Shetland
Islands Council

REPORT

To: **Infrastructure Committee** **14 March 2006**

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

OIL DEPOT, NORTH NESS, LERWICK

1 Introduction

1.1 As Members will recall, concern was expressed at the Council meeting on 14 December 2005 about the explosion and major fire that had occurred three days previously at a fuel depot at Buncefield, in Hemel Hempstead. Members alluded to the presence of the oil depot at North Ness in Lerwick and voiced anxiety about the potential consequences of an accident there, particularly bearing in mind the close proximity of offices, shops, industry and housing. This report explains the action taken in the light of those comments and makes proposals.

2 Background

2.1 The major incident at the Buncefield fuel depot, near Hemel Hempstead, occurred at 6am on Sunday 11 December 2005. There were no fatalities and, although 43 people were injured, none of the injuries was serious. However, the premises of 20 businesses employing some 500 people were destroyed and the premises of a further 60 businesses employing some 3,500 people were seriously damaged. These figures underline the point, made at the time, that the toll of injury and death would almost certainly have been far, far worse had the incident occurred during working hours when all of these business premises would have been occupied. More than 300 houses were affected, a few suffering serious structural damage. Wider effects have included difficulty in maintaining fuel supplies to south-east England and in particular to Heathrow Airport.

2.2 The Health and Safety Executive launched an inquiry into the Buncefield incident. A Progress Report was published on 21 February and is available either in the Members' Room or online at http://www.buncefieldinvestigation.gov.uk/report.pdf. As well as setting out the background to the incident, the report contains a useful summary of the relevant legislative provisions and the various

planning and other procedures. However, the report also makes clear that the Buncefield incident is, as yet, not fully understood. There is evidence that, immediately before the explosion, a 'mist' of flammable fuel vapour developed in the vicinity of one of the containment bunds and then drifted across the site. However, more investigation is needed to determine the precise source of the vapour, the means by which it was ignited and the overall sequence of events.

2.3 I wrote to the owners of the North Ness Oil Depot on 16 December and a copy of my letter is attached as Appendix 1. In fact, the owners are BP Fuels Marketing Limited and I received a full reply from them at the end of January. I have also received replies from the Health and Safety Executive (HSE), the Highlands and Islands Fire and Rescue Service (HIFRS) and the Lerwick Community Council. Copies of the letters are available in the Members' Room.

2.4 BP say that the depot is operated to the highest industry standards and is subject to inspection by HSE. They have begun a 'fire fighting capability review' in collaboration with HIFRS and have commissioned a Fire Consequence Risk Assessment, which they have undertaken to make available to the Council when it is complete.

2.5 The HSE recognise that the Lerwick site has 'the potential for a major accident to people and the environment'. However, provided it continues to comply with the appropriate procedures, no major accident should occur. The site has been regularly inspected and has no evidence of any serious deficiencies likely to lead to a major accident. Accordingly, they cannot enforce any risk reduction measures, including change of location, but they are willing to attend a meeting to discuss the Council's concerns. The HSE raises a question about Hazardous Substances Consent, which would be issued by the Council if appropriate, but the volumes stored on the site are below the threshold at which that form of consent is required.

2.6 The HIFRS say that the site operator is required to produce plans for on-site emergencies and the HIFRS also prepares response plans. The HIFRS has

- visited Buncefield to understand the operational problems that the incident created
- made contact with operators of all relevant depots in their area
- begun a review of its firefighting capabilities with particular reference to the provision of foam for fuel fires
- decided to request that exercises be held soon to test emergency plans.

2.7 The HIFRS add that an incident involving an explosion and failure of a tank at North Ness would necessitate evacuation of the surrounding area. They add that the suggestion (made in my letter) of modeling the consequences of a number of scenarios is a sound one and that there are tools available to do this.

2.8 The Lerwick Community Council say that they fully support the points made in my letter and would wish to see the depot relocated. They suggest Dales Voe or Norscot as possible locations.

2.9 BP, the HSE and HIFRS are all, of course, interested in the results of the Buncefield inquiry and the Council will also wish to review them once the final report is available.

2.10 Aside from the safety concerns that have been expressed, it should be borne in mind that the presence of the depot in that particular location does to some extent limit options in the future planning of the area. Were it to be relocated, new opportunities to make better and more appealing use of that section of the Lerwick waterfront would open up.

3 Proposed Action

3.1 It is clear that although the North Ness Depot is not particularly large, its location close to places of employment and housing means that any incident there would potentially have serious consequences. One of my concerns is that in Shetland's windy climate, the consequences of a fire could be especially serious if it coincided with, say, an easterly gale. As well as damage to property, smoke and fumes would affect people and property some distance away.

3.2 I think the Council should, in the first instance, authorise me to initiate discussions between relevant Council officials and the operator, the HSE and the HIFRS. The first purpose of these discussions would be to explore and understand the safety arrangements and plans that are currently in place. Assuming the cooperation of all concerned, this should include a modelling exercise of the kind suggested in my letter. I believe that the second purpose of these discussions should be to explore the possibility of moving the depot to a more suitable location. A number of Council officers have remits that bear on these matters, including staff in Infrastructure Services, Economic Development and the Emergency Planning Officer.

3.3 It would then be appropriate to report back to this Committee with the results of those discussions, which should include information about the risk assessments currently being carried out and, hopefully, any relevant conclusions arising from Buncefield. At that point, the Council could decide what further action it wishes to take.

4. Links to Corporate Priorities

4.1 The Corporate Plan has as one of its goals a society which is safe, which is clearly relevant to this matter. A satisfactory outcome to these discussions could also contribute to economic and environmental goals.

5 Financial Implications

5.1 There are no financial implications arising from this report.

6 Policy and Delegated Authority

6.1 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.

7 Conclusions

7.1 The Buncefield incident has prompted renewed concerns about the potential risks associated with the North Ness Oil Depot in Lerwick. There are also land use planning issues insofar as the depot is not in an ideal location. The operators, the HSE and the HIFRS all say that the depot is operated according to current standards, but they are willing to engage in discussions with the Council in order to explore the issues. It is proposed that such discussions take place and that a further report be presented in due course

8 Recommendation

8.1 I recommend that the Committee authorises me to proceed in the manner set out in paragraphs 3.2 and 3.3 above.

Report Number : PL-05-06-F

Appendix 1

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Executive Director: Graham Spall

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S and JD Robertson
North Ness
Lerwick

Our Ref: ARH/PD10/2

Date: 16 December 2005

Dear Sirs

Oil Depot, North Ness, Lerwick

As you will no doubt be aware from coverage in the local media, the Council has noted with great concern the explosions and fire that occurred at 6am on Sunday 11 December 2005 at the Buncefield Fuel Depot, near Hemel Hempstead. Councillors are relieved that there were relatively few casualties as a result of the incident, but have observed that - as has been widely acknowledged - this was attributable to the time at which it took place. There would almost certainly have been more injuries and indeed fatalities had the event occurred during working hours.

Councillors have drawn attention to the location of the fuel depot at North Ness, which your firm operates, and have expressed deep concern about the risks that this poses for surrounding development. It was striking to hear the local Fire Officer speak on Radio Shetland about the implications of an incident there and in particular the need to evacuate an area within a quarter of a mile of the site. There are, of course, many houses and places of employment within that zone, some of them very close indeed to the depot. Whilst the Council has every confidence in the local fire service, there really can be no doubt that, even with their best efforts, the consequences of an incident could be desperately serious.

It would be fair to say that the risks associated with the depot have been recognised for a long time. The location of a substantial store of motor spirit within a stone's throw of a shipyard in which welding and cutting equipment is in daily use has long appeared to be an extraordinary and highly undesirable risk. It is one that I believe would simply not be countenanced today, were such a juxtaposition to be proposed. Apart from that, however, the town has been developing steadily over the years since the depot was built, so that there

is more development and more employment in the potentially affected area than was once the case. These considerations, combined with the concerns raised by the Buncefield incident, mean that, in the Council's view, the time has come to review the position.

I think two actions need to be pursued. In the first instance, I think it is necessary for the Council to be informed in straightforward and comprehensive terms about the possible consequences of an explosion and fire at the depot. It is clear from the Fire Officer's comments that the Highlands and Islands Fire Brigade has considered the matter in some detail and there is presumably an emergency plan in place. I think it would be very helpful if a presentation of that plan could be made to the Council or appropriate representatives, so that we can understand what is already assumed and intended. I do not know if any modelling of potential incidents has been carried out, taking account for example of the consequences of a severe gale from various directions coinciding with an explosion and fire. If this has not already been done, I believe it must form part of a full analysis of the risk.

Secondly, the question of relocation of the depot, which I know has been considered in the past, needs to be looked at again. That is really the only way to ensure that the risks can be properly addressed. Although safety is obviously the first concern, any such relocation would have other beneficial consequences. It would be possible to promote further regeneration of the Lerwick waterfront, which is of course one of the town's greatest assets. The removal of the depot would also virtually remove the road tankers that serve the depot from town centre streets. In any event, access to the depot is less than ideal. The Council would be interested in discussing options for relocation with you.

You will see that I am copying this letter to the other parties that appear to have a significant interest in this matter, namely BP, the Health and Safety Executive, the Highlands and Islands Fire Brigade and Lerwick Community Council. I should be very happy to receive comments from all of them on the basis of this letter. I would hope to be able to prepare an initial report on this matter in early course, and it would be particularly helpful if I could have responses by Monday 16 January.

Yours sincerely

Alastair Hamilton

cc: BP Oils Ltd, Mobil House, Witan Gate, Milton Keynes
Health and Safety Executive, Area Office, Field Operations Division, Longman Road, Inverness
The Chief Fire Officer, Highlands and Islands Fire Brigade, 16 Harbour Road, Inverness
Area Divisional Officer Duncan MacDougall, Lerwick Fire Station, Lerwick
Ms Carol Duncan, Clerk, Lerwick Community Council, Community Council Office, Stouts Court, Lerwick, ZE1 0AF

Shetland
Islands Council

REPORT

To: **Infrastructure Committee** **14 March 2006**

From: **Energy Manager**
Conservation Section
Planning
Infrastructure Services Department

HOME ENERGY CONSERVATION ACT (HECA) PROGRESS REPORT

1 Introduction

1.1 As part of its compliance with the Home Energy Conservation Act 1995 as amended (HECA) the Council is required to submit a periodic progress report to Communities Scotland (reports were formerly sent to the Scottish Executive). The accompanying fourth progress report is attached as an Appendix and sets out the progress made during the period 1 April 2003 to 31 March 2005.

2 Links to Council Priorities

2.1 Sustainable economic development is one of the priorities set out in the Corporate Plan and HECA promotes this by supporting development in energy efficiency and alternative sources of primary energy provision.

3 Background

3.1 HECA came into force in Scotland on 1 December 1996. The Act required all local authorities to put in place strategies and measures to make substantial progress towards a 30% reduction in energy consumption in their entire housing stock over the 10-year period from 1 April 1997 to 31 March 2007.

3.2 An initial report was prepared setting out baseline consumption figures, the savings to be achieved and the strategies and measures to achieve these savings. The Council approved this report on 9 December 1997 (Min Ref 211/97).

3.3 HECA development and responsibility was delegated to the then Director of Environmental Services or his nominee.

3.4 In the initial report, completed by the previous Energy Manager, it was requested that the energy efficiency improvements achieved in the 5 years prior to HECA be taken into account. The Secretary of State accepted that request and a reduced target figure of 21.4% was set for Shetland.

4 Report Summary

4.1 The progress report demonstrates that actual savings of 8.126 Giga Watt hours (GWh) has been achieved over the two year period 1 April 2003 to 31 March 2005. In the eight years since the advent of HECA a total of 28.683 GWh has been saved which is equivalent to 70.18% of the 10-year target reduction figure of 40.871GWh.

4.2 The initial report set an improvement target of 83.02% to be reached at the end of the first eight years. This shows that it is likely that the 10-year target will be missed although, with reference to paragraph 2.1, substantial progress will be made towards this target. From the appendix to the report the two year savings achieved have been steadily rising and that if this is continued we will have achieved our 30% target within 12 years.

4.3 The importance of the work of SHEAP Ltd and Shetland Heatwise in working towards the targets set is clear. In the 8-year period, works that they are directly involved in has contributed 43% and 27% respectively of the overall total savings.

4.4 It is clear from the report that insulation and district heating works are continuing apace but where we are falling short is the installation of other alternative technologies particularly ground source heat pumps. In the 4 years since the advent of the Scottish Community and Householders Renewables Initiative (SCHRI) there have only been 3 applications for heat pumps. The main reasons for this are as follows:

- The lack of installers (only 1 accredited installer) which limits choice, competition and backup support. There are now around 30 approved plumbers for district heating installations;

- The capital cost is prohibitive meaning that, even with a 30% grant, heat pumps may only impact on the new build market where the additional cost of the heat pump system, over and above a standard heating installation, will payback in a much shorter period of time.

5 Financial Implications

5.1 The progress made and the work ongoing is funded from existing budgets and there are no additional budget implications.

6 Policy and Delegated Authority

6.1 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.

7 Recommendation

I recommend that:

7.1 The Infrastructure Committee approves the appended report and agrees its submission to Communities Scotland.

Report Number : PI-07-06-F

HOME ENERGY CONSERVATION ACT 1995 AS AMENDED

DRAFT

FOURTH PROGRESS REPORT

TO COMMUNITIES SCOTLAND

BY

SHETLAND ISLANDS COUNCIL
INFRASTRUCTURE SERVICES DEPARTMENT
GRANTFIELD
LERWICK
SHETLAND
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April 2003 - March 2005

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1.0 AIMS AND ORGANISATION

1.1 Aims

1.1.1 Overall Target

In the 5 years before the advent of the Home Energy Conservation Act (HECA) 1995 as amended there were various works ongoing in Shetland, which led to an improvement in energy efficiency of the housing stock. These works were recognised by the Secretary of State and therefore it was agreed that the Council should work towards achieving a reduced figure of 21.4% (40.871GWh) reduction in energy consumption (23.41% reduction in CO_2) over the 10-year period from 1 April 1997.

1.2 Internal Organisation

1.2.1 Reporting

HECA reporting duties are now undertaken as part of the role of the Council's Energy Assistant. The Energy Assistant is employed within Energy Unit, which is part of the Planning Service's Conservation Section, which is in turn part of the Council's Infrastructure Services Department. The Infrastructure Committee has responsibility for endorsing, or otherwise, HECA reports.

The requirements under HECA have become part of the Council's wider aim of promoting the sustainable and efficient use of energy resources to maximise social, environmental and economic benefit within Shetland.

1.2.2 Council Working

The Council's Energy Policy makes specific reference to HECA under its Community Policy section and the Council is also committed to sustainable development, which is expressed in the Shetland Structure Plan, the Corporate Plan and the Community Plan.

The Housing Service has developed the Local Housing Strategy through a steering group comprising of Community Safety and Development, Education, Social Work, Planning, Environmental Services and the Policy Unit as well as external organisations. The fuel poverty strategy, which is to be submitted to the Scottish Executive in July 2005, has been developed in partnership and consultation with wider groups, the community, local and national agencies.

The Proposals for Private Sector Housing Grant Funding developed by the Council's Environmental Health section inform and link with the Council's Community Plan, Corporate Plan, Environmental Health Plan, Joint Health Improvement Plan, the Local Housing Strategy and the Fuel Poverty Strategy.

1.3 Partnerships

1.3.1 Northern & Western Isles Energy Efficiency Advice Centre

Most of the activities in Shetland are organised through The Northern and Western Isles Energy Efficiency Advice Centre (NWIEEAC) with assistance from the Energy Unit. The NWIEEAC continues to provide energy efficiency advice through events, visits etc and with projects in the process of being set up, which will contribute to promoting energy efficiency within the existing housing stock. The Centre has also arranged the provision of free low energy light bulbs for the Energy Unit to give out.

1.3.2 Unst Fuel Cell Projects

The SIC, HHA, Energy for Sustainable Development (ESD), Shetland Enterprise and Sustainable Community Owned Renewable Energy (SCORE) are working in partnership and have undertaken a feasibility study looking at a wind turbine/fuel cell storage system supplying energy to two housing schemes (approximately 50 houses) on the island of Unst. The project is linked to other climate change and regeneration strategies for Shetland, particularly tackling the issues of rural depopulation, local income, accessibility, fuel poverty and sustainable energy generation. There has been no progress on this project over the past two years.

This complements the PURE (Promoting Unst Renewable Energy) Project, which again is a wind turbine/fuel cell system that is now generating electricity through two wind turbines for the production of hydrogen for storage. The hydrogen will then be used as required either as electricity and heat or as a fuel for vehicles.

Unst Partnership Ltd is in the process of negotiating to standardize the testing of roof top high wind speed turbines for certification, mainly for commercial businesses. Tests are also being carried out on a Japanese turbine, which will be for an industrial building. Twelve 6 kW Proven turbines are due to be installed to community buildings to provided direct heat.

1.3.3 One-Stop Shop (Grants)

The Environmental Health Section has developed a one-stop shop project with input from the Council's Social Work and Housing Departments and external organisations. The project is now up and running within Hjaltland Housing Association's (HHA) offices and has been developed in partnership with HHA and the Charitable Trust.

The One-Stop Shop assists the public in applying for all available sources of funding to repair, adapt or improve their homes. It assists the most vulnerable and socially excluded to overcome the bureaucracy and complexity of applying for funding. The Energy Unit is working in partnership with the One-Stop Shop in assessing if householders applying under the Home Improvement Grant are in fuel poverty (see section 3) and therefore applicable for a priority grant.

1.4 Monitoring

For each of the planned measures and any future measures there is a key contact from relevant departments, agencies and companies, which simplifies the gathering of information. The Energy Unit then assesses savings using the methods established in the Appendix.

In this way the effectiveness of each initiative can be reviewed on a regular basis and compared with annual targets. Where problems are encountered corrective action or alternative measures can be considered.

The methods of assessing energy savings and the saving figures used are continually checked so that where new or updated information is provided the accuracy of previous data can be assessed and altered if necessary.

Where new figures are incorporated, summary tables for each of the progress report periods will be updated and provided in the appendix to the report.

2.0 PROGRESS TO DATE

2.1 Overall and Incremental Improvement

In the initial report the 1997 domestic sector baseline figures for energy consumption and CO_2 production were calculated to be 190.89 GWh and 105,042 tonnes respectively. After including the savings achieved in the 5 years prior to the advent of HECA, 2007 target figures of 150.019 GWh and 80,452 tonnes were set, equivalent to percentage improvements of 21.41% and 23.41% for energy consumption and CO_2 production respectively.

Overall	**Energy**		**CO2**	
Improvement	**GWh**	**%**	**Tonnes**	**%**
Baseline Assessment	190.890	100.00	105,042	100.00
Improvement (1997-2005)	28.683	15.03	11,983	11.41
Consumption at April 2005	**162.207**	**84.97**	**93,059**	**88.59**
Consumption at April 2005	162.207	100.00	93,059	100.00
2007 Target Consumption	150.019	78.59	80,452	76.59
2005 to 2007 Target Reduction	**12.188**	**6.38**	**12,607**	**12.00**

Table 1a – Overall Improvements

Incremental	**Energy**	**CO2**

Improvement	(GWh)	(Tonnes)
Consumption at April 2003	170.333	95,845
Consumption at April 2005	162.207	93,059
Difference	8.126	2,786
Percentage Improvement	4.771	2.907

Table 1b – Incremental Improvements

2.2 Energy Savings Split by Measure and by Housing Sector

Table 2.1 overleaf gives the predicted and assessed cumulative energy savings and the savings split by tenure.

The tables contained in the Appendix give information relating to the number of households benefiting from energy efficiency improvements, costs of measures, total savings in emissions and average annual savings per household for the four progress report periods plus the whole 8-year period 1997-2005.

Energy Saving Measure	1997-2005 Total Savings (GWh)		Estimated Split by Tenure (GWh)			
	Projected	Assessed	Owner Occupied	Local Authority	Private Rented	Housing Agency
SIC Refurbishment Works	1.313	5.783	-	5.783	-	-
SIC CFL Policy	0.480	0.016	-	0.016	-	-
SIC Funds/Grants	0.746	2.033	2.033	-	-	-
NWIEEAC (Energy Club)	8.000	0.537	0.397	0.086	0.042	0.012
HHA Refurbishment Works	0.754	0.517	-	-	-	0.517
HHA CFL Policy	0.056	0.000	-	-	-	-
Shetland Heatwise	13.300	4.181	2.256	1.767	0.069	0.089
CFL's - General	1.100	1.382	0.850	0.335	0.149	0.048
District Heating	2.000	8.670	8.670	-	-	-
SoP Fridge/Fridgefreezer	0.061	0.295	0.149	0.135	-	0.012
SoP Insulation	0.000	3.540	2.819	0.721	-	-

SoP Heat Pump	6.120	0.007	0.007	-	-	-
Central Heating Programme	0.000	1.721	1.721	-	-	-
1997-2005	**33.930**	**28.683**	**18.902**	**8.843**	**0.260**	**0.678**
1992-1997	**11.852**	**11.852**	**6.469**	**4.880**	**0.181**	**0.322**
1992-2005	**45.782**	**40.535**	**25.371**	**13.723**	**0.441**	**1.000**

Table 2.1 - Summary of Projected and Assessed Savings

*** CFL - compact fluorescent lamp**

2.3 Improvement Works

2.3.1 Local Authority

The Housing Service regularly provides the Energy Unit with up to date information on all local authority housing stock e.g. homes sold, refurbished, insulated, double glazed, new heating etc. The following are the schemes where works have been undertaken in the past two financial years:

Project	No. Of Houses	Refurbishment Works
Lerwick	10	Conversion from Solid fuel to District Heating
Lerwick	13	Conversion from electric to District Heating

Table 2.2 – Local Authority Improvements

2.3.2 Hjaltland Housing Association (HHA)

As with Housing Services the local housing agency provides similar information for use in the HECA reports.

No. Of Houses	Refurbishment Works
6	New Double Glazed Windows – Standard Glass
3	New Double Glazed Windows – Low e-Glass
6	New Double Glazed Windows – Low e-Glass. New front door – ½ glazed low e-glass
15	New front door – ½ glazed low e-glass. Porches – new double glazed windows
1	Two new doors – ½ glazed low e-glass
5	District Heating installed
11	Properties re-roofed, coomb's and ceilings reinsulated

Table 2.3 – HHA Improvements

2.3.3 Shetland Heat Energy & Power (SHEAP) Ltd

The Lerwick District Heating scheme now has around 700 customers and has been operational for nearly 7 years. Between 1 April 2003 and 31 March 2005 a total of

179 dwellings were connected to the scheme with the following heating system conversions made:

- 75 dwellings were previously electrically heated,
- 56 dwellings were oil,
- 48 dwellings were solid fuel.

