented in Appendix 2.
- 2.2 In addition, the Council has been given the following three grants which can be used to fund roads improvements of various kinds.
 - 2.2.1 "Quality of Life". This is a Council-wide grant, and the Roads element is described as covering "Traffic calming, village footways and street lighting, and other minor improvements" My recommendations for the spending of this year's grant of £145,648 (including carry-forward of last year's underspend) are shown in Appendix 3.
 - 2.2.2 "20 Mph Limits, Safe Routes to School, and Home Zones". Appendix 3 includes my recommendations for spending this year's grant of £83,000. Please note that the requirements for 20 mph limits have recently been amended in light of the current government

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initiative that promotes 20mph speed limits as being the norm outside schools. Local authorities are now being actively encouraged to promote and implement all types of 20mph speed limit orders around schools in order to increase the safety of children walking and cycling to and from school while minimising delays and disruption to through traffic. Effectively, on roads subject to 30mph speed limits 20mph limits, or zones if appropriate, will be implemented in the vicinity of a school. On roads subject to speed limits higher than 30mph, or carrying large volumes of through traffic, variable 20mph limits are to be implemented. These variable 20mph limits will involve the erection of the variable limit signs themselves as well as advance warning signs where required.

2.2.3 “Cycling, Walking and Safer Streets” This grant was new last year, and my recommendations for spending it this year (£38,000) are in Appendix 3.

3 Fleet Management Unit Vehicle and Plant Procurement Programme 2004-2007

3.1 The programme takes account of all service users` proposed requirements but has been modified by the Unit to achieve savings on original proposals spread over a three year procurement programme as set out below.

	2004/2005	2005/2006	2006/2007
Budget	£1,226,00	£1,432,000	£1,091,000
Original Proposals	£1,554,000	£1,394,000	£1,262,000

3.2 The procurement exercise for the current financial year will include the following items,

- Vans (16)
- Bitmac Paving Machine
- Cold Planer Machine
- LGV Trucks (3)
- Pick-up Trucks (6)
- Roller
- Excavators (3)
- Tractor
- Road Sweeper
- Minibuses (2)
- Winter Maintenance equipment
- Library Van
- Waste Handling Equipment (Baler)
- Waste Handling Equipment (Hooklift Bodies)

3.3 The Unit will be closely monitoring the availability of good quality second hand equipment and will source these wherever appropriate.

4 Financial Implications

- 4.1 There are no financial implications arising directly out of this report, other than the allocation of actual schemes and purchases to budgets which have already been set.

5 Policy and Delegated Authority

- 5.1 The Infrastructure Committee has full delegated authority to act on all matters within its remit (Min Refs SIC 19/03 and 70/03) and for which the overall objectives have been approved by the Council, in addition to appropriate budget provision.
- 5.2 Roads and Transport Capital Rolling Programme policy was approved in November 1996, and authority was delegated at that time to Committee to decide upon individual schemes and purchases (Ref 94/96).
- 5.3 The Fleet Management Rolling Programme was approved in principle by Council on 31 March 2004 (Min Ref 37/04) on the recommendation of the Capital Programme Management Team on the basis of fleet replacement proposals submitted to them in accordance with the Capital Programme Method (Min Ref 122/03).

6 Recommendations

- 6.1 I recommend that Committee approve the lists of Roads and Transport schemes and purchases for 2005/2006 in Appendices 2 and 3.
- 6.2 The Transport Services Manager recommends that Committee note the Vehicle and Plant procurement programme listed in Section 3.2 above.

Report Number RD-18-05-F



REPORT

To: Infrastructure Committee

Date: 14 June 2005

**From: Head of Planning
Infrastructure Services Department**

SHETLAND STRUCTURE PLAN MONITORING

1 Introduction

1.1 The following report sets out, for Members' information, details of the factors that I propose be used to monitor the Shetland Structure Plan.

2 Background

2.1 In the discussion paper I presented to the Environment and Transport Forum in August 2004 (min ref 126/04), I outlined my proposals for the first Review of the Shetland Structure Plan. An essential part of any Review is to examine the existing Plan and establish whether or not it is achieving what it set out to do.

3 Report

3.1 Members will be aware that, contained within each chapter and topic heading in the published Structure Plan, there are specified Plan Performance Indicators. The Development Plan Team has examined these indicators and consider, that it would be more beneficial to monitor and measure factors that relate directly to *Today's Key Issues* and the *Vision for 2016*, which are set out on pages 8 and 9 of the Structure Plan. I consider that by directly monitoring how close or otherwise we are to achieving the Vision, we can focus on the policy areas that are failing or are in need of alteration in the Review. The Corporate Plan team and the Community Planning Board could also use some of these indicators when monitoring their Plans. This would satisfy a requirement identified in the Accounts Commission's Audit of Best Value.