(Lerwick District Heating Statistics, SHEAP LTD Newsletter 2005)

2.4 Grants and Loans

2.4.1 SHEAP Ltd

The District Heating scheme has been successful in receiving central government grants, which are based on cost effectiveness in providing environmental, social and economic benefits.

The connection of properties to the District Heating Scheme is subsidised. No grant as such is involved; the connection fee charged is lower than the actual cost of connection. The connection cost of laying pipe work from the main line into a dwelling averages £2,500. However, the connection charges to customers are £180 plus VAT where customers connect as the main line is laid and £320 plus VAT for retrofit connections.

2.4.2 Energy Efficiency Commitment

NWIEEAC organised the supply, to the Energy Unit, of 2,000 free low energy light bulbs courtesy of British Gas during 2003/05 to distribute at local events.

Shetland Heatwise also operates the local EEC insulation scheme and works undertaken are noted in the following section.

2.4.3 Energy Efficiency Commitment/Warm Deal

The following are the insulation and draught proofing works undertaken by Shetland Heatwise Ltd. A total of 131 homes received EEC grants 142 homes received Warm Deal grants in the period 2003-05.

Improvement Works

No. of Houses	Grant Works
69	Loft Insulation
31	Cavity Wall Insulation
26	Loft & Cavity Wall Insulation
4	Loft Insulation & Draught Proofing
1	Loft Insulation, Draught Proofing & Cavity Wall
24	Loft Insulation and Energy Advice
23	Draught Proofing and Energy Advice
90	Loft insulation, Draught Proofing & Energy Advice
5	Loft Insulation, Draught Proofing, Cavity Wall & Energy Advice

Table 2.4 – Energy Efficiency Commitment/Warm Deal Improvements

2.4.4 Housing Improvement Grant/Repairs and Reserve Fund

Budgets for 2003/04 and 2004/05 under the Housing Improvement and Repairs grant funds were £559,000 and £349,842 respectively. A new Housing and Improvements/Repairs grant scheme was introduced in January 2004 with a fund of £626,000, which will phase out the previous fund. The Reserve Fund figures were £352,000 and £198,430. Under the schemes 165 houses received grants for the following energy saving works.

Improvement Works

No. of Houses	Grant Works
124	Double glazing
1	Double glazing and wall insulation
1	Double glazing and ceiling insulation
6	Double glazing, ceiling and wall insulation
6	Double glazing, under floor and wall insulation
10	Wall insulation
3	Ceiling and wall insulation
13	Ceiling insulation
1	Under floor insulation

Table 2.5 – SIC Grants/Repairs and Reserve Fund Improvements

2.4.5 Central Heating Programme

Shetland Heatwise is the Energy Action Grants Agency's (Eaga) local contractor under the Scottish Executive's Central Heating Programme.
As well as Heatwise carrying out insulation and draught proofing works there are also 4 local plumbing and 2 electrical contractors registered under the scheme. A total of 108 properties have received grants under the Programme.

Heating System Conversions

No of Properties	Conversion from:	Conversion to:
15	Solid fuel	Electric
31	Solid fuel	Oil
1	Solid fuel	District Heating
20	Electric	Upgrade
17	Electric	Oil
3	Electric	District Heating
10	Oil	Electric
10	Oil	Upgrade
1	Oil	District Heating

Table 2.6 - Central Heating Programme Heating System Conversions

2.4.6 Scottish Community & Householders Renewables Initiative (SCHRI)

Two local contractors are accredited under the scheme for the installation of domestic wind turbines and ground source heat pumps.

Householders looking to convert to district heating also qualify for grant assistance, which will reduce the high capital cost of installing a wet heating system.

2.5 Information, Advice, Education and Publicity

2.5.1 NWIEEAC

Ideal Homes Exhibition

During September 2003 the NWIEEAC held a promotional stand at the Ideal Homes Exhibition jointly with SHEAP Ltd and the Shetland Islands Council's Energy Unit. Energy saving light bulbs, recycled pencils and energy saving literature was distributed to the public in return for the completion of home energy questionnaires.

Summer Fair

The NWIEEAC and the Energy Unit had a promotional stand at the summer fair in Lerwick during 2004. Free energy saving light bulbs were issued and energy advice given.

Global Warming Presentations to Schools

The NWIEEAC and Energy Unit gave global warming presentations to a number of schools in Shetland and issued free recycled pencils.

Advertising – Local Press

Press releases have been advertised annually in the local newspaper (Shetland Times) by NWIEEAC and Shetland Heatwise offering free energy saving advice, grant availability and articles on heating and insulation.

Free Advice

The NWIEEAC continue to provide give free and impartial advice to householders and businesses.

2.5.2 Shetland Renewable Energy Forum (SREF)

The SREF was set up with the principal aim of ensuring that Shetland maximises the economic and community benefit of developing its renewable energy resources while minimising the impact on the environmental, social and visual amenity of the islands.

In its strategy document there will be the following Community and Educational objectives:

- 'Establishment of local initiatives to promote energy efficiency timed to complement known national initiatives';
- 'Increased standard of energy efficient design and construction in local housing and other buildings';
- 'Increased school visits to renewable energy installations';
- 'Growth of installed renewable energy projects at schools and other educational facilities'.

The Council is a member of SREF.

2.5.3 Local Authority Support Person (LASP)

The Local Authority Support Programme is an Energy Saving Trust funded initiative. A Local Authority Support Person is now employed in Orkney to work with the local authorities in the Western Isles, Orkney and Shetland to develop and deliver HECA strategies and to promote sustainable energy use.

2.5.4 The Shetland House

The Planning Service has published a manual entitled *The Shetland House*. The publication is for anyone wishing to construct or extend a house in Shetland and will help promote energy conservation in the housing stock. The Hjaltland Housing Association, local builders and private individuals are promoting the construction of more energy efficient housing.

The Planning Service provides applicants with the Shetland House information leaflet at the enquiry stage of planning permission for a new house, or alterations to an existing one, to promote energy efficiency and energy conservation.

2.5.5 New Build Properties

Some local contractors are promoting energy efficient constructions including structurally insulated panels (SIP) and Beco Wallform. HHA is planning to construct a scheme comprising SIP panels in the near future, which may also incorporate heat pumps and a combined ventilation and solar heating device.

3.0 PERSONAL CIRCUMSTANCES / FUEL POVERTY

3.1 Local Housing Strategy

One of the aims of The Local Housing Strategy produced by the Housing Department is to enable better joint working with partners so as to design a local Fuel Poverty Strategy.

3.2 Fuel Poverty Strategy 2005-2009

The Housing (Scotland) Act 2001 requires that the Fuel Poverty Strategy should "ensure so far as reasonable practicable, that persons do not live in fuel poverty".

Targets are set by 2006 achieve a 30% eradication of people in fuel poverty in Scotland as shown in the 2002 Scottish Housing Condition Survey. Then achieve a further reduction in the total numbers of people in fuel poverty in Scotland between 2006 and 2010.

The 2002 Scottish House Condition Survey estimates that 32% of Shetland households are in fuel poverty. In order to meet national targets to measure and reduce fuel poverty, the Council is developing a Fuel Poverty Strategy based on locally gathered information and to work in partnership to develop and promote initiatives to raise awareness of fuel poverty. Information on grants are to be provided and ensure that other agencies are aware of fuel poverty targets and that are staff are trained on how to address these issues. The overall objective is to ensure that people are not living in fuel poverty in Scotland by November 2016. The SIC's Housing Department held its first Fuel Poverty Workshop in March 2005. The workshop actively planned priorities for tackling fuel poverty in Shetland and compiled information for the Fuel Poverty Strategy, which is to be submitted to the Scottish Executive by July 2005.

3.3 Fuel Poverty Assessments (NHER Surveys)

In partnership with the One-Stop Shop and Environmental Health the Energy Unit, since December 2004, has undertaken National Home Energy Rating (NHER) surveys for householders, which may be in fuel poverty. This will allow housing improvement grants to be prioritised in favour of households in fuel poverty. The revised improvement grant scheme includes mandatory energy efficiency improvement works that are to be carried out as conditions of receiving the grant. Energy advice is given and free energy saving light bulbs distributed during the visits.

4.0 LOOKING FORWARD

4.1 Works

4.1.1 Council Improvement

3 properties are to be refurbished in Scalloway by end of 2005.
7 properties in Scalloway are due to be refurbished in March 2006.
20 properties in Russell Crescent, Lerwick are to be refurbished in November 2006.

4.1.2 Hjaltland Housing Association (HHA) Improvement

The construction of the Quoys Housing Development Scheme consisting of 120 new dwellings is due to start. The majority of the properties of which will be connected to the District Heating scheme.

HHA's Technical Officers will undertake NHER Site Assessor training to enable them to assess the energy rating of their own housing stock.

4.1.3 Shetland Heat Energy & Power (SHEAP) Ltd

The Lerwick District Heating scheme has 11 businesses and 80 domestic properties on the waiting list to either be connected or to go live onto the District Heating Scheme.

Proposed future works are:

- New museum – ring mains to improve supply flexibility.
- November 2005 a new pumping station is to be operational at Ackrigarth to supply the 120 plus new HHA housing development at Quoys. The pumping station will eventually be able to serve the Upper Sound area should another heat source be developed.
- A hot water storage tank is scheduled to be constructed in early 2006. This will store up to 15 MWh surplus heat at nighttime to meet the morning winter peak up to 10 MW without using the oil back up boilers.
- Take-over of existing boiler plant at Montfield Hospital and Anderson High School to help provide additional backup boiler facilities.

New Heat Sources

At present the Energy Recovery Plant produces 6.5 MW of energy but as the demand for heat increases, other sources of waste heat will be required. The following resources are being considered:

- Waste oil and wood;
- Combined Heat and Power (using the heat from electricity generation) from the Power Station;
- Industrial waste processes;
- Heat pumps into the sea; and
- Thermal storage.

(Lerwick District Heating Statistics, SHEAP LTD Newsletter 2005)

4.1.4 Local Housing Condition Survey (LHCS)

The LHCS will be collated in summer 2005, gathering information on the energy efficiency of properties (800 NHER surveys), income levels and local fuel options and costs of private and private rented sector housing across Shetland. This will enhance the information provided in the Scottish House Condition Survey (SHCS) 2002. The information from the LHCS will be used in the production of the fuel poverty strategy.

4.2 Grants and Loans

4.2.1 Home Improvement Grant/Repairs and Reserve Fund

A new grant system with a budget of £626,000 has been developed by the Environmental Health section, which will be made available in 2004/05 through Housing Grant Funding for priority households who are either in receipt of qualifying benefits or are fuel poor. The works include targeting hard to treat homes providing either an oil-fired or district heating central heating system (a

target of 25 houses per annum has been set), and a comprehensive insulation package. The new grant scheme, which takes account of personal circumstances, will be funded from the home improvement allocation.

4.2.2 Warm Deal/Energy Efficiency Commitment (EEC)

Works under the Warm Deal scheme (Shetland Heatwise is allocated approximately £15,000 per quarter) and the Energy Efficiency Commitment (formerly SoP) grants are to continue although the grants offered under the EEC were reduced.

4.2.3 Central Heating Programme

The Central Heating Programme grants scheme is ongoing offering a replacement central heating system grant to persons aged 60 or over with no central heating system or if it is broken down and can not be repaired. Entitlement also offers free insulation, free carbon-monoxide detector, smoke detector, cold alarm and energy advice with benefits check.

4.2.4 Scottish Community & Householders Renewables Initiative (SCHRI)

30% household grants are still available through SCRI for the installation of alternative technologies.

The community grant scheme has seen successful applications by schools, community groups, the local hospital and leisure centre.

Shetland College is proposing to offer training courses on renewable energy.

From 2003 – Feb 2006, 63 applications were made to SCHRI grants have been awarded or are pending to the following installations:

- **5 x wind turbine;**
- **2 x ground source heat pump;**
- **56 x district heating conversions.**

4.3 Information, Advice, Education and Publicity

4.3.1 NWIEEAC – House Visits/Publicity/LASP

The NWIEEAC and the Council's Energy Unit propose to undertake house visits to give free energy advice. An advert will be run on the local radio for members of the public to book a visit during the first week in October 2005.

NWIEEAC and Shetland Heatwise feature annually in an article on heating and insulation in the main local newspaper (The Shetland Times).

The newly appointed Local Authority Support Person (LASP) is due to visit Shetland in October 2005 to build up contacts in connection with HECA strategies and to promote sustainable energy use.

3,000 energy saving light bulbs will be issued to the Energy Unit for distribution in 2006.

4.3.2 Energy Awareness Event

An Energy Awareness event will take place in April 2005, which will be opened by the local MSP Tavish Scott. The EAGA Partnership will be promoting the Central Heating Programme and Warm Deal grants. There will be an Energywatch information stand. Also there will be a joint stand on which NWIEEAC and the Council's Energy Unit giving local energy information along with a presentation on fuel poverty by the Council's Housing Dept.

4.3.3 Going for Green Day

An environmental promotion event is being held in May 2005 in the local leisure centre. SHEAP Ltd and the Council's Energy Unit will have a joint stand promoting the Lerwick District Heating scheme and providing energy advice. Energy saving light bulbs and recycled pencils and literature will be distributed to the public.

4.3.4 Education

The Energy Unit is due to make 3 global warming presentations to local schools. Where time permits the Unit will make further presentations to schools on demand.
The NWIEEAC and the Energy Unit propose to give presentations to Shetland schools on renewable energy in spring 2006.

4.3.5 Shetland Community Safety Handbook 2005

An advert partly funded by the Energy Unit is to be included in the Community Safety Handbook, which will be circulated to all households in Shetland in the summer of 2005. The advert will include columns from the NWIEEAC, the Highlands & Islands Community Energy Company (Scottish Community & Household Renewables Initiative) and Shetland Heatwise.

5.0 SUMMARY

The following figures for the period 2003 to 2005 have been taken from the incremental savings table in Section 2.1 and Table 4.1 in the Appendix. Many of the measures contribute relatively low energy and cost savings as is shown by the annual average figures.

SUMMARY: 1 APRIL 2003 – 31 MARCH 2005	
Energy efficiency improvement	4.771%
Reduction in CO_2 emissions	2.907%
Reduction in CO_2 emissions	2.786 kilotonnes
Cost of works	£
Number of dwellings benefiting	1,489
Number of jobs created*	-
Average savings in kilowatt hours*	5,457
Average savings in fuel bills*	103

*

Table 5.1 – Summary 2003-2005

6.0 METHODOLOGY FOR CALCULATING SAVINGS

6.1 Consumption Savings

For SIC and HHA refurbishment projects, the National Home Energy Rating (NHER) Surveyor III software is used to assess savings. By undertaking a house survey or using house plans provided by the Council's Housing Department it has been possible to calculate annual consumption before and after refurbishment, thereby giving a saving figure for the measures installed.

To date there have been a number of NHER surveys carried out and it has been possible to collate survey data and use this to estimate (by house type and heating system) savings for measures installed through SIC grants, the Warm Deal programme and the SoP insulation and draught proofing grants. This replaces the former method of using data from the 1998 Energy Efficiency Advice Centre Survey Report.

Savings are based on 2 energy saving light bulbs in use 4 hours each day. This means that where 4 light bulbs have been provided e.g. by Shetland
Heatwise that two are not counted in the calculations (see also Heatwise file). The average figures for 20W and 15W cfl's replacing 100W and 60W tungsten bulbs respectively are also used in the calculations.

As more properties are connected to the district heating scheme and annual consumption figures become available so a more accurate average figure can be used for houses where annual

consumptions are not yet known. For homes that were formerly heated by oil or coal efficiencies are applied to the consumption figures based on Surveyor III software figures.

6.2 Emission Savings

For electricity, figures for total units generated and emissions of CO_2, SO_2, and NO_X, in each of the financial years, were made available by S&SE and Sullom Voe power stations. Also, Shetland Aerogenerators Ltd provided a figure for total units generated by the Burradale wind farm. This allowed weighted average emission figures to be calculated. Published figures were also used to calculate emissions from coal and oil.

Emission	Useful Energy By Fuel Type Per Tonne of Emission (MWh/tonne)		
	Electricity	**Solid Smokeless Fuel**	**Kerosene/Burning Oil**
CO_2	1.67	2.92	4.1
SO_2	415.01	519	21,533
NO_X	120.50	6,288	6,152

Table 6.1 – Useful Energy by Fuel Type

6.3 Cost Savings

For electricity and oil respectively savings were calculated using S&SE 2001/02 and 2002/03 tariff booklets and the Digest of United Kingdom Energy Statistics.

For coal a weighted average was used based on tonnages, types and costs of coal and this information was made available by local suppliers.

SHEAP Ltd supplied information on district heating tariffs and standing charges.

APPENDIX

Energy Saving Measure	Total Savings Energy (GWh)	Total Savings Cost (£)	No. of Dwellings	Cost (£ 000's)	Total Emissions Savings (tonnes) CO_2	SO_2	NOx
SIC Refurbishment Works	1.900	29,179	104	1,255	480	2.43	-7.06
SIC CFL Policy	0.016	1,072	53	3	11	0.08	0.24
SIC Funds/Grants	0.267	6,731	91	501	110	0.04	0.10
NWIEEAC	0.382	14,564	304	81	206	1.19	3.06
HHA Refurbishment Works	0.107	869	18	54	5	-0.02	-1.17
HHA CFL Policy	0.000	0	0	0	0	0.00	0.00
Shetland Heatwise	1.508	34,149	438	135	738	4.06	9.62
CFL's - General	0.062	5,704	682	0	43	0.27	0.79
District Heating	0.656	6,267	26	111	374	1.97	4.23
SoP Fridge/Fridgefreezer	0.101	7,263	212	7	70	0.44	1.28
SoP Insulation	0.432	13,454	62	46	309	2.23	6.47
SoP Heat Pump	0.007	250	1	4	5	0.04	0.10
1997 to 1999 Total Figures	**5.437**	**119,502**	**1,991**	**2,197**	**2,350**	**12.73**	**17.67**
1997 to 1999 Average Figures	**-**		**-**	**-**	**-**	**-**	**-**

Table 1 - 1997 to 1999 Summary of Number of Dwellings Receiving Works, Cost of Works

Energy Saving Measure	Total Savings Energy (GWh)	Total Savings Cost (£)	No. of Dwellings	Cost (£ 000's)	Total Emissions Savings (tonnes) CO_2	SO_2	NOx
SIC Refurbishment Works	1.958	29,704	81	998	659	3.98	-2.45
SIC CFL Policy	0.000	0	0	0	0	0.00	0.00
SIC Funds/Grants	0.539	14,736	256	594	217	0.08	0.21
NWIEEAC	0.000	0	0	0	0	0.00	0.00
HHA Refurbishment Works	0.083	4,410	10	50	53	0.27	0.92
HHA CFL Policy	0.000	0	0	0	0	0.00	0.00
Shetland Heatwise	0.945	20,667	192	75	494	2.35	6.56
CFL's - General	0.028	2,520	152	0	18	0.09	0.31
District Heating	1.963	20,194	80	317	819	2.75	4.99
SoP Fridge/Fridgefreezer	0.136	9,678	304	9	89	0.44	1.51
SoP Insulation	1.537	56,160	270	235	1,005	5.10	16.98
SoP Heat Pump	0.000	0	0	0	0	0.00	0.00
1999 to 2001 Total Figures	**7.190**	**158,069**	**1,345**	**2,278**	**3,353**	**15.07**	**29.02**
1999 to 2001 Average Figures	**-**		**-**	**-**	**-**	**-**	**-**

Table 2 - 1999 to 2001 Summary of Number of Dwellings Receiving Works, Cost of Works

Energy Saving Measure	Total Savings Energy (GWh)	Total Savings Cost (£)	No. of Dwellings	Cost (£ 000's)	Total Emissions Savings (tonnes) CO_2	SO_2	NOx
SIC Refurbishment Works	1.292	21,381	55	697	547	2.95	0.99
SIC CFL Policy	0.000	0	0	0	0	0.00	0.00
SIC Funds/Grants	0.689	19,108	286	878	275	0.10	0.27
NWIEEAC	0.000	0	0	0	0	0.00	0.00
HHA Refurbishment Works	0.197	-13	11	55	-15	0.21	-2.78
HHA CFL Policy	0.000	0	0	0	0	0.00	0.00
Shetland Heatwise	0.943	16,402	171	70	480	1.87	6.02
CFL's - General	1.292	94,671	7,078	0	823	3.29	13.10
District Heating	2.718	25,760	107	404	998	2.10	3.30
SoP Fridge/Fridgefreezer	0.058	4,233	115	4	37	0.15	0.59
SoP Insulation	0.741	17,649	117	100	350	1.28	4.09
SoP Heat Pump	0.000	0	0	0	0	0.00	0.00
2001 to 2003 Total Figures	**7.930**	**199,191**	**7,940**	**2,208**	**3,494**	**11.93**	**25.57**
2001 to 2003 Average Figures	**-**		**-**	**-**	**-**	**-**	**-**

Table 3 - 2001 to 2003 Summary of Number of Dwellings Receiving Works, Cost of Works

Energy Saving Measure	Total Savings Energy (GWh)	Total Savings Cost (£)	No. of Dwellings	Cost (£ 000's)	Total Emissions Savings (tonnes) CO_2	SO_2	NOx
SIC Refurbishment Works	0.633	10,649	35	256	311	1.55	1.19
SIC CFL Policy	0.000	0	0	0	0	0.00	0.00
SIC Funds/Grants	0.538	15,662	165		210	0.07	0.21
NWIEEAC	0.155	11,223	850	0	93	0.37	1.29
HHA Refurbishment Works	0.130	3,470	31	205	43	0.21	0.19
HHA CFL Policy	0.000	0	0	0	0	0.00	0.00
Shetland Heatwise	0.785	22,563	142	72	360	1.39	3.54
CFL's - General	0.000	0	0	0	0	0.00	0.00
District Heating	3.333	38,198	135	540	1,392	3.64	7.23

SoP Fridge/Fridgefreezer	0.000	0	0	0	0	0.00	0.00
EEC Insulation	0.830	24,881	131	93	378	1.39	3.82
SoP Heat Pump	0.000	0	0	0	0	0.00	0.00
Central Heating Programme	1.721	26,452	95		632	5.03	-1.63
2003 to 2005 Total Figures	**8.126**	**153,097**	**1,489**	**1,166**	**2,786**	**8.63**	**17.46**
2003 to 2005 Average Figures	**-**		**-**	**-**	**-**	**-**	**-**

Table 4 - 2003 to 2005 Summary of Number of Dwellings Receiving Works, Cost of Works

Energy Saving Measure	Total Savings		No. of Dwellings	Cost (£ 000's)	Total Emissions Savings (tonnes)		
	Energy (GWh)	Cost (£)			CO_2	SO_2	NOx
1997 to 2005 Total Figures	**28.683**	**629,859**	**12,765**	**7,849**	**11,983**	**48.36**	**89.73**
1997 to 2005 Average Figures	**-**		**-**	**-**	**-**	**-**	**-**

Table 5 - 1997 to 2005 Summary of Number of Dwellings Receiving Works, Cost of Works

Shetland
Islands Council

REPORT

To: **Infrastructure Committee** **14 March 2006**

From: **Energy Manager**
Planning
Infrastructure Services Department

UK ENERGY REVIEW/THE ENERGY EFFICIENCY AND MICRO-GENERATION BILL PROPOSAL

2 Introduction

1.1 This report outlines the Council's response to the following two consultation papers:

- The DTI UK Energy Review;
- The Energy Efficiency and Micro-Generation Bill (Sarah Boyack MSP).