3.2 I attach, as Appendix 1, the January 2005 Structure Plan Review Monitoring Report. Members will see that in some areas the report is not totally up-to-date. The reason for this is, because monitoring is an ongoing process and in some instances the information provider has not yet collated the figures. The information in the Report will inform the Review and help identify policies that need to be updated, strengthened, modified or included.

4 Financial Report

4.1 This report has no direct financial implications

5 Policy and Delegated Authority

5.1 The Infrastructure Committee has full delegated authority to act within its remit (min refs 19/03 and 07/03). This report is for information and there are no policy and delegated authority issues to be addressed.

6 Conclusion

6.1 The information that will be used to measure the effectiveness of the existing Shetland Structure Plan policies is set out in the Appendix to the report.

7 Recommendation

7.1 I recommend the Committee notes the contents of this report and accompanying appendix.

Report Number : PL-12-05-F

Development Plan Monitoring Report (January 2005)

Structure Plan Key Issues

A DECLINING POPULATION

Structure Plan Vision for 2016 – The gradual decline in the population of Shetland has been reversed through increased economic opportunity throughout Shetland, the continued promotion of social inclusion, the retention of an outstanding natural environment, continued sustainable improvements to public assets and the provision of affordable housing for all sectors of society.

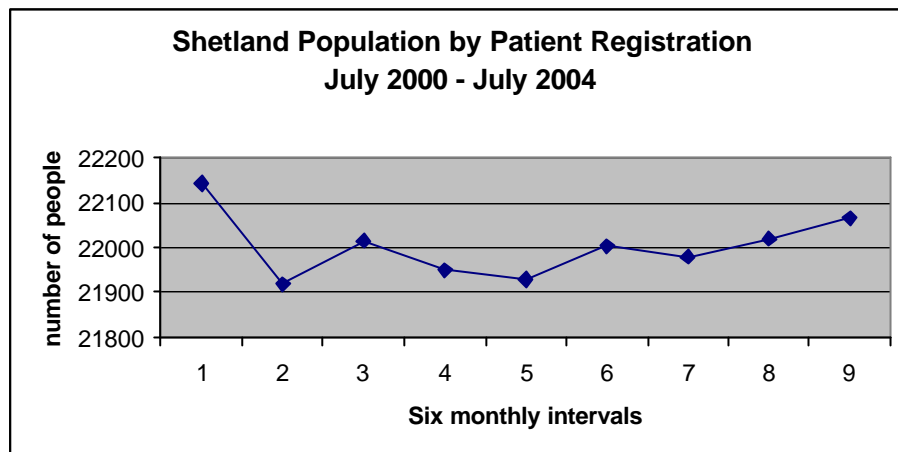
NHS Shetland holds information on the number of patients registered at each GP practice in Shetland. The figures give an indication of the population trends by area and by age. It should be noted that "Health Board" records are good for representing current trends, but they should not be used as accurate surrogate population data for specific points in time, due to the lag-times involved in registering or deregistering patients.

The figures indicate that overall **the population has decreased by 75 in the first four years** of the Structure Plan period.

All Patients by Practice

Date	Yell	Whalsay	Hillswick	Brae	Walls	Bixter	Levenwick	Scalloway	Lerwick	Uns
01/07/2000	1034	1093	699	2444	685	1035	2234	2580	9622	716
01/01/2001	1058	1089	688	2388	687	1032	2185	2543	9586	662
01/07/2001	1061	1097	675	2388	682	1024	2214	2580	9641	652
01/01/2002	1049	1087	671	2388	678	1039	2230	2565	9598	644
01/07/2002	1036	1094	671	2358	672	1045	2200	2591	9590	672
01/01/2003	1040	1106	674	2388	652	1053	2195	2620	9592	683
01/07/2003	1040	1096	676	2475	664	1047	2534	2713	9061	673
01/01/2004	1031	1097	668	2468	664	1059	2584	2761	9016	671
01/07/2004	1030	1104	671	2470	679	1079	2594	2772	9011	654
01/01/2005	1019	1091	677	2450	693	1081	2596	2790	9031	639
Change	-15	-2	-22	+6	+8	+46	+362	+210	-591	-77

Note: 02-03 figures unusual because Lerwick practice cut patients not living in the Town



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Using this figure as an historical measure would not be appropriate because prior to 2002/03, Lerwick Health Centre accepted registrations from patients living outwith the practice area. This change in registration requirements accounts for the substantial change in the number of patients registered at Levenwick, Scalloway and Lerwick in the four year period. Residents in Gulberwick and Quarff still registered at the Lerwick Health Centre.