1.2 Appendices 1 and 2 to the report provide my proposed drafts of the Council's response to the consultations.

1.3 As the views expressed, on behalf of the Council, are common to both consultation papers this report covers both responses.

2 Links to Council Priorities

2.1 Sustainable economic development is one of the priorities set out in the Corporate Plan and this report supports this by arguing a case for supporting development in energy efficiency and alternative sources of primary energy provision.

3 Background to the UK Energy Review

3.1 *"The Government should adopt a sustainable hierarchy in establishing a framework for UK energy policy. This hierarchy should start with the promotion of end-use energy efficiency; energy supply from renewable resources followed by combined heat and power; fossil fuels, in order of efficiency and carbon intensity; and nuclear power."*

Select Committee on Environmental Audit, Seventh Report,
Energy Efficiency, 22nd July 1999

3.2 The goals of the DTI's 2003 Energy White Paper were as follows:

- To put ourselves on a path to cut the UK's CO2 emissions by some 60% by about 2050, with real progress by 2020;
- To maintain the reliability of energy supplies;
- To promote competitive markets in the UK and beyond, helping to raise the rate of sustainable economic growth and improve our productivity; and
- To ensure that every home is adequately and affordably heated.

The Energy Review will assess progress against these goals and the options for further steps to achieve them.

3.3 There is a raft of information and reports from various bodies and groups containing a range of arguments for and against various technologies. However, we have borne in mind what should be the main reason for the review, which is limiting the impact and cost of climate change. The following are therefore the main areas on which we have tried to focus:

- Energy efficiency;
- Decentralised generation;
- Alternative energy provision
- Existing Council policy.

These will lead to a reduced dependence on finite sources of fuel and a reduction in carbon emissions. There will also be related health benefits, reduced costs to all sectors.

3.4 Cost is an important factor. All finite fuels will see costs going up as supplies become scarcer. The only ways to combat this is are through energy efficiency, more efficient generation from fossil fuel and serious investment in renewables. Renewables offer the only safe and sustainable way of generating electricity and heat; further development will reduce their costs.

3.5 As we point out in the draft response, the consequences of failure in this area are potentially very serious, indeed catastrophic on a global scale.

4 Background to The Energy Efficiency and Micro-Generation Bill Proposal

4.1 "*The purpose of the Proposal is to promote energy savings by requiring the Scottish Executive to support the means of small scale renewable*

and low carbon energy production both in new and existing households and business premises by adoption of regulatory, administrative and financial measures"

These measures could include:

- *Amendment of building standards (to include micro-generation as a "permitted development" and provide a review of standards to ensure more effective implementation and monitoring of energy efficiency measures through means such as sellers surveys and/or validated energy certificates);*

- *Setting of national targets for take up of micro-power and annual reporting of progress to meeting such targets;*

- *Encouragement of localised activity such as target setting by local authorities; and*

- *Provision of administrative and financial incentives (such as one off flat rate reduction in council tax initially set at a maximum of £100 for houses that incorporate certificated energy efficiency/micro-generation measures, and a reduction on Business Rates for those companies which incorporate certified energy efficiency/micro-generation measure into their buildings).*

The Energy Efficiency and Micro-Generation Bill Proposal Consultation Paper – December 2005

5 Current Council Policy

5.1 The recently adopted Council's Procurement Policy (Min Ref 36/05) contains the following principles:

- **Environmental sustainability at a local and a global level;**
- **Use of recycled and fair trade products, and renewables;**
- **Waste minimisation.**

5.2 The Council approved a 'Statement of Principles' (Min Ref 29/04) concerning radioactive waste. The 2nd principle states the following:

'The Council opposes any process or activity that involves new or additional radioactive discharges into the environment, as this is potentially harmful to the human and natural environment'.

Whilst the report specifically refers to Dounreay it can be argued that the generation of electricity from nuclear power produces nuclear waste, which is then transported for storage or reprocessing; this is against the 5th principle, which states:

'The Council is opposed to the unnecessary transport of radioactive and other hazardous wastes'.

5.3 The Council is a member of Nuclear Free Local Authorities (NFLA) whose mission statement reads:

'The Committee is convinced that nuclear weapons and energy systems present extraordinary and unacceptable risks to the planet and its people: it works for a nuclear free future in practical ways within local government'.

"Energy systems" refers to nuclear electricity generating stations.

5.4 The Council's Energy Policy was adopted in November 2004 and makes specific reference to energy supply contracts preferring not to contract with suppliers who are also involved in the generation of electricity from nuclear sources.

6 Proposals

6.1 The proposed responses to the two consultations are appended.

7 Financial Implications

7.1 This report has no direct financial implications.

8 Policy and Delegated Authority

8.1 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. However, the Committee does not have authority to approve policy and, therefore, a decision of the Council is required.

9 Recommendation

9.1 I recommend that the Infrastructure Committee endorse, with amendments if felt appropriate, the responses to these consultation documents.

Report Number: PL-08-06-F

Appendix 2

Response to The Energy Efficiency and Micro-Generation Bill Proposal

1. What do you consider are the benefits of the legislative approach in promoting small-scale renewable energy production in both existing buildings and new developments?

To date there appears to be reluctance on the part of the Government to involve itself in market matters. This is an inappropriate response to a situation as grave as climate change. Left to itself, the market will not solve the climate change problem, because the costs of climate change have not been factored into the energy market. All the market can do is respond to supply and demand signals. The cost of abandoning large parts of southeast England to the sea, or alternatively protecting it against sea level rise, is not reflected in the energy market. Worldwide, the consequences of climate change are potentially catastrophic, but (in the first phases, at least) the chances are that the costs and disruption will fall on many of the poorest communities on our planet, for example in Africa or Bangladesh. Accordingly, intervention in the market is essential.

There is a requirement for further grants/subsidies in favour of energy efficiency, low energy products, micro-generation and heat pumps. Building regulations need to focus on low energy design with incorporation of micro-generation. Further market regulation is required to promote embedded generation from renewable sources, mini-CHP and micro-generation. This means that a review of the electricity networks and their regulation is required to remove current restrictions to embedded generation.

2. What disadvantages, if any, do you think there might be with this approach?

None.

3. What are your views on the following specific measures as outlined in the paper?

(i) Amendment of building standards;

The Council agrees with the proposal for micro-generation to be included as permitted development and to make the inclusion of micro-generation in new buildings a statutory requirement. Through building regulations, the aim should be to achieve the phasing out of conventional oil, gas and electric heating sources in favour of low energy design linked to energy supplied from alternative technologies.

(ii) Setting targets and annual reporting of progress;

As stated in the consultation document statutory targets are essential to promoting confidence in the Government's commitment. At a lower level Councils can offer reporting of progress perhaps as part of or an extension to existing HECA duties or fuel poverty initiatives. Councils can also review at a local level the success or otherwise of the scheme.

(iii) Encouragement of local authority measures; and

The market that Councils (both in housing and office/school etc stock) could provide to alternative technologies would greatly help to reduce costs of the different technologies but only if the funding is provided to do so. It is therefore essential that the Scottish Community and Householders Renewables Initiative (SCHRI) is continued at its current level of grant funding.

The Council welcomed the Public Sector Energy Efficiency Initiative which is aiding energy efficiency increases in its own stock.

(iv) Administrative and financial incentives.

The Council agrees with the following:

Provision of administrative and financial incentives (such as one off flat rate reduction in council tax initially set at a maximum of £100 for houses that incorporate certificated energy efficiency/micro-generation measures, and a reduction on Business Rates for those companies that incorporate certified energy efficiency/micro-generation measures into their buildings).

The Council also suggests the following additional incentives:

- Stamp Duty rebates should be given on homes where the new owner carries out energy efficiency improvements;
- VAT should be cut to 5% on all energy efficiency products (DIY and installed) e.g. heat pumps, insulation, compact fluorescent bulbs, micro-CHP, micro-wind;
- Domestic carbon accounts should be introduced to make individual members of the public more responsible for how they use energy;
- VAT rebates should be available on building products for new houses only where a high standard of energy efficiency is met.

4. Please elaborate on any views you might have on any existing small-scale renewable energy policy initiatives, north and south of the border, and how these might relate to what is being proposed.

Please see comments in question 3(iii).

Householders in Shetland have a limited choice when it comes to provision of heating, the main options being either oil or electricity, though peat and coal have played some part. In the principal town, Lerwick, many householders and businesses have the possibility of installing district heating based on heat from waste. Some have adopted other alternative technologies, including heat pumps and solar panels. However, there is a need for a higher level of grant to provide the majority of funding to replace existing systems with alternative

technologies for all householders. Otherwise, the cost is prohibitive; 30% grants (SCHRI) for existing householders with an electric heating system is not a high enough level of grant and will only have an impact on new build.

Therefore the SCHRI householder grant should be increased to a level that would encourage installation in existing build or then there should be scope for combination of grants to increase grant levels e.g. SCHRI with the Energy Efficiency Commitment (EEC) and Private Sector Housing Grants (PSHG).

5. What in your view would be the financial costs, if any, of what is being proposed?

If the proposal is properly implemented, the additional incentives discussed in question 3(iv) are included and that the current SCHRI householder grant level is increased then there should be limited financial implications.

6. Do you consider there to be any equalities issues raised by what is being proposed? If yes, please elaborate.

To date we have only seen gas driven micro-CHP units. The Council would encourage the development of a model that can burn oil in the absence of mains gas in Shetland and other outlying areas.

7. Please feel free to raise any relevant issues you consider have not been covered in this consultation.

In the face of current price rises it is likely that increasing levels of insulation along with standard heating systems will not be enough to remove households from fuel poverty, especially in colder and windier climates such as that of Shetland. Therefore, it is essential that alternatives to standard systems are included within both the UK fuel poverty schemes and also more generally.

Appendix 1

UK Energy Review

Q.1. What more could the government do on the demand or supply side for energy to ensure that the UK's long-term goal of reducing carbon emissions is met?

With increasing worldwide demand it is likely that low energy prices are a thing of the past and this fact should be included in any future consideration of energy provision. The cost of energy from all finite sources will rise as supplies become scarcer. It is essential both to reduce demand through energy efficiency or fiscal measures and to find more efficient means of meeting energy needs. In the short term, we shall need to use fossil fuels but we must also develop renewables, which in the long term are the only safe and reliable means of providing fuel and power.

Energy efficiency is hugely important because of the wide range of benefits across all sectors that it brings. In relation to electricity supply, it will also reduce base load consumption and accordingly reduce reliance on gas, coal and nuclear generation. The Council is disappointed to note that some of the targets set in the White Paper have been watered down or were removed completely from the Energy Efficiency: The Government's Plan for Action document published in April 2004.

Taking Scotland alone, and with reference to the 'Study of Scotland's Energy Use' carried out by AEA Technologies on behalf of the Scottish Executive, it is noted that 67.14TWh[1] of energy is lost in primary electricity generation and that 2.52TWh is lost in distribution and transmission. Primary energy demand in Scotland is 221TWh which means that 31.5% of energy is wasted through electricity generation.

It is clear from the above figures that more efficient electricity generation will lead to large carbon savings; however, this will not be achieved through a centralised electricity generating system. Mini-CHP plants local to areas of population will allow district heating networks to be established thereby making use of the waste heat from electricity generation. This requires development of a decentralised electricity network and a review of the electricity networks is required to remove restrictions to embedded generation. A decentralised system will also allow use of other mini and micro schemes such as wind and solar.

Whilst wind energy is a proven technology, more research and funding is required into solar, wave, tidal projects and also fuel cell technology. At the moment the UK is missing a great opportunity to become a world leader in marine renewables. There is a pressing need for proper investment in research and development, support for field projects and regulation to ensure a place in the market for these technologies. If that path is taken, it will not only help bring costs down but offer the opportunity for major economic benefits in sales of technology and equipment. R & D and development subsidies relating to renewables should be increased at least in line with other European nations such as Spain and Germany. It is surely nonsense that only £2.5 million was spent on research and development of solar photovoltaics in 2004/05 when £19.5 million was spent on nuclear fusion.

Q.2. With the UK becoming a net energy importer and with big investments to be made over the next twenty years in generating capacity and networks, what further steps, if any, should the government take to develop our market framework for delivering reliable energy supplies? In particular, we invite views on the implications of increased dependence on gas imports.

The only safe ways to reduce reliance on imports are to increase energy efficiency and greatly expand renewable generation. All other forms of generation - coal, gas and nuclear - will lead to dependence on imported fuels.

There appears to be reluctance on the part of the Government to involve itself in market matters. This is an inappropriate response to a situation as grave as climate change. Left to itself, the market will not solve the climate change problem, because the costs of climate change have not been factored into the energy market. All the market can do is respond to supply and demand

[1] Terawatt-hours

signals. The cost of abandoning large parts of south east England to the sea, or alternatively protecting it against sea level rise, is not reflected in the energy market. Worldwide, the consequences of climate change are potentially catastrophic, but (in the first phases, at least) the chances are that the costs and disruption will fall on many of the poorest communities on our planet, for example in Africa or Bangladesh. Accordingly, intervention in the market is essential. There needs to be further regulation in favour of renewable options, whether in terms of efficient generation or low energy products. These matters require urgent intervention.

As an example of what is needed, most gas supplied to domestic properties is used directly in standard boilers. Micro-CHP units that would generate a high percentage of individual household's electricity requirements at the same time should replace these. Micro-CHP units are appearing on the market and these should be subsidised in the short term to help bring down costs. They should also become one of the main heating systems installed through the fuel poverty initiatives in the UK, further helping to reduce costs whilst, at the same time, in the face of rising energy costs, helping householders keep costs down.

Q.3. The Energy White Paper left open the option of nuclear new build. Are there particular considerations that should apply to nuclear as the government re-examines the issues bearing on new build, including long-term liabilities and waste management? If so, what are these, and how should the government address them?

Shetland Islands Council has long experience of involvement in nuclear matters, believing as we do that the nuclear industry carries major risks to any community that relies on the cleanest possible environment, whether for food production or in other ways. The Council also holds the view that the full cost of nuclear power, including that associated with waste disposal and decommissioning has not been taken properly into account in calculating the cost of electricity generated from nuclear power as compared with any other form of generation or as against the cost of energy efficiency measures. The Council strongly opposes the development of nuclear power, for the following reasons:

- The process of generating nuclear power involves processes and materials that are not only potentially lethal now, but will remain so for our successors tens of thousands of years into the future. We have no moral right knowingly to impose the legacy of waste management on future generations. On any reasonable assessment of sustainability, nuclear energy therefore falls at the first hurdle.
- Financially, nuclear power plants are extremely risky because of their long lead-in times, cost overruns and open-ended liabilities;
- Insurance and security costs (as well as hidden costs such as subsidies from the MoD and underwriting of insurance) may outweigh any savings made through technological advance;
- Issues concerning the long-term storage of radioactive waste have not yet been resolved; but (as noted above) we would argue that in a moral sense they are actually irresolvable;
- There is the potential for the proliferation of nuclear weapons materials as a result of reprocessing;
- There is an acknowledged risk of a terrorist attack at nuclear installations (for this and the point above reference is made to the presentation by the Oxford Research Group to the House of Commons Environmental Audit Committee in September 2005 - http://www.oxfordresearchgroup.org.uk/programmes/nuclearissues/EAC210905.pdf);
- It is often falsely claimed that nuclear energy produces no carbon emissions; in fact there is carbon dioxide production through uranium mining and processing, power station construction, decommissioning and the safe storage of waste;
- Nuclear power has not been shown to be especially reliable. Faults have caused shut-downs at many plants over the years and there is no reason to think that a new generation of station would be any different;
- Uranium is a finite resource and there are already several new nuclear builds being undertaken around the world. There are diminishing supplies and this is likely to lead to increasing prices. Even if it had no other problems, nuclear power is only a short or medium term fix, but with an indefinite legacy.
- The enormous costs involved in new nuclear build will hinder the development of more effective measures such as energy efficiency and alternative technologies;

- Claims that nuclear generation is the solution to climate change are unfounded; only 20% of electricity in the UK and 16% worldwide is provided by nuclear power, and emissions from the electricity sector account for around one third of the world's carbon emissions.

Section 5 of the consultation paper contains some independent reports on nuclear power. Reference is made to Public Services International Research Unit (PSIRU) report (July 2005) - http://www.psiru.org/reports/2005-09-E-Nuclear.pdf, which provides analysis of these studies.

Q.4. Are there particular considerations that should apply to carbon abatement and other low-carbon technologies?

As there will still be a dependence on fossil fuels in the medium term there is the potential to look at carbon abatement in the form of CO2 capture and storage (CSS). There are opportunities to use existing oil fields for this purpose unfortunately there is no guarantee that there will not be leakage from these reservoirs. The Council welcomes the projects that are testing the technologies but also holds the view that CSS in itself does not lead to a reduction in the use of fossil fuels and that improving energy efficiency of households, businesses, industrial processes and electricity generation will offer the best returns for carbon abatement and that CSS technology should only be considered after all of the more cost effective options are exhausted.

Q.5 What further steps should be taken towards meeting the government's goals for ensuring that every home is adequately and affordably heated?

Reference is made to question 1 with respect to energy efficiency and micro-CHP units.

In the face of current price rises it is likely that increasing levels of insulation along with standard heating systems will not be enough to remove households from fuel poverty, especially in colder and windier climates such as that of Shetland. Therefore, it is essential that alternatives to standard systems are included within the UK fuel poverty schemes.

Householders in Shetland have a limited choice when it comes to provision of heating, the main options being either oil or electricity, though peat and coal have played some part. In the principal town, Lerwick, many householders and businesses have the possibility of installing district heating based on heat from waste, which requires a wet system inside the house. Some have adopted other alternative technologies, including heat pumps and solar panels. However, there is a need for a higher level of grant to provide the majority of funding to replace existing systems (particularly electric) with alternative technologies for all householders. Otherwise, the cost is prohibitive; 30% grants (SCHRI) for existing householders with an electric heating system is not a high enough level of grant and will only have an impact on new build.

All schemes also have to be extended to include hard to treat (insulation) households where standard methods of insulation don't apply.

Comments are also invited on the following issues, as described in the text:

1. **The long term potential of energy efficiency measures in the transport, residential, business and public sectors, and how best to achieve that potential;**

<u>Transport</u>

We believe that the following possibilities should be considered:

- Subsidies on low emission vehicles are needed, along with much higher levels of tax on high emission vehicles;
- Charging schemes are needed to discourage car trips where public transport alternatives are available;
- Congestion charging is needed in all major towns and cities
- Improved public transport is needed in all areas
- Technological and social changes should be encouraged where they would minimise the need to travel (e.g. home shopping and home-working based on information technology);

- Land use planning and transport planning should be properly integrated. Out-of-town retail and office development should be more strongly discouraged than at present; large scale developments should be permitted only where excellent public transport is available;
- Emissions from aircraft are rising rapidly and air travel is the least efficient means of travel in terms of carbon emissions. Measures must be put in place to contain the growth of air transport unless and until aircraft can burn hydrogen produced from renewables, or some other means of propulsion; these measures could include the rationing of air travel (perhaps through some form of carbon allowance) and the international introduction of taxation on aviation fuel. However, there are some special situations where access to affordable air travel is a requirement for an efficient and sustainable economy or as the basis of the social fabric of a community. Such fragile communities should not be penalised in any such rearrangement of transport priorities that sees the emphasis moving away from the relatively recent trend of air travel replacing other conveniently accessible transport methods.

Residential

We recommend the following measures.

- Compulsory energy survey reports and ratings should be provided when a property is to be sold or leased;
- Stamp Duty rebates should be given on homes where the new owner carries out energy efficiency improvements;
- VAT should be cut to 5% on all energy efficiency products (DIY and installed) e.g. heat pumps, insulation, compact fluorescent bulbs, micro-CHP, micro-wind;
- Domestic carbon accounts should be introduced to make individual members of the public more responsible for how they use energy;
- Through building regulations, the aim should be to achieve the phasing out of oil, gas and conventional electric (storage heaters) as the main heating source (except micro CHP) in favour of low energy design linked to energy supplied from alternative technologies;
- There should be scope for combination of grants to increase grant levels e.g. Warm Deal with Energy Efficiency Commitment (EEC) or Scottish Community and Householders Renewables Initiative (SCHRI) again with EEC;
- VAT rebates should be available on building products for new houses only where a high standard of energy efficiency is met. Grants, possibly through the PSHG, should also be made available for individuals considering sustainable energy-efficient alternatives to standard house construction.
- VAT should be removed from all repair and refurbishment work, partly to encourage proper maintenance and partly to eliminate the financial disadvantage faced by those who wish to recycle older buildings and the energy embodied in them.

We need to encourage policies that lead to more trained installers of alternative technologies to enter the marketplace. This should increase competition, bring down prices and help to ensure the level of after-sales service required to encourage householders (especially those in remote communities) to install alternative technologies.

Business

The energy consumption ratings on new products are very welcome, but further opportunities to help sales of low energy goods should be considered.

In general, the need to encourage energy efficiency in business and industry should be pursued as vigorously as in the domestic sector.

Public Sector

The Council welcomes the European Buildings Directive, which may help to accelerate improvements in building standards in the UK.

The market that Council's (both in housing and office/school etc stock) could provide to alternative technologies would greatly help to reduce costs of the different technologies but only if the funding is provided to do so. It is therefore essential that the Scottish Community and Householders Renewables Initiative (SCHRI) is continued at its current level of grant funding.

The Council welcomed the Public Sector Energy Efficiency Initiative however projects are limited to a 5-year payback figure which means that renewable projects do not apply.

2. **Implications in the medium and long term for the transmission and distribution networks of significant new build in gas and electricity generation infrastructure;**

The transmission and distribution network will have to be transformed from a centralised system to a distributed system but this should be a short-term goal. It should be made easier for small-scale developments to be able to connect to the grid and all current obstacles to this happening should be reviewed and removed/altered.

3. **Opportunities for more joint working with other countries on our energy policy goals;**

It is imperative, in combating climate change, that as many countries as possible are involved. The developed world generally emits much larger amounts of carbon per capita than the developing world; the UK alone, despite its small population, emits 2% of the world total. It is essential that developed nations dramatically reduce their emissions, partly because that is necessary in itself, partly to persuade developing countries to take a similar path and partly to make allowance for significant growth in carbon emissions from developing nations.

An increase in Research and Development into wave and tidal power, as well as subsidies for working projects, could see the UK become a world leader in these technologies; if so, export to other countries would surely lead to net benefits in the medium term for the UK.

If we do not take the path set out in this submission, it is likely that in 50 years we shall face the same questions, only in much starker form. We shall have fewer options. We shall have missed our greenhouse gas reduction targets. We shall have failed to provide leadership internationally. We shall quite possibly have spent very large sums of money on further conflicts related to energy supply insecurity. Climate change will be irreversible.

4. **Potential measures to help bring forward technologies to replace fossil fuels in transport and heat generation in the medium and long term.**

Please see response above on transport initiatives.

We support proposals for the establishment of renewable heat obligations to support CHP and district heating schemes. The district heating scheme in Lerwick although already a success would benefit greatly from recognition of waste as a partly renewable source of energy and therefore applicable under a renewable heat obligation.

Shetland
Islands Council

REPORT

To: **Infrastructure Committee** **14 March 2006**

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

SCOTTISH EXECUTIVE CONSULTATION – ENHANCING OUR CARE OF SCOTLAND'S LANDSCAPES

1 Introduction

1.1 This report discusses the above consultation document published by the Scottish Executive in January 2006. Copies of this document are available in the Members' Room, the reception at Infrastructure Services or online at: http://www.scotland.gov.uk/Publications/2006/01/27145442/0

1.2 The Scottish Executive has requested that responses to this consultation be submitted by Monday 24th April 2006. I have attached my draft response as Appendix 1 to this report.

1.3 This report was discussed at the Environment and Transport Forum on 28 February 2006 and their comments are reflected in appendix 1, which now gives a greater emphasis on staff and resource implications.

2 Link to Council Priorities

2.1 Respecting Our Unique Landscape (Priority 7), Protecting Natural Resources (Priority 8) and Strengthening Rural Communities (Priority 19) contained in the Corporate Improvement Plan 2004-2008 are key corporate objectives. The implementation of policies contained within the Local Plan and the processing of planning applications that accord with the policies of the Local Plan ensure that the corporate objectives are achieved.

3 Background

3.1 The consultation paper contains proposals for legislation to give Scottish Ministers powers to designate, de-designate, or revise the boundaries of any National Scenic Area (NSA). Criterion for the designation of NSAs is planned as well as proposals for promoting a non-statutory approach to

managing NSAs and implementing action plans. The consultation also aims to stimulate a wider debate on landscape issues and the kind of landscapes that we want.

3.2 Scotland's 40 National Scenic Areas were identified in 1978 and their protection brought under the control of planning authorities through the SDD Circular 20/1980, which required them to have policies in their development plans to protect them and restrict some permitted development rights. During the lifetime of NSAs concerns have been raised that the designation was insufficiently rigorous in its selection process (with criticism of how the NSAs were originally chosen), that its mechanisms are weak as regards protecting Scotland's best landscapes and that there was no management regime in place to safeguard and strengthen this protection. In Shetland, where the designated areas cover parts of the South and West mainland, Muckle Roe, Hillswick, Eshaness and Unst, it has often been argued that these designations should be reviewed, and that other areas should be considered. I have attached a map showing the extent of Shetland's NSA (Appendix 2 to this report).

3.3 National Scenic Areas can be defined as areas of land that represent the very best of Scotland's scenery. They are natural heritage designations of the highest national standing, which identify the national interest in the scenic qualities of an area. They play an important role in attracting investment from tourism and recreation, whilst having to balance socio-economic activity. This is especially the case in economically fragile areas such as Shetland where a harmony is required to ensure that our valued landscapes manage change in a manner that does not threaten their qualities.

3.4 Shetland's National Scenic Areas are currently protected through Policy LP NE10 of the Shetland Local Plan 2004. Entitled 'Development and the Environment', this policy affords protection by stating that *"In particular the Council will refuse development proposals that would have a significant adverse effect on the integrity or character, as appropriate, of the following designated sites…National Scenic Area"*.

4 Discussion on Legislative Proposals and Management Strategies

4.1 The consultation recommends that the power to designate, de-designate or revise the boundaries of NSAs will remain with the Scottish Ministers, and will involve consultation with local authorities, SNH and other relevant bodies. It is not intended to place any further obligations on local authorities to take special steps to enhance or prevent the deterioration of character other than having regard to NSA designation when considering planning applications (as already happens now).

4.2 Perhaps the most significant recommendation contained within this consultation is the proposal that Management Strategies be prepared by local authorities on behalf of a stakeholder group that will include SNH. This will carry significant time and staffing implications for the Planning Service. The purpose of a Management Strategy is to manage change arising from development and land management decisions in a way that safeguards the

integrity of NSAs. The consultation outlines that this will be achieved by describing the special qualities of the NSA; setting out a vision for its future management; providing objectives and actions to deliver the vision and monitoring them; and updating and reviewing the strategy at no more than 7-year intervals.

4.3 Although there is no statutory requirement to produce a strategy the aim of the Scottish Executive is to have a strategy in place for every NSA within the next 5 years. Whilst each NSA will require different levels of work and pose different challenges the consultation paper 9states that a typical management strategy will consist of five key components:

- **The landscape of the NSA** – description of the physical, cultural and economic influences that shaped the landscape of the NSA

- **What is special about the NSA** – description of the special qualities for which the NSA has been designated and a vision for their care and enhancement

- **Issues and opportunities** – identification of key issues causing change and opportunities for better landscape planning, management and enhancement

- **Making it happen** – a programme of targeted and costed actions required to address the issues and maximise the opportunities identified

- **Reviewing progress –** selection of measures to monitor progress to assess impacts for landscape change

4.4 Central to the consultation is the role local authorities will have in preparing these management strategies with emphasis being placed on the need for a close working relationship with SNH to be developed. In addition to this communities, businesses and representative bodies such as Visit Scotland, Historic Scotland and the Crofters Commission will all have to be involved.

4.5 Due to the work that will be required the consultation states that premium grant rates will be available from SNH for the preparation of strategies, including the cost of employing NSA project officers, and implementation. Most notably however, the consultation points out that additional funding will have to be found by local authorities to prepare and support management strategies. Further details of funding arrangements are provided in Appendix 2 of the consultation paper.

5 Financial implications

5.1 There are no direct financial implications arising from this report. However, the consultation states that the preparation of a management strategy will require a significant increase in effort and resources from local authorities. This will of course have implications for members of staff who are designated to work on the strategies.

Whilst grants will be available from Scottish Natural Heritage, local authorities may be required to seek additional funding from external sources such as a Heritage Lottery Fund grant.

6 Policy and Delegated Authority

6.1 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.

7 Conclusion

7.1 The consultation paper seeks comments on the proposed legislative changes and management strategies for National Scenic Areas.

8 Recommendation

8.1 I recommend that the Infrastructure Committee approve (with amendments, if felt appropriate) the response to The Scottish Executive contained in Appendix 1.

Report Number: PL-03-06-F1

APPENDIX 1

Head of Services: Alastair R Hamilton
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NSA Consultation
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Our Ref:
Your Ref:

Date: 15 February 2006

Dear Sir/Madam

Enhancing Our Care of Scotland's Landscapes

Shetland Islands Council welcomes this consultation on a review of National Scenic Areas, having felt for some time now that our current areas should be revisited to see if boundaries should be changed, new areas should be designated or whether some areas should be removed altogether. The forthcoming review will allow for an informed debate to take place on landscape designation and this can only be for the benefit of the Shetland community.

Whilst we welcome the principle behind management strategies we feel that this will bring another layer of responsibility to our already stretched resources. Therefore, we have made clear in our response that further research and guidance will have to be undertaken by the Executive and Scottish Natural Heritage to ensure that this can run to its full potential and incur minimal disruption on our stretched resources.

Our response to the questions posed in the consultation are as follows:

Consultees are invited to submit their views on the clarity and appropriateness of the proposed purpose and aims of the NSA designation:

We agree with the proposed purpose and aims of the NSA designation that takes account of recognising social and economic needs of communities. In practice though this may be difficult to achieve in certain circumstances and will therefore require careful judgement. Take for example the economic value of intensive fish farming that takes place within National Scenic Areas. This raises the question of can such development be seen to enhance and safeguard scenic beauty and amenity? Perhaps it would be more realistic to

redefine the purpose so that outstanding beauty and amenity is safeguarded and enhanced as far as practically possible.

It is also imperitve that the role good design can play in NSAs is maximised to the full during the aims of NSA designation. *Mention value of good design!*

Consultees views are invited on:

- ***The appropriateness of the proposed powers of designation.***
- ***Are the roles in the designation and review process identified for SNH and local authorities appropriate****?*

The Shetland Islands Council Planning Service have no adverse comments to make on the proposed powers of designation, and the roles in the review process. We have for some time now felt that our National Scenic Areas should be re-reviewed to determine whether their designation remains appropriate, whether boundaries should be re-drawn and to also consider the designation of new areas.

The proposed consultation that is mentioned within this document should bring about this review and this can only be of benefit to the local authority and public by stimulating debate on valuing our landscape.

Consultees views are invited on:

- ***The proposal to review the need for NSA designation within National Park boundaries on an individual basis.***
- ***Whether there is a case for retaining NSA's within National Parks.***

We agree with the proposed approach to consider each NSA within National Parks on an individual basis. Consideration will also have to be given to how the approach will impact upon the proposed Marine National Parks for Scotland.

Consultees views are invited on:

The proposed approach to the preparation and implementation of NSA management strategies, including:

- ***The target of preparing management strategies for all of Scotland's NSAs by 2010.***
- ***The biannual review of progress on implementation of management strategies with a more fundamental review at no more than 7-year intervals.***
- ***The roles envisaged for local authorities, SNH, Visit Scotland, Historic Scotland and other local and national stakeholders in the preparation and implementation of management strategies; and***
- ***The contents of management strategies, and the costs suggested by the draft appraisal for their preparation and implementation.***

The proposal to have management strategies in place by 2010 is ambitious but provided that adequate levels of support are provided this should be attainable. Before this can occur we will require further guidance on management strategies, the role of stakeholders, costs and sources of funding for implementation. As already mentioned, our main concerns

are associated with the possible staff time and cost implications that may arise as part of producing a management strategy. Our Councillors echoed this view, when a report discussing this consultation paper was put before them at our Environment Forum on 28th Feb 2006. This report can be found online at: http://coins.sic.gov.uk/agenda/1511.htm

Finally, it would also be beneficial to see guidance produced on developing 'specialist' local product markets which support the image of the NSA and use the NSA as a marketing tool, as outlined in the Nith Estuary NSA Action Plan.

Shetland
Islands Council

REPORT

To: **Infrastructure Committee** **14 March 2006**

From: **Head of Economic Development**
Head of Planning

A MARINE NATIONAL PARK?

1 Introduction

1.1 This report explains the background to the current debate about the possibility of Shetland becoming a candidate for a Marine National Park.

1.2 An earlier version of this report was considered by the Environment and Transport Forum on 28 February. This version takes account of the findings of that discussion. The report was due to be considered by the Economic Development Forum on 6 March, but that meeting had to be postponed because of weather conditions.

2 Links to Council Priorities

2.1 The Council's Corporate Plan 2004-08 seeks to ensure, among other goals, that A

- Our economy is prosperous, competitive and diverse
- Our outstanding environment is conserved and enhanced

2.2 In the world in which Shetland's economy must now compete, it is widely accepted that we shall do best if we concentrate on producing products and services of high quality which are strongly linked to Shetland and which demonstrate distinctiveness and integrity. In principle, a Marine National Park could offer opportunities to strengthen our competitive position. One of its aims would also be to conserve and enhance the coastal and marine environment.

3 Background

3.1 During 2005, the Scottish Ministers asked Scottish Natural Heritage (SNH) to bring forward recommendations concerning a possible Marine National Park. I have attached as Appendix A to this report a copy of a paper from SNH that explains what a National Park is. At

Appendix B, Members will find a 'question and answer' document extracted from the SNH website. The task allocated to SNH was to assess the possibilities and report back to Ministers by March 2006. It was envisaged that Ministers would then consider the SNH findings, proposals would be developed and a period of consultation would follow. The work currently being done by SNH is not, strictly speaking, a consultation. Nevertheless, there is an opportunity for the Council to consider the concept of a Marine National Park. At this stage, the main options are to reject the possibility of a Shetland Marine National Park or to leave the door open for further discussions, in which case there should be proper consultation with the Shetland public.

3.2 On 13 December 2005 representatives of Scottish Natural Heritage held a seminar at the North Atlantic Fisheries College as part of its assessment. I have attached, as Appendix C, a summary of issues raised at that discussion, compiled by Martin Holmes, Coastal Zone Manager.

3.3 More recently, the Shetland Tourism Association has considered the possibility of a Marine National Park. The Association's Chairman, Dr Jonathan Wills, prepared a paper and a copy is attached as Appendix D.

3.4 The community on Fair Isle has been involved since the mid-1990s in what is known as the Fair Isle Marine Environment and Tourism Initiative (FIMETI). FIMETI has been engaged in dialogue with the aim of securing sustainable management of the seas around Fair Isle, perhaps leading to Marine National Park status. It is questionable whether Scottish Ministers would regard the Fair Isle area as sufficiently large to be designated as a Marine National Park and accessibility may be an issue, but it might form part of any Shetland Marine National Park.

4 Assessment

4.1 The 'question and answer' document at Appendix B addresses several general questions and there is no need to restate these here. There are, however, questions about how a Marine National Park would relate to Shetland. These include:

- What geographical area would be covered by a Marine National Park?
- Would Shetland meet the criteria for a Marine National Park?
- What effects would the Park have on the operation of existing activities and businesses within the Park?
- How would the Park affect the lives of people living in the Park or depending upon its resources?
- How would a Marine National Park help or hinder Shetland's economy?
- How would a Shetland Park be governed?

- Which powers would be vested in the Park and which would be vested in the Council?
- Does the Shetland community support the idea of a marine national park?

4.2 In fact, the paper by Dr Jonathan Wills expresses views on most of these issues. His opinion is that Shetland does meet the criteria and that it would be beneficial from an economic point of view.

4.3 The Head of Economic Development and the Head of Planning are agreed that, in marketing terms, the creation of a Marine National Park could be very advantageous for Shetland, provided of course that the management arrangements were right. The recognition of Shetland's very special qualities on a national scale would enhance the islands' reputation and strengthen local confidence. These are both crucial if we are to be more successful in reaching our target market and strengthening Shetland as a brand.

4.4 There are rules about how a National Park Authority is constituted and these are explained in Appendix A. To paraphrase, Scottish Ministers and the Council would each appoint 40% of the members of the Board; people who are on the electoral roll for the area would elect the remaining 20%. Legislation places an upper limit on the size of the Board of the Park Authority of 25, with a guarantee that at least 20% of the members will be people who live in the area, or who are its local authority ward or community councillors are those concerned with how the Park would be managed. The Environment and Transport Forum was advised that, in practice, other national park authorities have local membership well in excess of the 60% implied by these guidelines.

4.5 Questions about how the park would be managed and what powers it would have are more difficult to answer with precision, because in fact there is a degree of flexibility in such arrangements. The normal powers are again described in Appendix A, but there is scope for various arrangements in terms of planning powers, with power either devolving from the Council to the Park Authority, remaining with the Council, or being split in some practicable way between the two bodies.

4.6 As to whether or not the people of Shetland support the idea of a Marine National Park, I believe it is too early to draw any firm conclusions. However, participating in the Scottish Executive's review of this matter would allow all those with an interest to express their view. The feeling of the Environment and Transport Forum was that a period of public discussion was essential.

4.7 It is not possible to deal in detail at this point with all the many issues that would arise in the course of creation of a Marine National Park. However, it is appropriate to consider whether or not the Committee would wish to support further consultation about the possibility of such a Park, or would wish to close off the opportunity at this stage. If the Committee is minded to leave the door to further discussion open, it would be possible to advise the

Scottish Ministers that Shetland was interested in exploring further the possibility of a Marine National Park, without of course any formal commitment at this stage. It is clear that there will be further consultation once the Scottish Ministers have considered the SNH advice. It is not known whether or not SNH are likely to include Shetland in their provisional list of candidate sites but, even if they do not, it is possible that Shetland might re-emerge as a candidate at a later stage.

4.8 The view of the Head of Economic Development and the Head of Planning is that the idea of a Marine National Park should not be rejected at this stage, as it appears to offer significant benefits if established in the right way and with the right powers. Members of the Environment and Transport Forum did not suggest that the concept be rejected. They felt that it was important both to gather more information about the implications and to consult the Shetland public before making any final decision about our position.

4.9 In the course of the meeting of the Environment and Transport Forum, it was agreed that it could be useful to establish a short-life working group which could be responsible for assembling the evidence in relation to a Marine National Park and co-ordinating the public consultation that all agreed was essential. This group should ensure that its work was properly linked to all other initiatives affecting the marine environment.

5 Financial Implications

5.1 This report has no direct financial implications.

6 Policy and Delegated Authority

6.1 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. This report recommends firstly that the idea of a Marine National Park be further explored, without commitment; the Infrastructure Committee can make that decision.

6.2 However, our recommendations also include a proposal to establish a short-life working group involving Members and having the terms of reference proposed in Appendix E. The establishment of such a group, its terms of reference and the approval of Members' attendance at it as an approved duty requires Council approval.

7 Conclusions

7.1 The Scottish Ministers are considering the possibility of establishing a Marine National Park. Such a Park may have benefits for whichever area is chosen to host it, but the concept requires further exploration and consultation. It is suggested that the Council advises Scottish Natural Heritage and the Scottish Ministers that it is interested in exploring the concept further and in carrying out comprehensive local consultation, after which it would come to a conclusion.

7.2 We believe it would be wrong to reject the concept of a Marine National Park out of hand at this stage. If it is right in principle to consult the Shetland public about the idea, that consultation should precede any final decision.

8 Recommendation

8.1 We recommend that the Committee considers the contents of this report and its appendices and agrees to

a) notify Scottish Natural Heritage that Shetland is interested in exploring further the concept of a Marine National Park, without commitment

8.2 We further recommend that the Infrastructure Committee agrees to recommend to the Council that it should

b) agree to the establishment of a short-life working group to collect information about the proposal and co-ordinate public consultation.

c) endorse the appointment of three Members to that working group, nominated by the Committee today, and agree that the Head of Economic Development and Head of Planning, or their nominees, together with the Coastal Zone Manager, should be members of the group

d) delegate to that working group authority to invite others representative of relevant interests to join the group, to determine terms of reference and to plan a programme of work, including a programme of public consultation

e) require the working group to report back to this Committee at least every second cycle and more frequently if appropriate.

Report Number : PL-04-06-F1

Appendix A

Extract from SNH website
(http://www.snh.org.uk/strategy/natparks/sr-adnpi.asp)

What is a National Park?

National Parks are now found in most countries. There is a great variety of National Parks because each nation creates its own approach to suit its own needs. But all National Parks have the following common features:

- they identify areas of land or sea - usually extensive areas - which are of the very highest value to the nation for their scenery and wildlife, and often for their cultural heritage value;
- they provide positive management and additional resources to safeguard the special qualities of these areas for the long term; and
- they provide opportunities for the public to enjoy these areas, because they are usually highly attractive places to visit.

National Parks in Scotland

In Scotland, National Parks have been established to deliver better management of some of Scotland's most special areas of outstanding natural and cultural heritage. They will have the following aims:

- to conserve and enhance the natural and cultural heritage
- to promote the sustainable use of the natural resources of the area
- to promote understanding and enjoyment (including enjoyment in the form of recreation) of the special qualities of the area by the public
- to promote sustainable social and economic development of the communities of the area

These aims will be pursued collectively, so that the achievement of one aim for the area will not undermine the achievement of another but should contribute to it. In this way, social and economic development will be addressed alongside the proper protection of the natural heritage. However, in cases where there appears to be irreconcilable conflict between these aims, priority will be given the protection of the area's natural and cultural heritage.
The designation of a National Park will not require the transfer of land to state control or ownership. Instead, the main mechanism for achieving Park aims will be the preparation and implementation of a National Park Plan. This will contain objectives and policies for the implementation of each of the aims. To minimise the scope for conflict between the aims, it may apply different policies to different areas of the Park ('zoning').
The process for establishing National Parks in Scotland is set out in the National Parks (Scotland) Act 2000. This legislation provides for two phases of public consultation on a formal Ministerial proposal, with the final decision to establish a National Park taken by the Scottish Parliament.

The National Park Authority

For each National Park, a National Park Authority will be established to draw-up this plan and ensure its implementation.
This Park Authority will be a national body like SNH, funded directly by Government and reporting directly to Scottish Ministers. Scottish Ministers and local authorities will each make 40% of the appointments to the Board of the Park Authority, with the remaining 20% directly elected by people who are on the electoral role for the area. Legislation places an upper limit of the size of the Board of the Park Authority of 25, with a guarantee that at least 20% of the members will be people who live in the area, or who are its local authority ward or community councillors.

What Powers will a National Park Authority have?

The main purpose of the National Park Authority is to prepare and facilitate the implementation of the National Park Plan. To do this, each Park Authority will need to work in close partnership with the many stakeholders in the Park, including its communities, its landowners and managers, and other

organisations and individuals with an interest in the conservation, enjoyment, understanding and sustainable use of its natural and cultural heritage.
In addition, the Park Authority will have a number of functions and powers to help it directly facilitate the achievement of Park aims. These include functions and powers to:

I. enter into management agreements, make bylaws and establish management rules
II. make charges for goods and services
III. provide advice and assistance and undertake or fund research
IV. provide grant
VI. purchase land
VII. create nature reserves
VIII. provide information and education
IX. provide countryside facilities such as toilets, carparks, campsites and picnic areas
X. provide sport, recreation and leisure facilities
XI. make improvements to inland waterways
XII. protect and maintain of rights of way; and
XIII. request traffic management schemes

A National Park Authority will also have specific powers under the Town and Country Planning (Scotland) Act 1997, tailored to the needs of the Park area. Some will take over the role of the local planning authority and have responsibility for drawing up the local plan for the area and making decisions on development proposals based on it. Other National Park Authorities may be consultees on these matters, with planning powers remaining solely or partly with the local authority.

Visiting Scotland's National Parks

The new Scottish right of access will apply in our National Parks. This provides for general access for everyone to land and water for the purposes of recreation and education, subject to that right being exercised responsibly. There are also safeguards for privacy and for the interests of land owners and managers to ensure that crops and cattle, historic sites and wildlife are not damaged or disturbed. Further information on places to visit and things to do in National Parks is available from various sources, but a good place to look first are the websites established for each National Park.

APPENDIX B

Extract from SNH website
(http://www.snh.org.uk/strategy/CMNP/sr-adnp01e.asp**)**

Coastal and Marine National Parks – Some "Questions and Answers"

1) What has SNH been asked to do?