In January 2005, the percentage of total Shetland patients registered at Lerwick and Scalloway was 53.5%.

This figure can be used as a base indicator to assess the size and magnitude of the drift of population towards the Central Area.

Age Structure

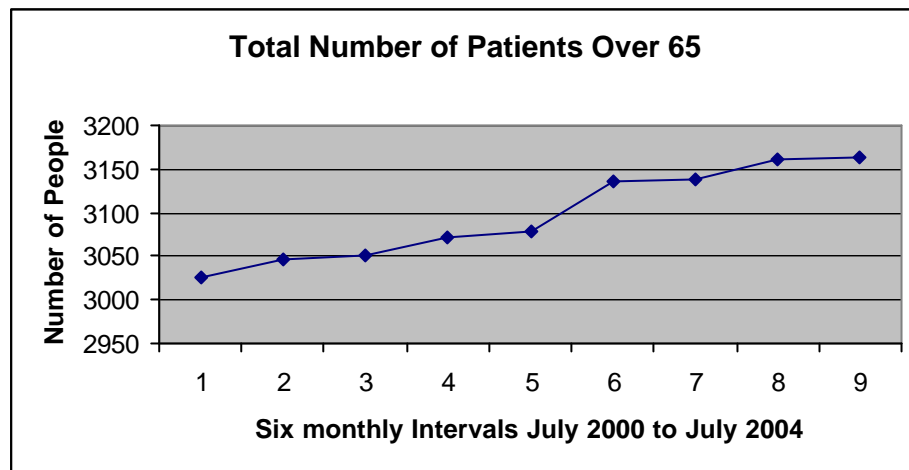
Over 65s

The following table and graph show that the number of patients **over 65 is increasing in all areas except Hillswick. During the Structure Plan period, the number of people over 65 has increased by 178 people.** The changes in the Lerwick Health Centre registration appear to have little impact except possibly in Levenwick.

Number of Patients Over 65 by Practice

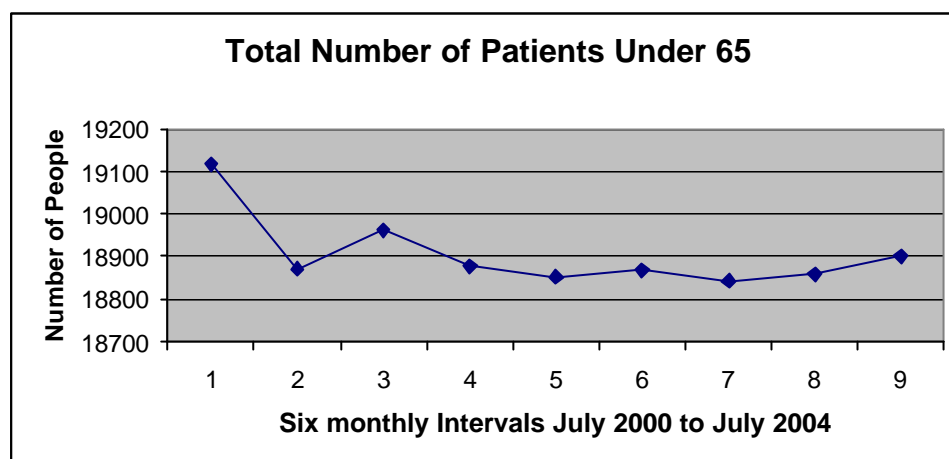
	Yell	Whalsay	Hillswick	Brae	Walls	Bixter	Levenwick	Scalloway	Lerwick	
01/07/2000	213	158	126	227	108	147	322	417	1205	✓
01/01/2001	219	159	126	230	112	147	324	415	1215	✓
01/07/2001	216	165	125	232	113	151	324	407	1214	✓
01/01/2002	219	164	124	236	115	148	320	410	1231	✓
01/07/2002	221	167	126	235	108	149	326	406	1234	✓
01/01/2003	227	178	121	236	108	157	339	412	1249	✓
01/07/2003	234	173	120	250	107	153	369	412	1210	✓
01/01/2004	225	178	123	251	108	155	385	417	1215	✓
01/07/2004	224	182	117	256	107	155	384	421	1212	✓
01/01/2005	216	185	116	256	116	158	382	420	1247	✓
Change	+3	+27	-10	+29	+8	+11	+60	+3	+42	+

Note: 02-03 figures unusual because Lerwick practice cut patients not living in the Town



Under 65s

The number of people under 65 has declined by 253 people over the monitoring period. The sizable increase in the figures for Levenwick and Scalloway, and the decrease in Lerwick are judged to be as a result of the Lerwick Health Centre registration changes. Taken together there is an overall decline of 98 people aged below 65 in the Lerwick, Scalloway and Levenwick areas, this is 39% of the total Shetland decline of 253 under 65 year olds.