In June 2005, the Scottish Executive announced their intention to create Scotland's first coastal & marine National Park by 2008. As a first step in this process, SNH has been requested by Government to consider the detailed statutory and policy framework for such a Park and to identify potential areas for designation. We have been asked by Ministers to report by March 2006.

2) What happens then?

Ministers will consider our advice and consult formally on it during the second half of 2006. Further extensive consultation would then be required as part of the formal designation process required to establish a National Park during 2008. SNH's present work is therefore only the first stage in a much longer process.

3) Will there be a proper consultation?

Yes, though this will be a job for the Scottish Executive to do, once Scottish Ministers have considered SNH's advice. It is expected that Scottish Ministers will undertake a full and formal consultation in the second half of 2006.

4) How can I contribute now?

SNH has been asked by Ministers to work closely with stakeholders and at the beginning of August SNH began this process by writing to interested parties informing them of this work and inviting comments. A new part of the SNH website on coastal & marine National Parks has also been established, and this includes an interactive message board for comments. Written contributions are also welcome any time before the end of December 2005. Write to Emma Jordan at SNH's coastal & marine National Park project team, Battleby 2, Redgorton, Perth PH1 3EW. Tel. 01738 444177; Email emma.jordan@snh.gov.uk.

5) What is this stakeholder group I have heard about?

The stakeholder group was established as one of a number of measures to involve interested parties in the development of SNH's advice. It is chaired by SNH board member, Hugh Raven. The Group brings together some of the national stakeholders to identify and discuss key issues, and to act as a wider sounding board for SNH's developing thinking. Details of the Group's meetings are available from this website.

6) Why is my organisation/ community not on this stakeholder group?

To be effective, we believed that the group needed to be small and relatively informal in nature. As such it cannot be fully comprehensive, though we have tried to make sure that key national stakeholders from various sectors (local government, national agencies, economic development, fishing, recreation, environment and conservation – see annex) are on it. Once specific areas are identified by Scottish Ministers, greater local involvement will be needed in the process of developing more detailed proposals.

7) Do Ministers or SNH have any specific areas in mind?

No. Ministers have not ruled out any areas for consideration by SNH. But they have provided a number of steers:

- that the area must contain both land and sea;
- that the coastal and marine resources of the area will be of outstanding importance;

- that the area should have not be too 'remote' and should have potential for access and enjoyment; and
- that designation of the Park could make a significant contribution to the social and economic development of the area

SNH is developing these into practical criteria to assess all the proposals that may come forward, together with other areas which may merit consideration. We may also need to consider a number of other factors – such as the future management of the area, or the degree of support for it locally and nationally.

8) How will a Park area be selected?

Ultimately, Scottish Ministers will select an area following their consultation next year. SNH has been asked to prepare advice to inform this consultation. To do this we are assessing all the proposals that come forward, together with other areas which we believe may also merit consideration. We will be doing this against a standard list of criteria using the information we have available. This assessment and the supporting data will be made available as part of SNH's advice to Scottish Ministers in March 2006.

9) Can I/ we propose my area now?
Yes. If you choose to do so it would be helpful to think about the assessment criteria in developing your case (see question 8) and provide information to support this. This could include local biodiversity resources, the importance of the area for recreation & access and the 'added –value' a Park would bring to the local community. SNH's thinking on these criteria and the assessment process is available from the Stakeholder Group section of the SNH website. The most recent paper on the assessment framework is available here.

10) What aims will the National Park have?

Ministers have proposed that the new coastal and marine National Park will be set up under the existing framework of National Parks (Scotland) Act 2000, and it will therefore have the same four broad aims as the terrestrial National Parks already in existence in Loch Lomond & The Trossachs and the Cairngorms. These are:

- conserving and enhancing the natural and cultural heritage;
- promoting the sustainable use of natural resources;
- promoting the understanding and enjoyment of the special qualities of the area; and
- promoting the sustainable economic and social development of its local communities.

These aims will be pursued collectively, so that the achievement of one aim for the area will not undermine the achievement of another but should contribute to it. In this way, social and economic development will be addressed alongside the proper protection of the natural heritage. However, in cases where there appears to be irreconcilable conflict between these aims, priority will be given the protection of the area's natural and cultural heritage.

11) Why do we need a coastal and marine National Park?

Compared to existing designation or environmental protection measures, Ministers believe such an approach can bring added value to the sustainable management of some of our most outstanding coastal and marine environments, for example through the better planning and coordination of various coastal and marine activities. A Park Authority will also provide a single point of leadership for the area and should increase community involvement in decisions about the management of many more of the area's resources. National Park designation is a great accolade and throughout the world experience suggests that Park areas benefit from an increased profile, strengthened management and greater investment.

12) Will it control fishing, windfarms, built development etc.?

These activities are already regulated. So the question is what is the added value of a Park taking on this role? This may mean different things in different places, but perhaps the most important role for the Park Authority will be in being able to better co-ordinate these activities through the statutory Park Plan. In addition, there are possibly a number of activities that the Park Authority will need to have some more

direct influence, and possibly control, over but what activities these are and how this will happen in practice is still to be determined. The most recent paper on this topic is available here.

13) Will commercial fishing still be allowed in the new National Park?

Absolutely. Ministers have stressed that National Parks are not marine protected areas in another name, and that sustainable fishing will continue to take place within a future Park area, contributing to the achievement of all four aims of the National Park. It is not envisaged that the Park Authority will have any specific powers for fisheries management, but the Park Plan will provide an important context for considering the interaction between fishing activity, other activities and the coastal and marine environment within the National Park. Further discussion is therefore needed on the relationship between a future Park Authority and the work of the new Inshore Fisheries Groups, and also on how inshore fishing expertise can be best be involved in the management and governance of the Park Authority

14 How big will the Park be?

Again this is a question SNH has been asked to advise on. As a general rule, the experience on land suggests that larger Park areas are better for long-term management, and this would seem to be equally applicable for coastal and marine areas. At the same time, the area has to be small and coherent enough for its management and to give it a clear identify.

15) How far out to sea or inland will it go?

The National Parks (Scotland) Act 2000 applies up to the 12 nm limit, so a Park established under this legislation could not go further than that. The inland boundary is likely to be determined by the extent of 'coastal zone' e.g. the area of land most closely associated with the sea. This is likely to be quite limited on the mainland, but potentially could include whole islands and peninsulas.

16) Who will be on the Park board?

Under the National Parks (Scotland) Act 2000, Scottish Ministers and local authorities will each make 40% of the appointments to the Board of the Park Authority, with the remaining 20% directly elected by people who are on the electoral role for the area. Legislation places an upper limit of the size of the Board of the Park Authority of 25, with a guarantee that at least 20% of the members will be people who live in the area, or who are its local authority ward or community councillors. There is scope within the existing legislation to vary these proportions for coastal and marine National Parks to take account of the wider community of interests in these areas, and also the different role of local authorities. This is one of the issues SNH has been asked to advise on.

17) Why is this process taking so long?

Inevitably, it takes time to get things right. Everyone also needs a chance to have their say on the proposals as they develop. And there are also some more difficult questions to resolve in terms of defining the precise boundary of the Park; who should sit on its Board and the powers it may have.
Scottish Natural Heritage
November 2005

Annex B List of organisations on the proposed stakeholder group

- Association of Salmon Fisheries
- British Marine Federation Scotland
- British Ports Association
- Scottish Sub-Aqua Club
- COSLA
- Crown Estate
- Federation of Scottish Aquaculture Producers
- Fisheries Research Services Marine Laboratory
- HIE
- Historic Scotland
- Maritime and Coastguard Agency

- MOD
- Royal Yachting Association
- Scallop Association
- Scottish Enterprise Network
- Scottish Environment Link
- Scottish Coastal Forum
- Scottish Fisherman's Federation
- Scottish Rural Property and Business Association
- Scottish Renewables Forum
- Scottish Shellfish Growers Association
- SEPA
- sportScotland
- VisitScotland

APPENDIX C

Notes about views expressed at SNH Seminar on Coastal and Marine National Parks held at NAFC on 13 December 2005

Whilst recognising the Executive's desire to designate Scotland's first marine National Park, it is considered that the timing serves only to muddy the waters given the plethora of new initiatives for the marine environment such as the extension of planning controls for aquaculture, Scottish Sustainable Marine Environment Initiative (SSMEI) and a possible Marine Bill. The timing perpetuates sectoral developments and works against the apparent desire to bring some co-ordination to the regulatory and legislative framework for the marine environment.

Shetland is one of the three SSMEI pilot projects launched by the Executive as part of its recent Marine Strategy. The aim of the Shetland project is to develop marine spatial planning for the Islands within the context of integrated coastal zone management. As such it is doubtful that a National Park would add any real value to the Islands and the desire for local control over the sustainable use of marine resources.

Early indications are that a National Park Authority may act as the planning authority in the area under its jurisdiction. If this is the case there is potential for conflict between the NPA and the Local Authority in respect of aquaculture developments given the proposed legislative changes through the Water Environment and Water Services (Scotland) Act 2003 and the pending Planning Bill. The situation is further exacerbated in Shetland by the powers vested in the Council through the Zetland County Council Act 1974 which allows the Council to control all marine developments through the issuing of works licences.

Despite Ministerial assurances that National Parks are not marine protected areas in another guise, the fishing sector will need to be assured that Park designation will not interfere with, or restrict in any way their existing activities. This is particularly true in Shetland where there has been, and continues to be, a long history and tradition in fish catching. Uniquely Shetland has a Shellfish Regulating Order in place to aid management of the inshore shellfish stocks and National Park designation is unlikely to add value to this stock management tool. The use of the term 'Park' and the indication that environmental issues will carry more weight that socio-economic considerations where conflict between the two arises is an area of concern for the fisheries sector.

In summary, it is considered that Shetland is already some way down the road of locally sustainable marine resource management and that National Park designation will not add any real value to the work being undertaken. The Council will of course pay due heed to any community aspirations in recognition of the need to support and maintain viable coastal communities through a balance of socio-economic and environmental factors.

Martin Holmes
Coastal Zone Manager

APPENDIX D

A National Marine Park in Shetland

Some observations by Dr Jonathan Wills, chairman, Shetland Tourism Association

What sort of place is eligible to become a National Marine Park?

In summary, the Scottish Executive says a National Marine Park should

1. be in an area (preferably quite large) whose coastal and marine resources are of 'outstanding importance';
2. help to 'conserve and enhance' our natural and cultural heritage ;
3. promote 'sustainable use of natural resources';
4. promote 'understanding and enjoyment' of the special qualities of the area;
5. make a 'significant contribution' to sustainable economic and social development.

What all seem agreed a park must *not* do is:

- obstruct legitimate, environmentally sustainable economic activity;
- interfere with private citizens' rights to use and enjoy their own homes and gardens;
- create unreasonable difficulties for fishing, fish farming, agriculture and other small rural businesses.

It is, however, worth noting that the enterprises likely to be most affected by the creation of a National Marine Park – fishing and fish farming – are already heavily regulated and will continue to be so, whether or not a park exists. A park authority could well be a more efficient and effective way of ensuring local influence over decisions by national and European authorities.

Why is Shetland the most obvious place in the British Isles to establish a National Marine Park?

The best summary of Shetland's ecological significance that I have seen is on the cover of J. Laughton Johnston's book, *A Shetland Naturalist* (Poyser, 1999):

> "Shetland is a spectacular group of islands with a varied geology, a wonderful landscape and a special flora and fauna... ...Shetland remains one of Britain's national treasures."

The most outstanding features justifying National Marine Park designation seem to me to include the following:

1. At present the waters around Shetland's 900-mile-long coastline are still pristine, and

certainly the cleanest in the North Sea.

2. The unusual 'jigsaw' shape of the islands packs a profusion of coastal and marine life around a land area of just 567 square miles.
3. Unlike much of Scotland, Shetland has a 'drowned' coastline, progressively flooded (by up to 120m) since the end of the last glaciation. This has provided material for the outstanding diversity of sand and shingle bars, spits and tombolos, not found in such numbers anywhere else in the UK. The submarine topography is extraordinarily varied over short distances, creating rich habitats for inshore sea life, particularly in the kelp forest which may have an area of over 250 square miles (no-one has yet charted it accurately).
4. The seabird colonies are recognised as of international significance and are among the largest in the North Atlantic. A National Marine Park would, as discussed below, help with more sustainable management of the inshore fish stocks on which seabirds depend. Recent concerns about breeding success suggest that this need is now urgent.
5. Shetland is a vital staging post for migrating birds and has a world-famous ornithological observatory on Fair Isle. 'Twitchers' account for a growing proportion of visitors, particularly when rarities show up in Shetland between September and April, the low season for conventional tourism. For example, over a hundred birdwatchers descended on Lerwick in December 2005 to see a single Brünnich's Guillemot.
6. Our populations of grey and common seals and otters are nationally important. Shetland is one of the best places in Britain to watch otters in the wild.
7. The coastline is also of special botanical interest, with some surviving rarities such as oyster plant, surprisingly lush cliff meadows and very interesting plant communities developing on the many small holms where sheep are no longer grazed.
8. Geologically, Shetland shows more variety than almost any area of similar size in Europe. The rock exposures along the shoreline range from basalt cliffs (Eshaness) and ancient oceanic crust (Fetlar) through almost every major rock type to Devonian fossil beds (Exnaboe) and desert sandstones (Bressay). Classic sites include major structural features such as the northern extension of the Great Glen Fault (at Ollaberry) and glacial overflow channels (at Tonga, Unst, and North Yell).
9. A Shetland National Marine Park would thus encompass many contrasting habitats - from seabed over 120m deep to cliffs over 200m high; from tidal lagoons and sandy beaches to caves and kelp forest; from oxygen-depleted waters at the head of Sullom and Ronas Voes to the turbulent, oxygen-rich waters of Bluemull Sound. It is doubtful if such a wide variety of coastal geomorphology could be found in an area of similar size anywhere in Britain. These special qualities have been recognised since the early 19th century when Charles Lyell's classic *Principles of Geology* mentioned the sea stacks of the Drongs and the Grind of the Navir blowhole as examples of coastal landforms.
10. As the most northerly stretch of coast in Britain, Shetland is literally a place on the edge. The shoreline lies in the frontier zone between temperate and sub-arctic marine ecosystems. For some northern species it is the southern limit of their range, and *vice versa*. It is an ideal place to monitor and measure the ecological consequences of climate change, which is likely to have extreme effects in Shetland, particularly with the expected rise in sea level.
11. Shetland is exceptionally well documented, with a larger literature about it in the natural sciences than for any similar-sized area in rural Scotland. A bibliography, which I compiled in 2003 for Shetland College and UHI, ran to 63 pages and over 1,000 books and papers. It was not exhaustive. There is a vast amount of 'baseline' information about Shetland's coastline, due in part to the work of the Shetland Oil Terminal Environmental Advisory Group (SOTEAG) which for three decades has carried out regular biological sampling and monitoring under the auspices of Aberdeen University, to accumulate

some of the longest-running, most detailed and methodologically consistent data sets of their kind in the world. So we know a lot about what's here now, which simplifies the task of interpreting the islands for visitors and also means we can measure accurately any changes following designation as a marine park. This would be more difficult in some other areas of Scotland believed to be under consideration.

12. In few places are the economic and cultural links between a population and the sea closer than in Shetland. This distinctive cultural heritage has also been very extensively researched, particularly for maritime history and archaeology. The coastal archaeology is among the most interesting in Europe, with hundreds of sites - including Mousa Broch (the most complete broch in the world), the Jarshof and Old Scatness excavations, and the Norse houses now being studied on Britain's most northerly inhabited island during the 'Viking Unst' project.

How big should the park be?

Shetland is a good choice for a National Marine Park because the islands comprise a coherent and discrete unit, ecologically, culturally and administratively distinct from the rest of Scotland, under a single local authority, Shetland Islands Council.

The Shetland National Marine Park could include the following areas of sea and land:

1. UK coastal waters out to the 12-mile limit around Shetland (as measured from Fair Isle, Foula, Muckle Flugga, Out Skerries and Noss).
2. Fair Isle (owned by the National Trust for Scotland), where there is unanimous popular support for inclusion in a park, plus other small inhabited islands such as Foula, Papa Stour and Fetlar if the islanders agree.
3. The existing National Nature Reserves of the island of Noss and the peninsula of Hermaness.
4. Holms and grassy sea stacks not used for grazing (of which there are currently at least 50 around Shetland).
5. Small, uninhabited islands already designated as nature reserves and/or Sites of Special Scientific Significance (whether grazed or not).
6. Selected peninsulas of special geological, botanical and/or zoological interest (whether grazed or not).
7. Areas of foreshore where inclusion in a National Marine Park would not interfere with current economic uses.

This would satisfy the Scottish Executive's preference for a fairly large, diverse but still manageable area. Evidence from elsewhere suggests that larger parks tend to be more effective and successful in their aims.

What should be excluded?

Some relatively small areas would probably have to be excluded from the area of the park because of overlapping and possibly conflicting jurisdiction and statutory responsibilities. These would presumably include:

1. Lerwick Port Authority's harbour area;
2. The Scalloway Harbour area;
3. The Port of Sullom Voe and approaches - although it would be desirable to include the Ramna Stacks at the north end of Yell Sound, already managed by the RSPB, and indeed Sullom Voe itself which, west of the oil and gas terminal, is an area of considerable natural beauty and biological interest – reflected in its recent designation as a Marine Special Area of Conservation.
4. Some sites used for telecommunications and other public utilities where there could be a conflict of responsibilities.

What good would a park be to Shetland?

A National Marine Park could provide local and national benefits as follows:

Fisheries & Marine Science

1. Enable the phasing out (over perhaps 10 years) of environmentally damaging fishing methods, specifically those that disturb and damage the seabed and the plants and invertebrates living on and in it, produce unacceptably high by-catches of unwanted species, destroy large quantities of immature and forage fish or cause incidental damage to birds, seals and cetaceans.
2. Provide an administrative framework for the phased introduction of more sustainable fishing techniques, such as lighter trawls, long-lining and jigging, with conservation measures such as no-take zones, seasonally closed areas, areas reserved for static gear, 'land what you catch' schemes and limitations on the size and power of vessels licensed to fish in the park.
3. These measures would increase fish stocks and, because the fish will continue to swim in and out of the park area, in time provide better catches per unit of effort for the fleet both inside and outside the 12-mile-limit.
4. This could be done without discriminating against licensed fishing vessels from other parts of the UK and the European Union but it would undoubtedly favour vessels based in Shetland (irrespective of who owns and crews them). Because it would not be practicable for these smaller, lower-powered fishing boats to make long voyages to Shetland to participate in the park's inshore fishery, their owners would be obliged to base them in the islands and also to land their catches here. Because of the relatively large number of shore jobs created by every job on a fishing boat, this would have a disproportionately beneficial economic effect. A larger fleet of smaller boats would also tend to be owned locally, which has social as well as economic benefits.
5. It is likely, however, that a switch to environmentally neutral (or even benign) fisheries will be economically painful. The present state of the whitefish fleet makes it essential that the creation of a National Marine Park be accompanied by a package of practical and financial assistance to help fishing crews switch to sustainable methods. This will of course be true for any area of Scotland's coast designated as a park.
6. There is no reason why 'pelagic' fishing for herring and mackerel should not continue within a National Marine Park as these are relatively 'clean' fisheries with low by-catch and discard rates. As long as sensible, *science-based* catch quotas are set and *enforced* (which has not been universal in the past) then the large pelagic trawlers could certainly be part of a carefully managed fishery within the park.
7. Park status would make it easier to conserve shellfish stocks. Unlike some other areas

under consideration, Shetland already has in place a local Shellfish Regulatory Order, which is an essential prerequisite to sustainable management.

8. Promoting sustainable management of inshore fisheries in the park would also have practical educational and scientific benefits, through the involvement of the North Atlantic Fisheries College and other UHI partners in researching sustainable fishing methods, training fishing crews and monitoring the effects on fish stocks.

It is important to note that continuing the status quo, with relatively large, high-powered vessels using destructive gear, is not an option. Fuel prices alone dictate this, apart from signs of ecological problems due to overfishing. Sustainable fisheries are already international, national and local policy. Creating a Shetland National Marine Park would be a good way to start putting this policy into practice and getting the best deal to ensure the future prosperity of the local fleet. The Scottish Executive has made it clear that fishing is expected to continue in the National Marine Park area. Effective conservation may even allow catches to increase.

Because Shetland is a discrete group of islands, lying some distance offshore, it is an ideal place for a sustainable fisheries programme of this kind, as it is relatively easy to measure what is happening and to exclude external, complicating factors. The islands are a natural laboratory for measuring and monitoring the fish species, invertebrates, plants and plankton on which Shetland's marine ecology (and ultimately its fishing industry) depends.

Fish Farming & Shellfish Growing

As with fisheries, park designation would be a stimulus to sustainable management of this major marine industry which, on its own admission, has a mixed record of environmental stewardship over the 25 years since it began in Shetland. As the nearest fish farms (in Orkney) are over 70 miles from Shetland's most southerly fish and shellfish farms, it is possible to measure the local effects of changes in farm management, without complication by external influences.

The switch to sustainable, environmentally benign practices will be just as difficult and expensive as for wild fish catching, but they will undoubtedly include lower stocking rates, wider spacing between farms, larger areas and longer periods for fallowing sites, keeping shellfish and finfish farms much further apart, reducing the use of biocides and pharmaceuticals, better animal welfare (including outlawing cruel and destructive anti-predator measures) and more stringent measures to prevent the spread of fish diseases and pollution.

All of this is technically possible and once it is achieved and certificated then, as with wild fish catches, it will be possible to obtain a premium for fish and shellfish produced by sustainable methods. The Shetland Aquaculture organisation representing fish farmers in the islands has recognised that these improvements must come anyway if the industry is to allay consumer concerns and survive. Park designation will help it to happen sooner. That is why aquaculture could also be a major long-term gainer from a National Marine Park in Shetland.

Tourism

The sea, accessible from every corner of the islands, is central to Shetland’s unique combination of attractions as a holiday destination. Tourism is a growing and sustainable

industry in Shetland, with an estimated 20,000 'holiday visitors' a year, plus some 15,000 'business visitors' and an unknown number of 'exiles' staying with Shetland family and friends.

Visitor surveys show that the main selling points are the scenery, wildlife and cultural heritage. 'Green' tourism is leading this growth, based on the islands' internationally famous bird life (the main attractions being Fair Isle, Foula, Foula and the National Nature Reserves at Hermaness on Unst and Noss, near Lerwick). Other factors include the ease with which seals and even otters can be watched, the chance of seeing a whale or dolphin, the fresh air (Shetland has some of the cleanest air in the UK), superb hill and coastal walking, the renowned archaeological sites and, increasingly, the geology (for example the serpentine and chromate deposits in the island of Unst). Shetland is in the process of applying for European Geopark status.

National Marine Park designation would greatly increase demand for Shetland nature and heritage holidays. It would be the biggest boost the industry has ever had. It is difficult to estimate the number of additional jobs that would be created but no doubt that it would be considerable.