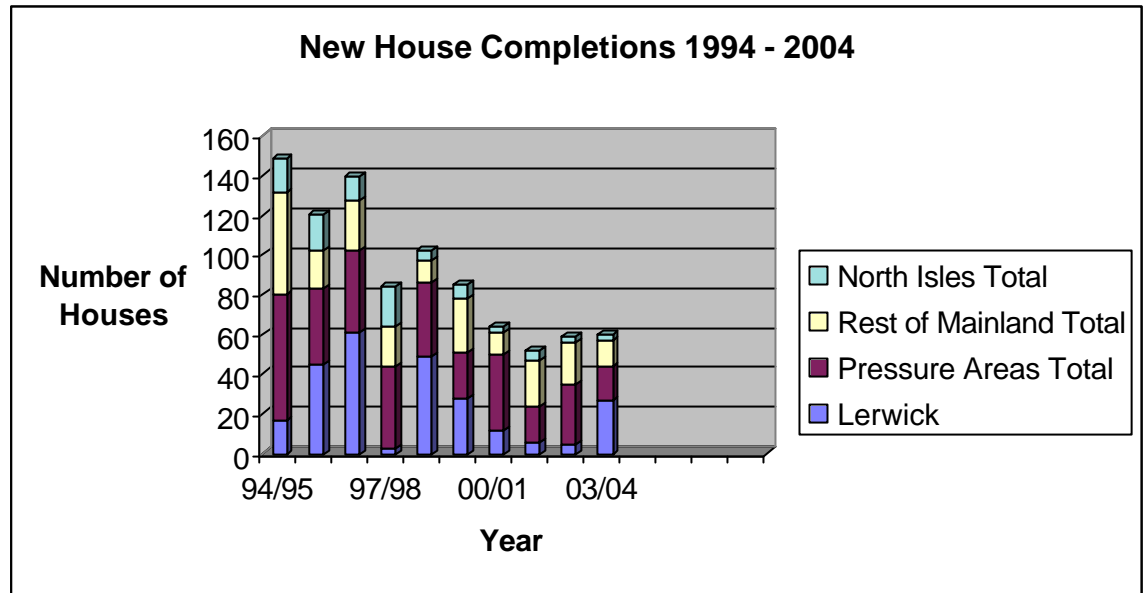
Number of Patients Under 65 by Area

Date	Yell	Whalsay	Hillswick	Brae	Walls	Bixter	Levenwick	Scalloway	Lerwick	Un
01/07/2000	821	935	573	2217	577	888	1912	2163	8417	614
01/01/2001	839	930	562	2158	575	885	1861	2128	8371	562
01/07/2001	845	932	550	2156	569	873	1890	2173	8427	548
01/01/2002	830	923	547	2152	563	891	1910	2155	8367	540
01/07/2002	815	927	545	2123	564	896	1874	2185	8356	566
01/01/2003	813	928	553	2152	544	896	1856	2208	8343	574
01/07/2003	806	923	556	2225	557	894	2165	2301	7851	564
01/01/2004	806	919	545	2217	556	904	2199	2344	7801	567
01/07/2004	806	922	554	2214	572	924	2210	2351	7799	549
01/01/2005	803	906	561	2194	577	923	2214	2370	7784	532
Change	-18	-29	-12	-23	0	+35	+328	+207	-633	-82

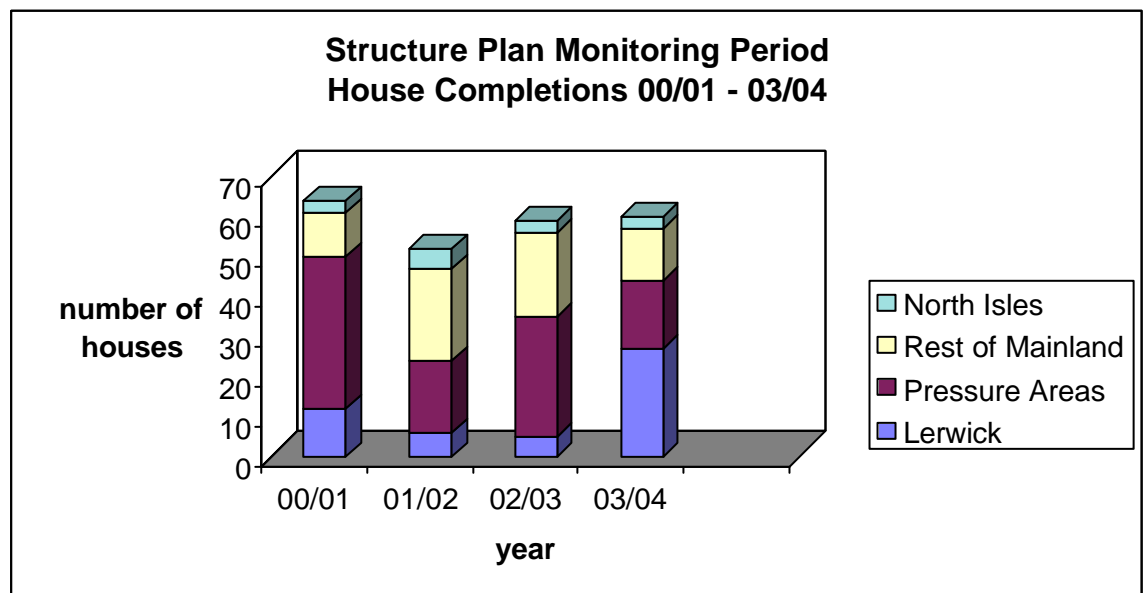
Note: 02-03 figures unusual because Lerwick practice cut patients not living in the Town