Surveys suggest that Shetland has a higher than average rate of visitors satisfied with what they find here and a high percentage of repeat customers. National Marine Park status would encourage more people to discover what these visitors already know - that the islands are very special and their visitor attractions very good value for money.

There is no point in designating an area as a park if there is nowhere for people to stay when they get there. But Shetland has plenty of visitor accommodation available to suit different pockets. As well as a range of hotels and guest houses, there are many good bed-and-breakfast establishments, self-catering cottages, three backpackers' hostels and a network of camp sites and camping barns.

With about 1,800 bed spaces, there is currently some spare capacity in tourist accommodation, outside the peak season of late June to mid-August. Several existing providers have the ability and the initiative to expand the number of hotel and guest house beds available. Park status would provide the motivation to do this.

An important point to note is that the islands have discretionary local public funds available to top up bank and statutory loan and grant assistance for tourist accommodation projects. This makes it easier for Shetland to respond quickly to increased demand.

Existing transport firms, tour operators and wildlife tourism enterprises have capacity for expansion, particularly as a National Marine Park would be likely to attract additional trade outside the peak season, for example on short-break holidays in spring and autumn. There are already well-established businesses offering proven and valued services in this field and, as with accommodation providers, the existence of bodies such as the Shetland Development Trust makes it easier to expand existing businesses and start new ones.

Remote but accessible

The Scottish Executive has expressed the view that the area selected as a National Marine

Park "should not be too remote and should have potential for access and enjoyment".

Among city dwellers who have never visited Shetland there is certainly a perception that the islands are "remote" from the Central Belt of Scotland (or indeed from Inverness). Lerwick is indeed about the same distance from Edinburgh as London is, although few in Holyrood Road would describe London as "remote" geographically (politically, perhaps…)

However, geographical remoteness and accessibility are not the same thing. Shetland is in fact more accessible than many parts of the Western Isles and the smaller islands of the Inner Hebrides. There are currently seven flights a day from mainland Scotland. The flight time from Aberdeen is under an hour. Edinburgh and Glasgow city centres are less than four hours from Lerwick town centre by bus and plane. In summer there are direct flights from Oslo and London Stansted.

The islands are also served by large, modern cruise-style ferries which leave Aberdeen seven nights a week, year-round, arriving in Lerwick early the following morning. In summer there are weekly ferry connections to Norway, Denmark, Faroe and Iceland.

In addition, Shetland is already one of Scotland's major cruise liner destinations. In 2005, for example, 48 cruise ships called at Lerwick, with some 17,500 visitors coming ashore to sample the natural and cultural heritage.

So, contrary to metropolitan preconceptions, access is not a problem and many places on the north west Scottish mainland are in fact considerably more "remote", in the sense that they are harder to reach.

There is spare capacity on the ferries from the mainland, outwith the peak season, and the new contract for the service is expected to ensure better use of space aboard the ships to provide more berths. But the quickest way to increase capacity between the UK mainland and Shetland will undoubtedly be by air, in the short term at least. Increased demand due to a park would improve the economics of the existing sea and air services and bolster efforts to establish a daily direct air link with London.

Getting to a National Marine Park is one aspect; getting around it is another. Here Shetland has major advantages over other areas. Once arrived in Shetland, visitors have quick, easy and affordable access to sites of interest around the islands, thanks to an integrated network of well-maintained roads and inter-island ferries as good as any in Europe. This is one reason why Lerwick is such a successful cruise liner port. The ferries to islands such as Unst, Yell, Whalsay and Bressay are more frequent and cheaper than any in Orkney or the Western Isles. It is much easier to travel by bus and car ferries from Lerwick to Britain's most northerly island, Unst, than to reach Barra from Stornoway (and in Shetland there is no problem with restricted transport services on Sundays).

Promoting understanding and enjoyment of the area

Many of the visitor attractions have already been mentioned but one of the most important will open this year - the new £10m Shetland Museum at Hay's Dock in Lerwick. This will be one of the best facilities of its kind in Scotland. The focus of the exhibits and interactive displays is on marine and coastal ecology, fisheries, geology, maritime history and 7,000 years of traditional life in an island community, precisely the themes of the proposed National Marine Park. Highlights will include: prehistoric artefacts from coastal

archaeological sites such as Jarlshof; the famous St Ninian's Isle Treasure, unearthed in 1958 on an uninhabited Shetland island; fishing gear dating back to Viking times; a superb collection of model ships; and traditional Shetland boats, including a 'sixareen' and the restored, 105-year-old herring drifter 'Swan' - now used for sail training and pleasure trips. The museum and the well-established North Atlantic Fisheries College in the nearby village of Scalloway will be invaluable resources for visitors to the proposed park.

Thanks to the combined efforts of Shetland Islands Council, Shetland Amenity Trust, Visit Shetland, Historic Scotland and Scottish Natural Heritage there is already plenty of information for visitors about most of the sites that would form the outstanding attractions of a Shetland National Marine Park. Shetland produces more and better interpretive leaflets, free to the visitor, than any part of the Highlands and Islands. There are informative websites, several good tourist guides and a network of neighbourhood information points throughout the islands. There is even a series of informative booklets on Walking the Coastline of Shetland (by an author who has done it all). Excellent roadside signage guides visitors to almost all the coastal wildlife and heritage attractions, even on the side roads. Most sites have informative display boards and many are near visitor centres. Nowhere else in the Highlands and Islands has such a high density of high-quality information displays. This is a major point in Shetland's favour as a candidate for a National Marine Park.

This interpretation material has been developed over the past decade with the active involvement of local community councils. Other community-based assets include the many small museums and heritage centres run by volunteers in communities such as Fair Isle, Sandwick, Scalloway (famous for its 'Shetland Bus' museum of the Norwegian Resistance in World War II), Bressay, Northmavine, Yell, Fetlar and Unst. These typically provide light refreshments as well as a chance for visitors to meet welcoming and knowledgeable local enthusiasts.

Marketing Shetland

Shetland Islands Council has recently devoted time and money to improving the marketing of the islands and their produce. A clear strategy is in place and practical policies now being implemented to strengthen the Shetland 'brand'. More work needs to be done to ensure that the islands' unique qualities are better known by the people who value what we have to offer; in other words, we need to build a wider and stronger reputation. Much the most effective way of doing this is likely to be by word of mouth, but other methods are needed too. A National Marine Park would be founded on the resources and qualities that are unique to Shetland. The sustainable management of the park would complement these marketing and branding efforts. A park would greatly assist the successful marketing of Shetland and its products. For example, major supermarkets are now identifying fish as 'sustainably caught' and there is undoubtedly a premium on organic produce. Apart from the intrinsic merit of such an approach, it is also exactly what our target market increasingly demands.

Conclusion

It therefore appears that Shetland can meet every single one of the criteria suggested by the Scottish Executive. Shetland also possesses much of the necessary infrastructure and, more

importantly, the community awareness and volunteer involvement necessary for the success of a National Marine Park. Even if the islands' scenery, wildlife and history were not so special, this alone would be a very strong point favouring park designation.

The designation of a National Marine Park would be entirely in sympathy with the direction of current efforts to market Shetland and promote a sustainable local economy. The decline of the oil industry and the current difficulties in fishing and salmon farming make this task urgent.

Much of the groundwork for a Shetland National Marine Park has already been done. It is unlikely that any other community in Scotland can offer anything like this package of attractions, infrastructure, skills and proven local commitment to promoting the understanding and enjoyment of the area. Other areas may say they could and would provide this. Shetlanders have demonstrated that they can and do.

Jonathan Wills
Bressay
Shetland
16th January 2006

APPENDIX E

MARINE NATIONAL PARK WORKING GROUP

1. REMIT

To examine the possibility of Shetland hosting a Marine National Park, to carry out all related public consultation and to report as appropriate to the Infrastructure Committee

2. MEMBERSHIP

- COUNCILLORS

Three Councillors (to be nominated at the Infrastructure Committee on 14 March 2006)

- OFFICIALS

Executive Director Infrastructure Services
Head of Economic Development
Head of Planning
Coastal Zone Manager

Or their nominees.

The Working Group may also invite interested parties to attend its meetings in order to provide information or advice.

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 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 group will meet monthly with interim meetings arranged when required.

Duration of the Group

The Group will be established until such time as it has reported back to the Infrastructure Committee following the Scottish Ministers' decision on the chosen location of a Marine National Park.

Shetland
Islands Council

REPORT

To: **Infrastructure Committee** **14 March 2006**

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

DEVELOPMENT BRIEF – RAF SAXA VORD, UNST

Introduction

1.1 This report introduces the Development Brief for RAF Saxa Vord and seeks the Committee's approval of the brief. The Development Brief is appended to this report.

2 Link to Council Priorities

2.1 Respecting Our Unique Landscape (Priority 7), Protecting Natural Resources (Priority 8) and Strengthening Rural Communities (Priority 19) contained in the Corporate Improvement Plan 2004-2008 are key corporate objectives. The implementation of policies contained within the Local Plan and the processing of planning applications that accord with the policies of the Local Plan ensure that the corporate objectives are achieved.

3 Background

3.1 The Brief is intended :

1. To inform prospective developers and others of planning and other issues related to the site.

2. To identify fundamental planning and design requirements which should influence the development of the site, to which the Planning Authority will have regard when processing any planning applications.

3.2 It should be emphasised that the Council wishes to encourage appropriate development on the Saxa Vord sites and will adopt a flexible approach consistent with the needs and circumstances of the Unst community.

3.3 A consultation with the local community was undertaken in December and January. This consultation consisted of circulation of a Draft Brief within the community. Responses were to be sent to Fiona Stirling of the Unst Response Team. No responses were received. The Community Council also considered the Draft Brief at their meeting and had no specific comments to make.

4 Discussion

~~4.1~~4.6 The proposed disposal of the site by the RAF raises the opportunity for there to be a significant development in Unst. Rather than create an atmosphere of uncertainty within the community and among the prospective purchasers of the site, a Development Brief outlines the fundamental issues that the Council considers relevant for the site. The Development Brief also outlines the types of proposal that the Council will find acceptable for the site.

~~4.2~~4.7 The purpose of the Development Brief is to set out the Council's views, as Planning Authority, on the future development of the area. The brief has the status of Supplementary Planning Guidance and will be given appropriate weight in determining planning applications.

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. However, approval of this brief requires a decision of the Council.

6 Financial implications

6.1 There are no direct financial implications arising from this report.

7 Conclusion

7.1 The RAF disposal of Saxa Vord will have a very substantial impact on the community, there is an air of uncertainty about the future and the future uses of the site. The Development Brief outlines what the Council as Planning Authority sees as the appropriate uses of the site.

8 Recommendation

8.1 I recommend that members of the Infrastructure Committee endorse the Development Brief as the Council's statement regarding the future of the base and recommend approval by the Council.

APPENDIX 1

Land at RAF Saxa Vord, Unst, Shetland

Development Brief

Land at RAF Saxa Vord, Unst, Shetland

Development Brief

The purpose of this development brief is to set out the Council's views, as Planning Authority, on the future development of the area. The brief has the status of Supplementary Planning Guidance and will be given appropriate weight in determining planning applications.

1. Background.

RAF Saxa Vord was initially developed during the Second World War as a naval radar and communications centre and transferred to the RAF in 1956. The domestic site was redeveloped in 1989, at a time when 250 people were employed on the base. In 1999, the Ministry of Defence announced that the base would be scaled down and the number of personnel was reduced to 92. In 2005, it was announced that the base would close in April 2006. The only structures in which the RAF would retain any interest would be the radome on the technical site and an adjacent building; these would be mothballed but the radome would be able to house radar equipment at short notice if the national interest made that necessary.

2. Status of Brief.

The Brief is intended:

1. To inform prospective developers and others of planning and other issues related to the site:

2. To identify fundamental planning and design requirements which should influence the development of the site, to which the planning authority will have regard when processing any planning applications.

It should be emphasised that the Council wishes to encourage appropriate development on the Saxa Vord sites and will adopt a flexible approach consistent with the needs and circumstances of the Unst community.

3. Local Consultation

There is some community support for the development and regeneration of this site rather than abandonment to disrepair and neglect. It is thought that there is scope for the creation of new uses and business opportunities. There have been various suggestions, from various quarters, for possible uses that could be accommodated on the site.

This Development Brief was circulated in draft form for comment by the community. No comments were received.

4. Context of the base

4.1 Unst

RAF Saxa Vord is located at the north end of Unst as shown on map 1. Unst is the northernmost and third largest Shetland island with a total area of 47 square miles (120 km²). The highest point is the hill of Saxa Vord at 258m. There is a diverse geology in Unst, with serpentine formations creating an unusual habitat which is home in particular to the unique Edmondston's Chickweed. The island is also well known for its wildlife, with the cliffs at Hermaness being especially noted for seabirds. Because of these resources, the island has a number of designated Sites of Special Scientific Interest and the sites at Hermaness and Keen of Hamar are also National Nature Reserves.

The area of arable land is limited, but extensive areas of grazing land allow sheep-rearing and there is also some pig-rearing. There is some aquaculture, including organic salmon farming, and Unst is host to Shetland's only brewery; thus, the food and drink sector is important in the local economy. There is also some traditional hand knitting. There is growing interest in the community owned renewable energy project. The Shetland Amenity Trust is pursuing a major archaeological project and there is strong interest in the local heritage, evident in the establishment of a heritage centre and a boat museum and in the restoration of Belmont House.

A range of community facilities is available in Unst, including primary schools at Uyeasound and Baltasound and a Junior High School at Baltasound. As well as public halls, there is a leisure centre incorporating a swimming pool. There is a range of other facilities, for example a doctor's surgery, two shops, a post office, visitor accommodation and a garage.

Saxa Vord is separate from any other significant settlement; there are a few private dwellings in the vicinity but the main settlement of Haroldswick is located some 2 km to the south.

4.2 The Saxa Vord Sites

There are two sites at RAF Saxa Vord. The domestic site extends to 7.178 hectares (17.74 acres) or thereby and is occupied by the buildings listed in table 1 and shown on the map forming Appendix C.

The Technical Site is located approximately 2 miles north-west of the domestic site and the control and reporting centre has been declared surplus to requirements and is included in the sale. This is an above ground, heavily reinforced concrete building on three levels situated near the radar dome. There is a nearby accommodation block.

Table 1

No	Description	Use	Sq M	Sq F
1	Supply Flight	Warehouse & Offices	1,286	13,840
2	Motor Transport Section	Vehicle Workshops and Garaging	657	7,070
3	Powerhouse	Main Heating System	407	4,380
4	Guardroom	Offices & Stores	167	1,797
5	Medical Centre	Clinics & Offices	646	6,952
6	Station HQ	Offices & Stores	409	4,402
7	NAAFI Shop & Thrift Shop	Retail plus Offices and Stores	452	4,864
8	Gymnasium	Indoor Recreation Facilities	271	2,916
9	Kitchen Area	Kitchen, Offices & Stores	425	4,574
10	Combined Mess	Dining, Bar and Lounge Areas	278	2,992
11	Amenity Centre	Lounge, Coffee Shop	315	3,390
12	Accommodation Blocks	Total 153 single bedrooms		
13	Astroturf Pitch	Outdoor recreation facility		
14	Nordabrake Housing	18X3 bedroom houses		
15	Taftens Housing	4X3 bedroom houses plus		
		1X4 bedroom house		

4.3 Description of buildings

Much of the domestic site was rebuilt in 1989 and it now comprises single and two storey buildings, most of which are externally rendered with pitched roofs. The accommodation includes offices, 153 single bedrooms, kitchen and dining facilities, lounges, gymnasium area, medical centre, large warehouse building and motor transport facility. A number of the buildings are linked together and can be accessed internally as one complex. The site includes 23 houses in two small estates, an Astroturf pitch and a shop.

The buildings are generally in reasonable condition, though the areas of the base that have been disused and unheated for some time are reportedly somewhat damp and in need of substantial refurbishment. The best of the housing has slate roofs, but most of the 1989 buildings are roofed with thin cement tiles and these have a limited life expectancy. There are three buildings in a dilapidated state adjacent to the store and the motor transport section that were due for demolition but are now offered for sale.

4.4 Topography

The domestic site is gently sloping from north to south.
The control and reporting centre is on two levels linked by a tunnel.

4.5 Services

Services within the site are owned by the Ministry of Defence.

Water

A mains water supply feeds a holding tank at the north east corner of the site, from where it is distributed via an underground ring main.

Drainage

Surface water from the domestic site is discharged into an open ditch outside the camp. Foul drainage is fed by a separate system to a septic tank near Harolds Wick . This system also accepts the foul drainage from the nearby council houses.

Heating

The houses at Nordabrake and Taftens have independent heating systems. All other buildings within the domestic site are heated by a communal heating system served by the oil-fuelled boilers and an underground heating system.

Electricity

Electricity supply is from the Lerwick power plant. There is a standby generator in the powerhouse, but it is reportedly nearing the end of its useful life.

5. **Planning Context**.

5.1 Planning Background.

The site is subject to the policies contained in the Shetland Structure Plan (adopted in 2001) and the Shetland Local Plan (adopted in 2004). The relevant policies are listed in Appendix A.

The Local Plan aims for Unst are:

- To seek ways further to diversify the economy
- To enhance transport links with the rest of Shetland
- To maintain and enhance the natural and built environment.

6.1 **Favoured Types of Development**

6.2 The Future of the Existing Buildings

The future of the existing buildings on the sites presents dilemmas. On the one hand, demolition of a significant proportion of the buildings might be thought to represent a waste of resources and a loss of opportunities. On the other, the retention of buildings for which there is no reasonable prospect of use does the community no favours because ultimately the result is likely to be dereliction.

The Council wishes to encourage a development that adds to the quality of life of all those that live in Unst. Such a development should maximise the use of buildings on site that can be reused. However, it appears that many of the existing buildings cannot be converted or economically refurbished for contemporary uses.

The Local Plan states that *"It is important that the RAF undertake the demolition of redundant buildings to avoid having derelict properties despoiling the landscape*." To this end, consideration should be given to the demolition of the majority of the buildings that

occupy the domestic site. The site should then be made good for the development of purpose built buildings that will cater for a mixture of uses.

The Council is firmly of the view that the liability for all costs associated with demolition should be borne by the Ministry of Defence. That principle needs to be applied not only to those buildings where the case for demolition is already established, but also to those buildings for which no future role has yet been identified and which may, in due course, need to be demolished. Such a principle needs to be embodied in a legal agreement, possibly backed by a bond capable of covering all estimated demolition and reinstatement costs.

There are three identifiable categories of building on the domestic site:

A. Buildings which are acknowledged to be life-expired and which the RAF had earmarked for demolition
B. Buildings which have been disused for some time and which would require significant refurbishment to bring them back into use
C. Buildings which are still in use (at December 2005) and which could be retained if there were reasonable prospects of beneficial future use

It is proposed that buildings in categories A and B should be demolished forthwith and the sites restored to a tidy condition, leaving open the possibility of these sites being redeveloped if demand is there. It appears likely that the existing central heating system will also fall into this category and that it will need to be removed, with retained buildings being provided with their own independent system. There may well be an opportunity here for the use of renewable energy.

It is further proposed that, by the end of July 2006, an assessment of the likely prospects of future use of the remaining buildings be concluded and that a decision be made at that time to demolish some or all of the remaining buildings, depending on the outcome of the assessment.

Demolition and removal of the buildings on the technical site should also be considered if an alternative use cannot be found for the buildings. Partial demolition may also be considered; in the case of the reinforced buildings, it may be feasible to bury them and ensure that the resulting land is properly landscaped. Whichever solution is appropriate, the aim must be to ensure that abandoned buildings do not spoil the landscape in the future and create maintenance and safety problems. Although there may be a case for the preservation of particularly significant military remains, those that are of no special interest or merit should be removed, since generally they detract from the very special landscape quality of the area.

6.3 Scope for Re-Use of Existing Buildings

The scope for re-use of those existing buildings that are in reasonable condition (Category C above) needs to be judged in the light of the needs of the community and the likely demand for commercial, industrial or public accommodation. Thus, it is possible to conclude that, since Unst is already well-provided with general-purpose community facilities (such as halls and the leisure centre), the retention of the buildings on the domestic site with the intention of opening them for community activity is not warranted.

However, several buildings do have potential for reuse, perhaps for community or business purposes. These include:

- the gym
- the medical centre/chapel
- some of the accommodation blocks
- the warehouse
- the vehicle workshops
- the shop
- the kitchen area, combined mess, amenity centre and housing.

It is considered that the stores, MT shop and the medical centre/Chapel lend themselves particularly well for reuse.

6.4 Preferred Uses

The Domestic Site

The suggestions put forward for use of the buildings are listed in Appendix B. They could be accommodated in the domestic site. These uses may see the conversion of some of the existing buildings but, as stated above, the construction of the buildings does not lend them to easy conversion and some of the uses suggested may be more easily and economically accommodated in a new building. The provision for disabled access is just one important consideration that may result in conversion being problematic.

Because the existing uses (e.g. housing, storage, retail, etc.) were established by the Crown they remain lawful uses, even if their military function has ended. Thus – to quote two different examples – there is no need to apply for planning consent to regularise the existence of housing on the site or to change the use of the shop from a military shop to a civilian one. However, new buildings or the material change of use of existing buildings will require planning permission. Care will have to be taken to ensure that there is no conflict between the uses of neighbouring planning units. Conversion or new construction is also likely to require a Building Warrant.

As far as the Motor Transport Workshop and the warehouse are concerned, it is likely that these buildings will find new uses that can make a positive contribution to the local economy. The warehouse is a structure of surprising architectural quality and it might lend itself to a wide variety of uses.

The main challenge arises on the remainder of the domestic site and is perhaps most acute in relation to the housing. It is clear that release of the houses onto the open market as private residential accommodation cannot be supported as it will have an adverse effect on the Unst community as a whole. This is because there is limited demand for housing in Unst and the housing market is accordingly fragile. That said, the Planning Authority cannot readily prevent the use of the housing as private housing, because no change of use (from Class 9 of the Town and Country Planning (Use Classes)(Scotland) Order 1997) is involved. Instead, it is proposed that the use or disposal of the houses for Class 9 purposes be prohibited by agreement between the Ministry of Defence and the Council.

Thus, there are two main options for the houses, namely retention in some other use or demolition. Proposals for their re-use (other than as Class 9 Houses) will be considered.

There are two distinct groups of houses and this allows for two distinct uses to be accommodated in the buildings. In principle, possible uses might fall into:

Class 4 (Business)
Class 7 (Hotels and Hostels)
Class 8 *(Residential Institutions)*
Class 10 *(Non-residential Institutions)*

However, other uses, including uses not falling into any use class, may be acceptable. General industrial developments (Class 5) may be possible, but only if they are compatible with other uses in the immediate vicinity and do not have an adverse impact on neighbours or the environment.