Housing Needs

Structure Plan Vision for 2016 – Local Communities have benefited from new households helping them to retain essential services and facilities.



The graph above shows that new house completions have reduced by half in the past ten years. The completion information below clearly illustrates the dominance of Lerwick and the pressure areas. For Structure Plan purposes the Pressure Areas are defined as; Bressay, Burra and Trondra, Gulberwick, Quarff and Cunningsburgh, Sandwick, Scalloway, Tingwall, Whiteness and Weisdale Community Council areas.



House building in the North Isles remain fairly constant with an average building rate of four new houses per year.

In 2003/04 a total of 60 new houses were completed; of those, 27 were in Lerwick (22 at the Observatory) and 33 outwith. This gives a Lerwick / Rural percentage split of 45/55.

Seventeen of these new homes were in the Pressure Areas. Lerwick and the Pressure Areas together account for 73% of new housing and the remainder of Shetland accounts for 27%.

House completions

Shetland Mid-year House Completions 00/01 – 03/04

	00/01	01/02	02/03	03/04
Lerwick	12	6	5	27
Pressure Areas Total	38	18	30	17
Bressay	1	0	0	2
Burra and Trondra	0	2	9	1
Gulberwick, Cunningsburgh and Quarff	6	8	13	7
Sandwick	0	2	0	1
Scalloway	23	0	0	0
Tingwall, Whiteness and Weisdale	8	6	8	6
Rest of Mainland Total	11	23	21	13
Delting	5	7	6	3
Dunrossness	2	4	5	2
Nesting and Lunnasting	0	2	3	2
Northmavine	1	2	3	2
Sandsting and Aithsting	1	4	4	2
Walls and Sandness	2	4	0	2
North Isles Total	3	5	3	3
Fetlar	0	0	0	0
Unst	0	0	0	0
Skerries	1	0	0	0
Whalsay	1	2	3	3
Yell	1	3	0	0

Vibrant Communities

The building of new houses does not in itself sustain a community. An additional measure used to judge the vitality of local communities is the number of Local Community grants awarded by the Council's Community Services Department.

In the six months from June to December 2004 under the recently revised grant scheme, **178 grants** for development, capital, support, feasibility or maintenance projects and purposes were awarded.

The distribution of these grants is shown below.

Grants awarded by Community Services Department June – Dec. 2004

Community Council Area	Number of Grants awarded
Shetland wide organisations	68
Bressay	-
Burra and Trondra	1
Delting	15
Dunrossness	6
Fetlar	1
Gulberwick, Quarff and Cunningsburgh	8
Lerwick	20
Nesting and Lunnasting	9
Northmaven	4
Sandsting and Aithsting	4
Sandwick	4
Scalloway	4
Skerries	-
Tingwall, Whiteness and Weisdale	5
Unst	6
Walls and Sandness	5
Whalsay	11
Yell	8

New Building

Between April 2004 and March 2005, **five new non-residential buildings** were added to the Valuation Roll.

They are;

- 1 – Church, Tingwall
- 1 – Factory, Scalloway
- 1 – Marina, Cunningsburgh
- 1 – School, Nesting
- 1 – Workshop, Lerwick

A FRAGILE ECONOMY

Structure Plan Vision for 2016 – Shetland’s existing settlements can offer a wide range of land and business premises for both new industry and the expansion of existing industry.

The rural economy has reacted to the demands of the highly competitive global economy by embracing the need to diversify, developing local supply networks, identifying and successfully exploiting niche markets and adding value to their products.

Shetland has managed to build on its educational successes enabling all sectors of the Shetland population to have easy access to life-long learning.