Any planning consent should be subject to the agreement (and possible bond) between the Council and the Ministry of Defence to which reference is made above. That agreement must provide for the demolition of any of the buildings at any point in the future (subject to the terms of the agreement) if it appears to the Council that they are no longer required.

The Technical Site

Among the suggestions for use of the technical site have been a weather station and a 'cold war museum'. The weather station would presumably be feasible only if the Met Office or one of the private weather-forecasting companies were prepared to make the necessary investment and support the operation into the future.

The suggested conversion of the entire complex on the Technical Site into a "Cold War museum" would need to be scrutinised in more depth than has been possible so far. This should be done through the preparation of a feasibility study which would examine the justification for such a development, taking into account such factors as the state of the buildings, the availability of historic equipment, the space required, the likely market, income, running costs and the experience of similarly-themed facilities elsewhere, in particular the Cold War 'bunker' in Fife. First impressions are that the existing complex of buildings that occupies the site may be too large for the use, should it prove feasible. In principle, it appears likely to be necessary to demolish some, if not all, of the buildings surplus to RAF requirements and the decision on the extent of such demolitions should logically await the conclusion of the feasibility study.

~~6.4~~6.5 Other Considerations

Exposure/Climate

The orientation of new buildings should be such as to maximise solar gain and minimise potential for wind damage. Building design and techniques should maximise energy efficiency.

Services

New buildings and converted existing buildings will be served by their own infrastructure i.e. heating, electricity supply, drainage etc. Prospective purchasers are advised to contact utility providers at an early stage to discuss their requirements. Sewage disposal will require discussions with Scottish Water to clarify the situation and establish whether or not they will adopt the existing scheme.

Roads / access

The existing road layout of the domestic site may require to be formally adopted by the Council as Roads Authority. It is recommended that early discussions take place with the Roads Service to discuss their requirements. Consideration of this element will have to be undertaken at an early stage if the site is to be subdivided into a number of separate planning units.

Further Advice

Developers are encouraged to contact the Planning Service of Shetland Islands Council at the earliest opportunity to discuss the details of any development proposed for the sites.

The first point of contact for this purpose is:

Iain McDiarmid
Development Manager
Planning Service
Infrastructure Services Department
Grantfield
Lerwick
Shetland ZE1 0NT

E-mail: iain.mcdiarmid@sic.shetland.gov.uk

Telephone: 01595 744813

Fax: 0

Mr McDiarmid will be able to put developers in touch with other Council services where advice is required on such matters as Building Warrants, roads or environmental health.

Developers must seek their own advice from other agencies involved, for example Scottish Water or the Scottish Environment Protection Agency.

APPENDIX A

The following list contains the relevant Development Plan policies and appendices.

Structure Plan Policies

General Development Policy	GDS1	Sustainable development
General Development Policy	GDS2	Economic Competitiveness
General Development Policy	GDS3	Existing Settlement
General Development Policy	GDS4	Natural and Built Environment
General Development Policy	GDS5	Social Inclusion
Policy SPNE1		High Standard of Design
Policy SPBE3		Restoration or Enhancement
Policy SPWD2		Connection to existing drainage
Policy SPENG4 & ENG5	Energy	
Policy SPIND1		Integrated and Sustainable Development of the Economy
Policy SPTOUR1	Tourism	
Policy SPCOM1		Commercial Development
Policy SPHOU1		Provision of Social Rented Housing
Policy SPHOU2		Maintain existing settlement
Policy SPCSF1		Vitality of rural areas
Policy SPCSF2		Retention of public open space

Local Plan Policies

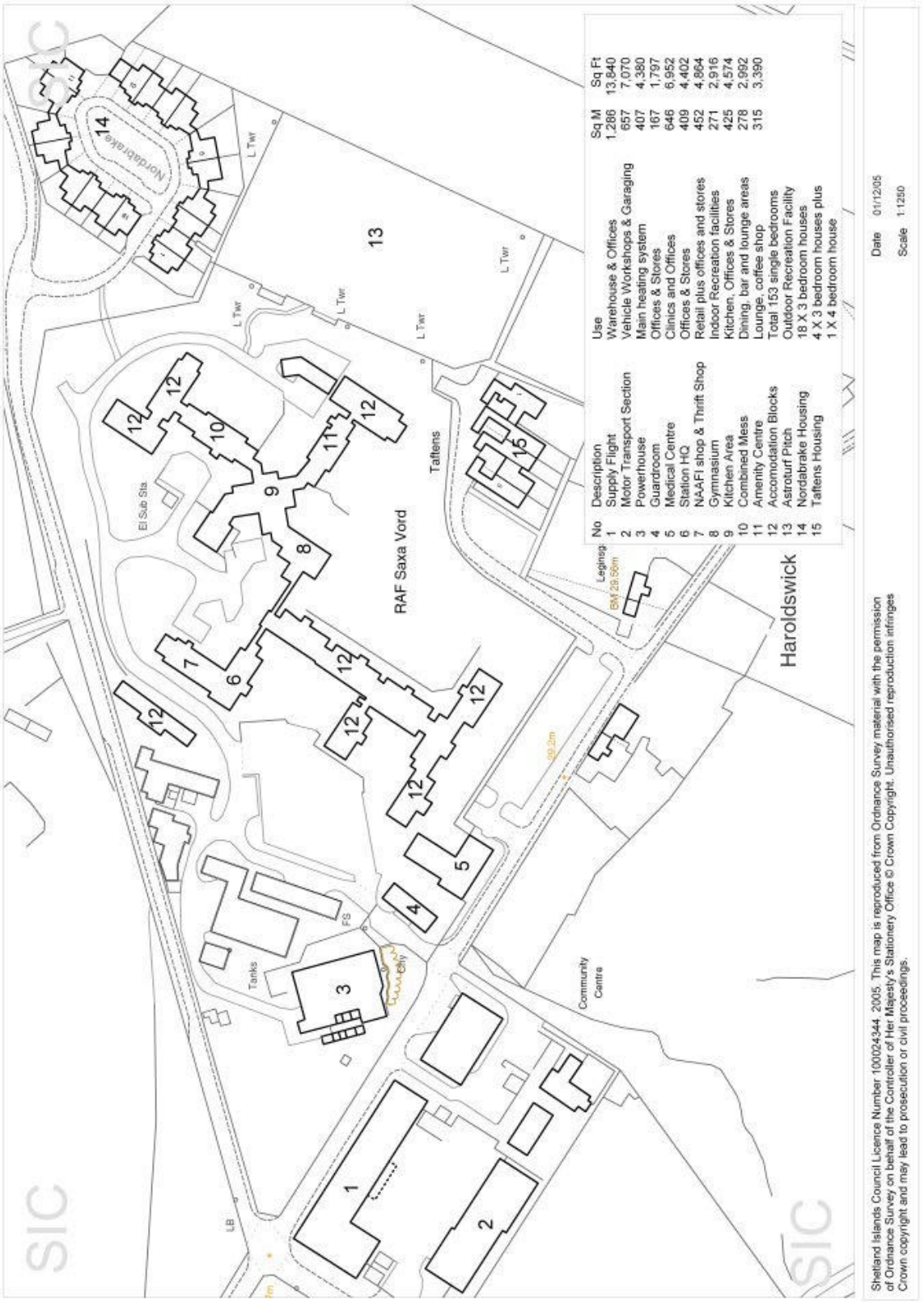
Policy LPNE10	Development and Environment
Policy LPNE12	Exploratory, Appraisal or Prototype Proposals
Policy LPNE13	Biodiversity - Agriculture BAP, Roadside BAP
Policy LPBE4	Preservation and Re-use of Disused Building
Policy LPBE5	Protection and Enhancement of Buildings
Policy LPBE13	Design
Policy LPWD10	Flooding
Policy LPWD11	Surface Water Drainage
Policy LPWD12	Sustainable Drainage System
Policy LPWM9	Special Waste
Policy LPWM10	Clinical Waste
Policy LPWM11	Cloud Landfill Sites
Policy LPWM12	Contaminated Land
Policy LPIND4	Business and Industry on Settlement
Policy LPIND5	Business and Industry in Open Countryside
Policy LPIND8	Building and Plant
Policy LPTOUR2	Visitor Accommodation
Policy LPCOM13	Retailing in Rural Areas
Policy LPCOM14	Bad Neighbour Development
Policy LPCOM16	Home Based Offices in Rural Areas
Policy LPTP4	Inter-Island Ferries
Policy LPTP10	Fixed Links
Policy LPTP12	Car Parking Standards and Guidelines
Policy LPHOU8	Green Space in Housing Development
Policy LPCFS4	Community Facilities
Policy LPCFS5	Public Art Site Requirements

Supplementary Policy on Community Aerogenerators

APPENDIX B

RAF Saxa Vord – possible future uses	
Possible Future Use	**Source of Ideas**
General Store (Co-Op)	Community
Shetland International Study Centre	Economic Development Unit Community consultation
Catering Training Centre	Consultants report on impact of Saxa Vord job losses
Training facility for armed forces, police, fire brigade, etc.	As above
Food and drink processing	Discussion with Shetland Enterprise
Artists village	Shetland Amenity Trust – telephone discussion and development brief
NHS dentist	NHS Shetland – telephone discussion
Vehicle decommissioning	Shetland Amenity Trust – telephone discussion and development brief
Workshop/office space	Site visit with SIC
Housing for *Skibladner*	Shetland Amenity Trust – telephone discussion
Renewable Energy Centre	Shetland Renewable Energy Forum
Data storage facility	Consultants report on the impact of Saxa Vord job losses

APPENDIX C


RAF Saxa Vord
Haroldswick
Taftens
Nordabrake
El Sub Sta
Tanks
Community Centre
Legmsg
BM 28.56m
L Twr
SIC
No Description Use Sq M Sq Ft
1 Supply Flight Warehouse & Offices 1,286 13,840
2 Motor Transport Section Vehicle Workshops & Garaging 657 7,070
3 Powerhouse Main heating system 407 4,380
4 Guardroom Offices & Stores 167 1,797
5 Medical Centre Clinics and Offices 646 6,952
6 Station HQ Offices & Stores 409 4,402
7 NAAFI shop & Thrift Shop Retail plus offices and stores 452 4,864
8 Gymnasium Indoor Recreation facilities 271 2,916
9 Kitchen Area Kitchen, Offices & Stores 425 4,574
10 Combined Mess Dining, bar and lounge areas 278 2,992
11 Amenity Centre Lounge, coffee shop 315 3,390
12 Accomodation Blocks Total 153 single bedrooms
13 Astroturf Pitch Outdoor Recreation Facility
14 Nordabrake Housing 18 X 3 bedroom houses
15 Taftens Housing 4 X 3 bedroom houses plus 1 X 4 bedroom house
Date 01/12/05
Scale 1:1250
Shetland Islands Council Licence Number 100024344 2005. This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Crown Copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.

Shetland
Islands Council

REPORT

To: **Infrastructure Committee** **14 March 2006**

From: **Service Manager - Environmental Health**
Environmental Services
Infrastructure Services Department

SMOKE FREE PUBLIC PLACES ENFORCEMENT FUNDING

1 Introduction

~~1.1~~In November 2005 Infrastructure Committee approved the proposed approach to enforcing the prohibition of smoking in certain public places (Min Ref 69/05). This report informs the Infrastructure Committee of the funding announcement made by the Scottish Executive and seeks approval for this funding to be allocated to Environmental Health to enable the legislation to be implemented and effectively enforced.

~~2~~Link to Council Priorities

~~2.1~~The effective delivery of the enforcement function ensures delivery of a key Corporate Plan objective: Health Improvement.

~~3~~Background

3.1 From 6am on 26th March 2006 smoking will be prohibited in certain public places across Scotland. The objective of the ban is to protect people from the health impacts of second hand smoke. Environmental Health services have been tasked with enforcing the requirements and have received guidance on how this should be approached to secure the health and safety of the public.

3.2 The Scottish Executive announced that local authorities will receive funding for enforcement of the legislation. Shetland Islands Council will receive £9,793 in 2005/6 as a redetermination of Revenue Support Grant, and £55,702 in 2006/7 and £53,154 in 2007/8. this funding will be included in the relevant local government finance settlement figure. The notification emphasised the expectation that this funding is expected to support the enforcement of the ban.

3.3 As this funding is not being allocated as a specific grant to Environmental Health, this report requests that the funding be allocated to Environmental Health to enable the service to enforce the legislation.

3.4 The funding will enable the Service Manager for Environmental Health to appoint and train a new staff member to enforce the legislation. As a significant amount of the work required to enforce the ban will require out of hours working at evenings and weekends it is also proposed that the funding be used to enable existing staff to be paid overtime to accompany the new staff member on inspections for Health and Safety and witness corroboration purposes. However, there is no additional funding beyond 2007/08 and the funding is temporary for 3 years only. The proposal therefore is to appoint on the basis of a temporary post and determine whether future enforcement can be managed within existing staffing levels once the level of industry compliance is determined.

3.5 The regulations are a new duty on the service and cannot be effectively enforced without these additional resources. Environmental Health services had originally been advised that the funding would be sufficient for two members of staff. The funding would not be sufficient for two staff members but will enable out of hours cover to be offered by existing staff. The possibility of joint working with the Northern Constabulary is also being explored.

4 Financial Implications

4.1 If Environmental Health do not receive this additional funding the new enforcement duty will significantly impact on capacity to undertake existing proactive enforcement programmes and the ability to respond to service requests. The ban cannot be effectively implemented without these additional resources.

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.

6 Conclusions

6.1 Adequately staffing and resourcing Environmental Health to educate, advise and support businesses to compliance is crucial to the success of the new legislation.

7 Recommendations

7.1 I recommend that the Infrastructure Committee approve the allocation of the Smoking Enforcement funding to Environmental Health.

Shetland
Islands Council

REPORT

To: **Infrastructure Committee** **14 March 2006**

From: **Service Manager - Environmental Health**
Environment Services
Infrastructure Services Department

PEST CONTROL SERVICES IN SHETLAND

1 **Introduction**

1.1 The purpose of this report is to perform a review of service provision for pest control and for the Infrastructure Committee to approve a number of actions to make the service delivery more cost effective.

1.2 In addition to this, the question of expanding the service to cover polecats and polecat ferrets was raised at a previous Environment and Transport Forum meeting, and my proposals on this issue are detailed in the report.

2 Link to Council Priorities

2.1 The effective delivery of the pest control function ensures delivery of a key Corporate Plan objective: Health Improvement.

3 **Background**

3.1 In September 1997, the Council decided to begin charging for provision of certain Pest Control services. (Minute Reference 158/97).

3.2 A review of the Pest Control service was undertaken in 2001 (Minute Reference 8/01) and it was decided that the Service should continue to offer pest control treatments and that pensioners should not be charged the full fee. It should also be noted that the service undertakes the removal of gulls nests free of charge.

4 **Current Situation**

4.1 The demand for treatments continues to be high, in particular treatment of gulls, rats and mice.

Year	02/03	03/04	04/05	05/06 to date
TOTAL	213	242	173	166

4.2 The Council currently charge approximately £30 inclusive of VAT for a treatment to be carried out. The charge is made on a one off basis until the infestation is resolved so can cover any number of revisits. The operating budget for pest control is currently £11,650 (excludes staff costs). The costs of bait, travel costs and materials have increased over the years but the charge for the service has only increased with inflation so the charge no longer reflects the costs to the Council.

4.3 The local authority have a duty placed on them under Section 2 of the Prevention of Damage by Pests Act 1949 to "take such steps as may be necessary to secure so far as is practicable that their district is kept free from rats and mice". The Council has a duty to carry out from time to time inspections as may be necessary to secure the general duty to keep the district free from rats and mice, to destroy rats and mice on land of which they are the occupier and to enforce the duties of owners and occupiers of land under the various provisions of part 1 of the Act and to carry out such operations as are authorised by those provisions. Occupiers of land (except agricultural land) must give notice to the Council if it comes to their attention that rats or mice are present in substantial numbers. There is also a duty to keep their own premises free from rats and mice imposed by this section. The Council has the power to serve notice on owners or occupiers of infested land.

5 Future Provision

5.1 There are a number of options available for the future provision of the service;

5.1.1 Retain the function and continue with the current charging scheme;

5.1.2 Retain the function but start charging a fee for gulls nest removal;

5.1.3 Retain the function but review the charging scheme by charging £50 per service request to cover three visits. All future visits to be charged at £10 per visit. The charge should be waived in full for those on income related benefits only. This is the option recommended for approval by the Environment and Transport Forum at their meeting on 28th February 2006.

5.1.4 Put the service out to tender and if the costs are more competitive than in house delivery seek savings without increasing the cost to the customer;

5.1.5 Review the types of pests treated and only treat those that are public health pests: ie Rats, Mice, Bedbugs, cockroaches and

set a charge for each pest type that reflects the level of work and materials required to control an infestation.

5.1.6 Cease provision of the function. The Council has a duty to keep the district free of rats or mice, but this can be done by more pro-active enforcement where necessary. Ceasing provision of the service would almost certainly result in an overall increase in the rodent population in Shetland. Enforcement Officers are more likely to find an increased level of complaint resulting in an ongoing cost to the Council.

6 Polecats

6.1 As requested by the Environment and Transport Forum, this report is also an opportunity to review the existing approach to the control of polecats. Currently Pest Control Officers do not treat polecats, although traps are available free of charge for householders to use. These are held by SFWAG. The recognised approach to controlling Polecats is to trap them. For animal welfare reasons, the use of live animal traps is strictly controlled. Traps must be checked daily, so it is impractical to for officers to be involved in the trapping of polecats as the number of revisits required and the staffing and travel costs this would involved are prohibitive.

7 Policy and Delegated Authority

7.1 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.

8 Financial Implications

8.1 The operating budget for Pest Control services in Shetland stands at £11650 for 2005/6 with an income of around £1,700 for the year to date in charges.

8.2 If a fee were charged for gulls nests income would increase by around £300. If the fee was increased to £50 and a charge levied for revisits then it is envisaged income would increase by £2600, although this calculation allows for the potential for a resultant reduction in the numbers of service requests.

8.3 If the types of pest were reduced to address only those, which are public health pests, which would be treated at a rate reflecting the manpower and materials costs then there would be a saving of around £2000.

9 **Recommendation**

9.1 I recommend that the Infrastructure Committee consider the options detailed in paragraph 5.1 of the report and recommend approval of the preferred option(s), if any, to enable the Environmental Health service to deliver the pest control service in a more cost effective manner.

Report Number : ES-04-06-F1

Shetland
Islands Council

REPORT

To : **Infrastructure Committee** **14 March 2006**

From: Network Manager
Roads
Infrastructure Services Department

20 MPH SPEED LIMITS AT SCHOOLS AND ADJACENT RESIDENTIAL AREAS

1 Introduction

1.1 This report considers the background to the provision of new 20 mph speed limits at schools and in residential areas. The government's latest policy on the subject and the resulting relaxation of their guidelines is explained. The report also describes the progress made to date with the introduction of this type of limit and discusses the possibility of further 20 mph schemes at various schools throughout Shetland.

1.2 The report was discussed by the Member/Officer Working Group for Roads on 23 January 2006 and the recommendations below are in line with the views of the Group.

1.3 The report concludes that criteria should be established to determine the priority that each 20 mph scheme should be given.

2 Links to Corporate Policy

2.1 Key Aims of the Council's Local Transport Strategy include:

- Reduction of social exclusion,
- Improved safety for all road users, and
- Promotion of better health and fitness.

2.2 Objectives include:

- improve environmental conditions by promoting traffic calming ensures that increase the safety of all road users.
- make improvements to the road network in order to support gains in safety, environmental, accessibility, integration or economic terms.
- maximise facilities for walking and cycling as an alternative means of transport.

3 Background

3.1 A Scottish Executive press release of March 2004 states, “20 mph speed limits should be the norm outside schools and on the routes to schools”. In order to achieve this aim the Executive awarded local authorities an additional £27 million of funding and amended the existing legislation controlling the use of these reduced limits.

3.2 Funding

Shetland Islands Council’s share of the funding was £205,000 spread over the three years between 2003/2004 and 2005/2006. This together with further government funding for “cycling, walking and safer streets projects” has been used for a number of speed limit and traffic calming projects throughout Shetland, details of which are given below.

3.3 Legislation

The legislation controlling the introduction of 20 mph speed limits was first amended in 1999. This amendment removed the need for local road authorities to obtain consent from the Secretary of State before making a 20 mph speed limit order. It also allowed roads authorities to make orders for variable or part time 20 mph speed limits. This type of limit could only be used within an existing 30 mph area and varies between 30 and 20 mph depending on the time of day stated in the order.

3.4 Guidelines

However, the guidelines published with the 1999 amendments warned that 20 mph limits are unlikely to be successful unless the roads where they are introduced have an existing 85 percentile vehicle speed of 24 mph or less. The 85 percentile is the speed at which 85% of vehicles using a road travel at or below and is an important means of determining whether or not a reduced speed limit is appropriate. The reason for this is that research has shown that the safest road users travel at or just below this speed. Therefore, by setting a speed limit to match the 85 percentile the roads authority is in effect requiring all road users to drive at the same speed as the safest drivers. In addition this criteria ensures that the limit is realistic and therefore self-enforcing. In other words there should be no need for a significant Police presence to enforce the new limit. These guidelines went on to state that when a roads authority considers it appropriate to introduce a 20 mph limit on a length of road where the existing 85 percentile speed is above 24 mph then traffic calming measures, such as road humps, should be used to reduce this speed to 24 mph or less.

The guidelines were updated in 2001 but only to include advice on the implementation of advisory 20 mph speed limits.

In March 2004 the latest version of the guidelines were published to coincide with the additional government funding for speed limits referred to above. It revises the advice in the previous guidelines regarding the use of part time 20 mph limits by stating that they can

now be used on lengths of road where the existing speed limit is greater than 30 mph. This publication is perhaps the most significant when considering Shetland's schools as many of them are located in rural areas where the speed limit is 40, 50 or 60 mph.

3.5 This revision came about following a successful trial of part time 20 mph limits at a number of schools on the mainland. These schools were, of course, all located in existing 30 mph areas but not necessarily on lengths of road where the existing 85-percentile speed was less than 24 mph. Traffic calming measures were not used at these trial sites. The driver compliance with these limits was found to be better than expected, probably because they were in operation over relatively short lengths of road for relatively short periods of time and were clearly associated with schools. This success has led to the widespread use of part time limits in urban areas. The Scottish Executive and their advisers were of the opinion that rural schools should not miss out on the safety benefits of this type of limit. The Transport Minister, Nicol Stephen said: "The location of some schools, particularly in rural areas, is on busy main roads where the speed limit is often much higher than on a quieter suburban street. The guidance we have issued will ensure that 20mph school safety zones can be introduced outside all schools in Scotland. Parents, teachers and pupils all want safer streets around our schools. We have listened to these concerns, particularly from our rural communities where fast moving traffic outside schools can be a real concern. These new guidelines take account of their special needs."