The Value of Key Sectors in the Shetland Economy

Shetland in Statistics gives 'the Value of Key Sectors of the Shetland Economy', but this information can be a year or two out of date.

In the 2004 edition, the following figures for 2002 are published.

Oil	£ 65.0m
Fisheries	£208.2m
Agriculture	£13.1m
Knitwear	£3.0m
Tourism	£12.6m
SIC	£133.4m

The Shetland Enterprise annual report gives a figure for the number of Business Starts.

In the 2003/04 Annual Report, the number of **New Business Starts was 31**.

The Scottish Executive's Neighbourhood Statistics give the **total number of business sites in 2003 as 1545**.

Vacant Commercial Properties

The Assessor's records provide information on the number and % of vacant properties (including shops), in each parish. This information gives a picture of the level of economic activity throughout Shetland.

Number and % of Vacant Commercial Properties (including Shops) by Parish December 2004

Parish	Number Vacant Commercial Properties	of Total Commercial Properties	% Vacant
Unst	7	103	7
Yell	12	141	9
Fetlar	2	26	8
Northmavine	8	99	8
Delting	5	143	3
Walls and Sandness	7	83	8
Sandsting and Aithsting	3	91	3
Nesting and Lunnasting	3	47	6
Whalsay and Skerries	0	88	0
Tingwall	12	241	5
Bressay	0	25	0
Gulberwick and Quarff	1	20	5
Burra	0	43	0
Dunrossness	12	262	5
Lerwick	50	945	5

Resident Employment Rate

The “Local Economic Forum Profile” published by Futureskills Scotland provides an overall indication of employment in Shetland. The profile for spring/summer 2004, gives the following information: “Resident employment in Shetland in 2003/2004 was 11,000, an increase of 1,000 (ten per cent) since 2000/2001, compared with a one per cent increase across Scotland as a whole. This represents **a resident employment rate of 84 per cent.**”

NATURAL ENVIRONMENT

Structure Plan Vision for 2016 – Shetland’s natural environment has become a key priority for the Shetland community with the interdependence of the economy and the health of the environment clearly recognised.

Local communities have taken the leading role in regenerating their areas via the Council’s Local Agenda 21 process, including the constantly evolving Biodiversity Action Plan.

The Structure Plan vision for 2016 sees recognition of the value of the natural environment increasing and the interdependence with the economy recognised. The measure selected to monitor this is the number of Local Community **Biodiversity** Action Plans prepared. In December 2004, information provided by the LBAP officer states that **five community action plans have been prepared.**

The **Eco Schools** programme, a Europe-wide school based programme promoting environmental awareness, citizenship and personal, social and health education is seen as a good indicator of environmental awareness amongst “the next generation” i.e. the school pupils. In December **25% of schools in Shetland were accredited Eco schools** with 80% of Shetland schools registered on the programme.

Shetland in Statistics provides information about agricultural land use, the **area of tillage** (cultivated land) has been identified as a useful indicator. An increase in the number of hectares used for tillage indicates an increase in the general level of agricultural activity. **In 2003, 400 hectares were used for tillage**, the figure for 2001 was 437 hectares, so there has been a decline in agricultural activity over the Structure Plan monitoring period.

It is intended that work will be undertaken to assess the number of planning applications (both commercial and domestic) submitted and approved **below the 5 metre contour**. The information will be extracted from the FastPlanning database. The information will indicate whether or not developers are acknowledging the message of rising sea levels.

Another available measure of care for the natural environment, is the number of instances of pollution or “pollution events” (i.e. an incident) requiring a response from SEPA.

From January to December 2004, the number of **pollution events** recorded by SEPA was as follows.

Air	13
Land	5
Water	24

BUILT ENVIRONMENT

Structure Plan Vision for 2016 – The standard of design in Shetland is now a central issue to the consideration of new development. Shetland had continued to find innovative new uses for its traditional buildings, thereby reducing the need for new build. The promotion of Shetland's outstanding archaeological and built heritage has been considerably enhanced through improved visitor facilities and attractions.

The “Shetland House” was published in early 2005 by the Planning Service. Its primary purpose is to help anyone building a house to navigate their way through the many procedures involved. However, it also seeks ~~designing and developing~~ to encourage a high quality of design and siting. The document has been placed on the Planning Service website and the average number of “hits” per month on the website has been identified as a measure of interest in the document. In the period from August to November 2004, the monthly average number of “hits” on **The “Shetland House” website was 509**. The number of hard copies printed and distributed could also be used as a measure after the first print run.

The number of Shetland properties recorded by the Scottish Civic Trust on the “**Buildings at Risk Register**” for 2004 was **24**.

To help preserve and enhance Shetland's built heritage and landscape, the budget committed by the Council to the **Conservation Grant Scheme in 2004/5 was £91,785**.

*The number of Listed Building Consent applications made during the monitoring period has remained fairly constant with a downturn in 2003. The figures for **Listed Building Consent applications** recorded in FastPlanning are as follows:*

2001	29
2002	32
2003	18
2004	32

Shetland Amenity Trust maintains the Shetland Sites and Monuments Record. The information published in the 2004 edition of *Shetland in Statistics* gives the current number of **recorded archaeological sites as 7014**.

PERIPHERALITY

Structure Plan Vision for 2016 – Shetland has embraced new technology to combat the negative effects of peripherality and population sparsity on further economic development. Transport links to the UK Mainland have been strengthened and made more affordable for business and the local community.

Broadband and Video Conferencing can both help reduce Shetland's peripherality. Broadband very simply means a high-speed connection to the Internet with a much larger capacity to send and receive electronic data. Broadband is being "rolled-out" in Shetland as local telephone exchanges are upgraded to provide the service. **In December 2004, 5.9% of the telephone exchanges in Shetland were enabled.** (Updated information awaited from BT)

Sea Transport links to the Mainland have strengthened. In 2000, P&O operated the ferry service to Aberdeen with departures to Lerwick on weekdays. From Lerwick there were six sailings per week, with two sailings via Orkney in the summer months and one in the winter.

In 2005, Northlink Ferries operate the service providing a daily sailing to and from Aberdeen, with three southbound and four northbound sailings calling at Kirkwall. From November to March sailings via Orkney are reduced by one.

In January 2005, Northlink's published freight rate for a self-propelled vehicle going from Lerwick to Aberdeen was £38.95/m. The cost of an adult single fare to Aberdeen (excluding cabin accommodation) is £19.80 (low) and £30.30 (peak).

Air Fares continue to fluctuate and remain high. In 2004, there were scheduled direct flights from Sumburgh to Aberdeen, Inverness (with 1 stop), Edinburgh, Glasgow (with 1 or 2 stops), Kirkwall and Wick.

The cheapest fares for (a) a long weekend booked six months in advance and (b) a midweek trip booked at one week's notice to the following destinations was as follows. The '% change' figure refers to the difference between May 2004 and January 2005.-

Long weekend

Destination	May 2004	September 2004	January 2005	% change
Aberdeen	£100	£103	£102	+2%
Edinburgh	£228	£231	£230	+1%
Glasgow via Aberdeen	£160	£169	£210	+24%

Mid-week trip

Destination	September 2004	January 2005	% change
Aberdeen	£183	£217	+15%
Edinburgh	£347	£323	-7%
Glasgow via Aberdeen	£347	£346	-0%

INTEGRATED TRANSPORT

Structure Plan Vision for 2016 – Shetland’s reliance on the private car has been substantially reduced through the introduction of an integrated public transport system. Improvements to the existing road network have enhanced access to the rural areas and the safety of all road users is the Council’s highest transport priority. More people now have the opportunity to work locally, or from home using video and computer network.

Measurable indicators of integrated transport are suggested as being a decrease in the number of licensed private cars and light goods vehicles in Shetland and an increase in public transport usage through taxi numbers and bus passengers.

Vehicle Usage

Shetland in Statistics states that **there were 11,430 licensed private cars and light goods vehicles in 2003, a rise of 1052 since 2000.**

The number of taxis has fallen by two over the past five years and the number of bus passengers has increased by 2%.

Taxis and private hire cars:-

2001	77	56
2002	79	50
2003	76	53
2004	77	54

Internal Transport Usage

Bus passengers:-

2001	383360
2002	390306
2003	388720
2004	391125

Inter-island Ferry Usage

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The number of vehicles and passengers on the inter-island ferries continue to increase.

Passangers

Ferry Route	2001	2002	2003	2004
Yell	192661	203082	221923	231249
Unst/Fetlar	110688	124501	129452	145350
Bressay	180675	206282	194512	212957
Whalsay	138327	146253	141497	154350
Total	622351	680118	687384	753123

Vehicles

Ferry Route	2001	2002	2003	2004
Yell	110889	107160	117130	123604
Unst/Fetlar	56459	62553	67246	79808
Bressay	58829	70451	68782	71230
Whalsay	62748	66878	66373	72885
Total	278925	307042	319531	350177

External Transport

Ferry Services

Usage of Ferry Service from Lerwick to Aberdeen

Year	Single Passenger Journeys	Accompanied Journeys	Ca
2002 (Oct – Dec)	11644	2827	
2003	83146	15341	
2004	97924	16510	

Air Services

The number of passengers on scheduled fixed wing flights using Sumburgh Airport has decreased by 8% over the Structure Plan monitoring period.

Passengers on Fixed Wing Scheduled Flights from Sumburgh Airport

Year	Number of Passengers
2001	112146
2002	112661
2003	105530
2004	102861

Road Safety Statistics

Shetland has adopted the casualty reduction targets recommended by the Government and Scottish Executive. Although outwith the current Structure Plan monitoring period, the baseline for these reductions, has been set as the average number of casualties over the 5 years 1994 to 1998. The targets for 2010 are:-

- Reduce by 40% the number of people killed or seriously injured (KSI) in road crashes.
- Reduce by 50% the number of children killed or seriously injured in road crashes.
- Reduce by 10% the number of people slightly injured in road crashes per 100 million vehicle kilometres.

Baseline Figures

Plan Monitoring Period

Year	Fatal	Serious	Slight	Total
1994	5	20	45	70
1995	4	20	80	104
1996	1	21	49	71
1997	5	21	53	79
1998	0	21	65	86

Year	Fatal	Serious	Slight	Total
2000	4	6	38	48
2001	3	13	34	50
2002	2	13	25	40
2003	2	5	42	49
2004				

Year	KSI	Children KSI	Slight
Average number of casualties per year between 1994 and 1998 (Baseline for target reductions) (KSI killed/seriously injured)	23.6	3.6	58.4

Video Conferencing has been around for sometime, and is now gaining in popularity. It cannot replace person to person completely, but in many situations being able to see and hear remote co-workers, does improve communication and cut down on travel time and costs. The applications for enhanced education and learning are enormous. This method of communication is one of the tools used by the University of Highlands and Islands. **Usage of the UHI Video Conferencing Bridge in the academic year 2003/04 was 2461.**

The Council is also embracing this technology. In December 2004, **the Council operated 14 Video Conferencing Points** in its schools and offices.

WATER AND DRAINAGE

Structure Plan Vision for 2016 – The creation of a clear settlement strategy has allowed sufficient infrastructure to be built to meet the demands of human activity. The construction of new wastewater treatment plants has significantly reduced pollution into the surrounding environment and the health of the Shetland population has been safeguarded with improvements to the fresh water supplies.

Scottish Water has invested £? millions of pounds (waiting for info from Scottish Water) in Shetland during the monitoring period. Wastewater treatment plants and facilities have been renewed or upgraded at: Gulberwick, Hoswick, Lerwick, Hillswick, Olnafirth, Mossbank, Saltness Symbister, Yell possibly more. Waiting for info from Scottish Water.

Works to improve drinking water quality standards have been undertaken at the following locations during the past five years; Cullivoe, Eela Water, Fair Isle, Fetlar, Sandy Loch Lerwick, Mid Yell, Papa Stour, Skerries, Cunningsburgh, Lerwick ? Sumburgh (South Mainland water supply), South Yell, Unst, West Burrafirth and Whalsay. (check details with Scottish Water.)

Water and Wastewater Networks

		1999	2003	2004
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Water connections	Domestic Non-domestic	9502 1119	9655 1133	
Sewer connections	Domestic Non-domestic	6701 712	6756 721	
Length of water mains (km)		1005	1015	
Length of sewers (km)		365	370	

ENERGY, RESOURCES AND WASTE

Structure Plan Vision for 2016 – The consumption of resources has been dramatically reduced with the development of waste minimisation and the recycling of all our recyclable waste, where practicable. Renewable energy projects are commonplace.

The Waste Management Section holds information on the amount of solid waste that is recycled. **The figures for 2003/04 show 15.5% of municipal solid waste and 10.9% of industrial waste is recycled.** This is an improvement from the 2000/01 figures, which were 6.7% and 1.59% respectively. The figures will continue to improve when the new waste facility at Rova Head is commissioned.

The Energy Recovery plant fuels the Lerwick District Heating Scheme. Information supplied by SHEAP (Shetland Heat Energy and Power) gives the total number of **connections to the district heating system in December 2004, as 518 domestic properties and 90 non-domestic properties.**

Interest in other renewable energy projects is increasing. There are tidal power experiments being conducted with “Stingray” in Yell Sound and others by P.U.R.E. on Unst exploring the use of wind power, electrolyte and hydrogen.

The number of domestic scale aero generators systems installed in Shetland is small at present. The number of domestic generators obtaining planning consent will be a useful future indicator for monitoring domestic turbine capacity.

In December 2004 the Planning Service was aware of the following **number of domestic aero generators:**

3 x 2.5Kw systems

4 x 6Kw systems

4 x 15Kw systems

Although not of domestic scale, the windmills at Burradale, Fair Isle and on Foula all contribute to the aim of reducing consumption of non-renewable resources.