4 20 MPH Speed Limit Options

4.1 Part time 20 mph limits should only operate in the morning, lunchtime and afternoon when pupils are going to and from the school. They should only be introduced over short lengths of road immediately outside the school grounds, usually between the positions of the current school warning signs, although a number of other factors may affect their extents. These include access points for the school, adjoining roads, severance from the community and desire lines taken by pupils. Flashing amber lights that are an integral part of the sign indicates the operating times. In areas where the existing limit is 40 mph or greater advanced warning signs are required to give drivers the necessary time to adjust their speed to suit the approaching 20 mph limit.

4.2 A further complication arises at a number of schools where existing speed limits start or end nearby. This problem arises fairly frequently as the extents of existing speed limits were often set with schools in mind. These locations require variable speed limit signs that show the regular speed limit, say 30 mph, until the reduced part time limit comes into effect at which point the sign alters to read 20 mph. Drawings and photographs showing all of the signs mentioned above are enclosed in Appendix 1.

4.3 To summarise, the following options are now available when Shetland Islands Council in its role as roads authority wishes to provide a 20 mph speed limit at a school or on routes to school:

(i) standard 20 mph signs only, when the existing 85 percentile speed is less than 24 mph;

(ii) standard 20 mph signs with traffic calming, when the 85 percentile speed is more than 24 mph;

(iii) part time 20 mph signs when the school is located within an existing 30 mph speed limit;

(iv) part time 20 mph signs plus advanced warning signs within an existing 40, 50 or 60 mph speed limit;

(v) variable speed limit signs where the start/end point of a new 20 mph speed limit coincides with the start/end point of an existing limit.

In addition, options (i) and (ii) above are the options available for providing 20 mph limits in residential areas.

5 Progress to Date

5.1 A number of traffic calming schemes, with and without accompanying 20 mph limits, have already been successfully promoted throughout Shetland. These are listed below:

- New Street, Scalloway (1993): narrowed entrances and flush paved edge strips.
- Glenburn Road, Hamnavoe (1995): 2 road humps, promoted following concerns regarding speeding drivers;
- Kirkidale, Walls (1998): 3 road humps, promoted following concerns regarding speeding drivers;
- Old North Road, Lerwick (1999): on bus route so 8 pairs of speed cushions used, promoted to discourage “rat-running” traffic;
- South Commercial Street, Lerwick (2002): 3 road humps and 20 mph speed limit, promoted following long term concerns of residents regarding vehicles driven at excessive speeds for the nature of the road, also benefits Anderson High School pupils on way to and from the Street during their break;
- Kantersted Road & Nedersund Road,Sound (2003): on bus route so 9 pairs of speed cushions used with 20 mph limit, promoted following receipt of 240-signature petition from residents expressing concern at vehicle speeds, also benefits pupils heading to/from Sound School;

- Moorfield, Brae (2004): on bus route so 7 pairs of speed cushions used with 20 mph limit, promoted following residents' concerns and supported by Delting Community Council;

- Sandside, Firth (2004): 2 chicanes, 3 road humps and a 20 mph limit to improve safety of residents and children using the Sandside playground;

- Bells Road, Lerwick (2004): permanent 20 mph speed limit, the first to be promoted purely because of an adjacent school.

- Gilbertson Road, Hayfield Lane etc, Lerwick (2006): permanent 20 mph speed limit order which ties in with the previous limit on Bells Road; promoted due to the school but extends into the nearby residential areas and past the playground at Hayfield. Footpath build-outs have been constructed to visually narrow the road, to improve crossing facilities for pedestrians, to provide improved visibility at junctions for both vehicles and pedestrians and to protect parked vehicles.

The following schemes are in progress and will be in place in the near future:

- A 971 at Whiteness School: part time 20 mph limit, the first in Shetland, promoted following the publication of the new guidelines. Its introduction is now late due to problems with obtaining signs from the supplier and delays due to the wayleaves required for the electricity connections;

- Oversund Road at Sound School: the SIC, Infrastructure Committee, following initial consultation with residents, have decided to promote a permanent 20 mph zone with 1 road hump and 3 pairs of speed cushions, the formal consultation process required by legislation began last month;

- Central Scalloway: permanent 20 mph speed limit with 3 road humps on Craigpark Road. The residents have been consulted, a public meeting will be arranged in March.

6 Discussion of Initial Proposals for 20 MPH Speed Limits at Shetland's Schools

6.1 The following proposals are only the initial thoughts of the Roads Service drafted after consideration of the latest guidelines. The extents of the proposals, shown in the following drawings, and the type of limit used may change depending on the vehicle speeds, consultation etc.

6.2 North Isles

Drawings for each of these draft proposals are enclosed in Appendix 2.

Baltasound Junior High, Unst:
Providing the existing 85-percentile speed is 24 mph or less a permanent 20 mph speed limit would be promoted. This would cover a length of 230 metres on the road that serves the school and the leisure centre. Were the 85-percentile speed to be greater than 24 mph it would be relatively easy to install 3 pairs of speed cushions to lower speeds.

Uyeasound Primary, Unst:
Located on a length of road with a 60 mph limit where 85 percentile speeds are certainly greater than 24 mph. The only option available is a part time 20 mph limit with advanced warning signs. The extents of the limit would extend to 100 metres on either side of the school. This includes the junction with the road to Brucehall so there would be a safety benefit for pupils walking to the school from the housing estate when they are travelling along the “main” road to Muness.

Cullivoe Primary, Yell:
Located within an existing 30 mph speed limit that was introduced due to the school and the Greenbank Terrace and Greenbank Road housing estates. The existing 85-percentile speed is to high for a permanent 20mph speed limit and traffic calming cannot be provided easily. A part time limit, of the same extents as the existing limit, with signs that vary from 30 to 20 mph is the only option available. However, as the speed limit is already 30 mph and traffic volume past the school is relatively low this limit may not be a priority.

Mid Yell Junior High:
The short road serving the school and the leisure centre is already traffic calmed so a permanent 20mph limit could be introduced here. A part time limit would be introduced on the “main” road between the existing school warning signs as suggested by the guidelines.

Burravoe Primary, Yell:
Located within an existing 30mph speed limit that was introduced due to the school, the Meadowbank Road housing estates, a number of other houses, the church and the pier. I assume that the existing 85-percentile speed will be too high for a permanent 20mph speed limit and traffic calming cannot be provided easily. A part time limit, as shown in the attached drawing, with signs that vary from 30 to 20mph is the only option available.

Fetlar Primary:
Located at the very end of a road. The nature of the road and the fact that most traffic using it is heading to or from the school means that speeds are not high even though the speed limit is 60mph. For these reasons this limit may not be a priority.

6.3 North Mainland

Drawings for each of these draft proposals are enclosed in Appendix 3.

North Roe Primary:
Located on a length of road with a 60 mph limit where 85 percentile speeds are likely to be greater than 24 mph. The only option available is a part time 20 mph limit with advanced warning signs. The extents of the limit would extend to far enough to the south to include the route to school from the Bayview and Mid Gard housing estates.

Ollaberry Primary:
Located on a length of road with a 60 mph limit where 85 percentile speeds are certainly greater than 24 mph. The only option available is a part time 20 mph limit with advanced warning signs. The extents of the limit would extend to 150 metres on either side of the school. The school board has already requested a limit of this type as they are concerned with the increased speed of vehicles following road improvements in the area.

Urafirth Primary:
Located on a length of road with a 60 mph limit where 85 percentile speeds are certainly greater than 24 mph. The only option available is a part time 20 mph limit with advanced warning signs. The extents of the limit would run between the existing school warning signs as suggested by the guidelines. This does not address the long running concerns regarding pupils walking between the school and the houses at Valladale, Stucca, etc. However, it will improve the safety of pupils when they are being dropped off and picked up at the beginning and end of the school day.

Brae Junior High:
Located within an existing 30 mph speed limit. The existing 85-percentile speed is too high for a permanent 20 mph speed limit and traffic calming cannot be provided easily. A part time limit, as shown in the attached drawing is the only option available. This extends past the shop and into the B 9076 Graven Road junction to tie in with the existing permanent 20 mph limit on the Moorfield Ring Road.

Olnafirth Primary, Voe:
Located within an existing 30 mph speed limit that was introduced due to the school, the Norbrek and Norderhoull housing estates and the public hall. The existing 85-percentile speed is too high for a permanent 20 mph speed limit and traffic calming cannot be provided easily. A part time limit, of the same extents as the existing limit, with signs that vary from 30 to 20 mph, is the only option available. However, this leads to problems for drivers due to the existing countdown signs on the approach to the 30 mph limit. An advanced warning sign for the part time 20 mph signs has to be provided and this would lead to confusion unless the countdown signs are removed. I think on balance it would be better not to introduce a 20 mph speed limit at this location.

6.4 West Mainland

Drawings for each of these draft proposals are enclosed in Appendix 4.

Aith Junior High:
Located within an existing 30 mph speed limit. I suspect that the existing 85-percentile speed is too high for a permanent 20 mph speed limit on the B 9071 road running through Aith. A part time limit, as shown in the attached drawing, is the only option available for this length of road. This extends past the junction with the Pier/Marina road, Wirligert housing estate and the remote footpath leading from the school. However, providing the existing 85-percentile speed is 24 mph or less a permanent 20 mph speed limit could be promoted on the Pier/Marina Road. Were the 85-percentile speed to be greater than 24 mph it would be relatively easy to install speed cushions to lower speeds. However, this may not be suitable as it is the only access to the marina and pier area so the alternative of this road`s inclusion in the part time limit may be more appropriate.

Sandness Primary:
Located on a length of road with a 60 mph limit where 85 percentile speeds are likely to be greater than 24 mph. The only option available is a part time 20 mph limit with advanced warning signs. The extents of the limit would extend to 150 metres on either side of the school and along the “Lambton” road to a point just south of the school.

Happyhansel Primary, Walls:
Located within an existing 30 mph speed limit. Providing the existing 85-percentile speed is 24 mph or less a permanent 20 mph speed limit, with the extents shown on the enclosed drawing, could be promoted. This extends past the Kirkidale and Stove housing estates. Traffic calming of this length of road would be difficult and were the 85-percentile speed to be greater than 24 mph the only option would be a part time 20 mph limit. This would require signs that vary from 30 to 20 mph at the north extents and on the road running past Kirkidale.

Skeld Primary:
Located within an existing 30 mph speed limit that was introduced purely due to the school. I assume that the existing 85-percentile speed is too high for a permanent 20 mph speed limit and traffic calming cannot be provided easily. A part time limit, of the same extents as the existing limit, with signs that vary from 30 to 20 mph is the only option available. However, as the speed limit is already 30 mph and traffic volume past the school is relatively low this limit may not be a priority.

6.5 East Mainland & Whalsay

Drawings for each of these draft proposals are enclosed in Appendix 5.

Lunnasting Primary:

A permanent 20 mph speed limit that has extents as shown in the attached drawing. This would need road humps or speed cushions to reduce the 85-percentile speed to 24 mph or less. These would be constructed at the same time as improvements that are planned for the road.

Nesting Primary:
Located on a length of road with a 60 mph limit where 85 percentile speeds are certainly greater than 24 mph. The only option available is a part time 20 mph limit with advanced warning signs. The extents of the limit would extend to the south to include the route to school from Stendaal housing estate. The public hall on the Eswick road would also be included.

Symbister Junior High:
Located within an existing 30 mph speed limit. I assume that the existing 85-percentile speed will be too high for a permanent 20 mph speed limit and traffic calming cannot be provided easily. A part time limit as shown in the attached drawing is the only option available. These extents include the "Arches" road, an area that has caused concern for a number of years, and all the houses along Gardentown Road.

6.6 Central Mainland, Scalloway & Burra

Drawings for each of these draft proposals are enclosed in Appendix 6.

Tingwall Primary:
Located within an existing 30 mph speed limit that was introduced due to the school, the Strand housing estate and a cluster of houses to the north-west of the Strand Loch. The existing 85-percentile speed is too high for a permanent 20 mph speed limit and traffic calming cannot be provided easily. A part time limit, with similar extents to the existing limit, with signs that vary from 30 to 20 mph, is the only option available.

Scalloway Junior High:
Located within an existing 30 mph speed limit. I assume that the existing 85 percentile is too high for a permanent 20 mph speed limit and traffic calming cannot be provided easily. A part time limit as shown in the attached drawing is the only option available. These extents include the swimming pool and the junction with the Upper Scalloway road. The south end of this limit would tie-in with the permanent 20 mph limit proposed for the residential areas of central Scalloway. This north end of the limit would require signs that vary from 30 to 20 mph.

Hamnavoe Primary, Burra:
Located within an existing 30 mph speed limit. I assume that the existing 85-percentile speed will be too high for a permanent 20 mph speed limit unless traffic calming is installed. The first option would be to introduce a part time limit on the straightest section of the B9074 running through Hamnavoe. This would improve the safety of pupils crossing this section of road on their way to and from the school. It would also include the route to school from Hulsidale housing estate. An alternative would be to make the majority of Hamnavoe a permanent 20 mph zone. To achieve this traffic calming measures such as road humps or speed cushions may have to be installed on the "Glen" B 9074 between Hulsidale and the head of the pier, and on the "Glen" Road between the B 9074 and Glenburn Road.

6.7 Lerwick & Bressay:

Drawings for each of these draft proposals are enclosed in Appendix 7.

Anderson High School:
These proposals may have to be amended depending on the final design for the new school. However, it is likely that the main pedestrian route to school will still be past the Lighthouse Buildings and down Lover's Loan. This is because the existing Lover's Loan/Knab Road junction, at the Old Cemetery, is not suitable to be crossed by a large number of pedestrians at one time. The main vehicular access to the school would be located off Knab Road. The existing pedestrian route is, of course, located within an existing 30 mph speed limit. Providing the existing 85-percentile speed is 24 mph or less a permanent 20 mph speed, with the extents shown on the enclosed drawing, could be promoted. However, it is likely that speeds on Lover's Loan will be too high. Traffic calming could be provided to lower these speeds with only 2 road humps necessary to achieve the required reduction. Unfortunately, Lover's Loan is quite steep and road humps may cause problems in winter conditions for vehicles travelling uphill. The only other means to exit the area is the even steeper Gressy Loan. Therefore, a part time limit over the same extents may be more appropriate perhaps even including the lower half of Knab Road.

A 970 at Sound Primary:
Located within an existing 30 mph speed limit that was extended along the section of the A 970 that passes the school. The existing 85-percentile speed is too high for a permanent 20mph speed limit and traffic calming cannot be provided easily. A part time limit, with extents as shown in the attached drawing, is the only option available. The south end of this limit coincides with the existing limit so would require signs that vary from 30 to 20 mph. The limit would include the new roundabout at the Oversund Junction and, therefore, would tie in with the proposed permanent 20 mph zone on Oversund Road. The two schemes would also be promoted at the same time.

Bressay Primary:
Located within an existing 30 mph speed limit. Providing the existing 85-percentile speed is 24 mph or less a permanent 20 mph speed limit could be promoted on the length of road shown on the attached plan. The public hall and the route to the shop would be included in the limit. Were the 85 percentile speed to be greater than 24 mph a part time limit with the same extents would be used. A sign that varies from 30 to 20 mph and an advanced warning sign would be required on the north approach.

6.8 South Mainland

Drawings for each of these draft proposals are enclosed in Appendix 8.

Cunningsburgh Primary:
Located on a length of road with a 50 mph limit where 85 percentile speeds are certainly greater than 24 mph. The only option available is a part time 20 mph limit with advanced warning signs. The limit would extend to 180 metres on either side of the school and along the "Culbinsgarth" road past the school access. This would significantly improve the safety of the attendant and pupils at the crossing patrol.

Sandwick Junior High:
Located within an existing 30 mph speed limit that was introduced due to the school, swimming pool, shop, a tourist attraction and numerous residential areas. The existing 85-percentile speed is too high for a permanent 20mph speed limit and traffic calming cannot be provided easily. A part time limit, with extents as shown in the attached drawing, is the only option available. The south end of this limit coincides with the existing limit so would require signs that vary from 30 to 20 mph and an advanced warning sign.

Dunrossness Primary:
Located on a length of road with a 60 mph limit where 85 percentile speeds are certainly greater than 24 mph. The only option available is a part time 20 mph limit with advanced warning signs. The extents of the limit would extend to 100 metres on either side of the school.
This does not address the safety of pupils walking to and from the school along the A 970. However, this will be partly addressed by improving the remote footpath running between the school and the Turnibrae housing estate. The cost of these improvements will be met from the government funding referred to above. The benefit of the limit is that it will improve the safety of the route to school from "The Hillock" housing estate. The safety of pupils when they are being dropped off and picked up at the beginning and end of the school day would also be improved.

6.9 Skerries, Papa Stour, Foula and Fair Isle Primaries:

These schools are all located on roads with extremely low traffic volumes and generally slow vehicle speeds. Therefore, a 20 mph limit at these schools may not be necessary.

7 Prioritisation Criteria

7.1 A risk assessment is generally based on the frequency, or likelihood of a potential incident, and the potential severity of that incident if it does occur. These two criteria when assessed are multiplied together to give the risk rating. When considering the prioritisation of the introduction of 20 mph speed limits at schools I would propose that the two main factors should be the existing vehicle speeds on the roads and the number of pupils attending the school that are ineligible for school transport.

7.2 The greater the existing vehicle speed the greater the likelihood of an accident and the greater its severity. The larger the number of pupils the greater the likelihood of an incident becomes. Therefore, fairly obviously, the larger schools and those on unrestricted roads should be a high priority. This is a very simple approach taking no account of the nature of the road on site and the actual number of pupils crossing the road. However, it is a means of quickly assessing the schools without the need for a lot of staff time.

7.3 This approach would result in the following 5 schools being prioritised so that their 20 mph speed limits would be promoted this year:

- Ollaberry,
- Urafirth,
- Brae,
- Nesting,
- Cunningsburgh , and
- AHS.

8 Consultation

8.1 The consultation process required by legislation when a roads authority wishes to make a 20 mph speed limit, permanent or part time, is no different than that required for any other traffic order. Much the same applies to proposals for road humps. This consists of the draft version of the order being sent to the emergency services and other interested parties/organisations such as the local Community Council and in this case the school. The covering letter states that any comments regarding the draft must be received within 28 days. Once any amendments, that may be required, are made to the order the final version is advertised in the Shetland Times and formal notice is sent to the same parties and/or organisations. The period for receipt of formal objections, which must be in writing, is again 28 days.

8.2 The Executive Director of Infrastructure Services has delegated authority to promote traffic orders or, in other words, to design the scheme and to undertake the consultation process. The Executive Director also has delegated authority to make the order when there have been no formal objections. When there are objections the matter must be referred to the Infrastructure Committee for their decision.

9 Financial Implications

9.1 The funds required for speed limit signs and traffic calming measures are at present being met from funding made available by the government for this type of scheme at schools. The additional funds that will be required, as the programme of introducing 20 mph limits at all of Shetland`s schools develops towards completion, would be met from the Traffic Management Capital Rolling Programme.

10 Policy and Delegated Authority

10.1 It is Council policy to improve pedestrian safety by means including reduced speed limits, traffic calming, etc. (min ref Resources Committee 52/01).

10.2 The Executive Director of Infrastructure Services has delegated authority to promote traffic orders and traffic calming measures. The Executive Director also has delegated authority to make orders and install traffic calming where no objections have been received to the proposals at public consultation stage (Min Ref 04/198). where there are objections the decision has to be referred to the Infrastructure Committee which has delegated authority in this situation (Min Ref 199/99).

10.3 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.

11 Recommendations

11.1 I recommend that the Committee note the comments made in sections 3, 4, 5 and 8 above.

11.2 I recommend that the Committee note the initial proposals for each school made in section 6 above.

11.3 I recommend that the Committee approve the prioritisation criteria outlined in section 7 above. The list of schools which would thereby have traffic Orders for part-time 20 mph speed limits promoted this year should be noted.

NH/SMG

APPENDIX 1:
20 MPH SIGNS

APPENDIX 2:
NORTH ISLES

APPENDIX 3:
NORTH MAINLAND

APPENDIX 4:
WEST MAINLAND

APPENDIX 5:
EAST MAINLAND & WHALSAY

APPENDIX 6:
CENTRAL MAINLAND, SCALLOWAY & BURRA

APPENDIX 7:
LERWICK & BRESSAY

APPENDIX 8:
SOUTH MAINLAND

Shetland
Islands Council

REPORT

To: **Infrastructure Committee** **14 March 2006**

From: **Maintenance Manager**
Roads
Infrastructure Services Department

ROADS MAINTENANCE PLAN – Policy and Strategy

1. Introduction

1.1 Traditionally our policy has been to state that we maintain Shetland's roads in accordance with "The Road Maintenance Code of Practice." In practice this document was used to provide a framework for inspection arrangements, maintenance standards and work prioritisation etc.

1.2 The Code of Practice has been updated and reprinted in 2005 and is now called "Well Maintained Highways – Code of Practice for Highway Maintenance Management"

1.3 The new code emphasises the importance of the road network to the local community and promotes increased awareness of the consequences of failure to invest adequately and effectively in maintaining the network. Short term cutbacks in maintenance expenditure will lead to a progressive deterioration in safety, reliability and quality, eventually leading to far greater levels of investment to recover the network to a sustainable condition.

1.4 The new code recommends that individual road authorities should develop maintenance plans that will help to ensure that roads are maintained to a recognised standard whilst demonstrating value for money in the delivery of highway maintenance. These plans need to be formally approved, adopted by the authority and published.

1.5 In adopting policies, priorities and programmes the authority will need to have regard to the resources available and ensure that the standards set are deliverable.

1.6 The code recognises that road class, on its own, is not a suitable indicator of a particular road section's importance within the network and suggests a system of road hierarchies be developed. The code provides a hierarchy based on road types to be used as a framework from which local hierarchies can be developed. The theory being that the higher a roads hierarchy then

the more frequently it will be inspected and hence it will be maintained to a higher standard than a lower hierarchy road.

2. Implications

2.1 The development of road hierarchies based on a number of important local criteria will help to ensure that greater priority is attached to road sections that are strategically more important to the network and the community. The development of a mathematical matrix that can be used to evaluate each section against predetermined, important, local criteria will produce an objective assessment of the section's importance. This will allow a lower class road e.g. Commercial Street (C Class road) to attain a similar priority to some of our A class roads.

2.2 Another advantage of this system of prioritisation is that sections can be regraded as their importance to the network increases or decreases e.g. following development of an area etc. The council has full control over the ability to upgrade or downgrade sections as their use changes over time.

3. Proposal

3.1 This policy document and maintenance plan has been discussed at the Member/Officer Working Group – Management of Road Schemes.. The attached Roads Maintenance Plan contains the policy, strategy, safety inspection frequencies, response times and intervention limits for road maintenance, to be used on the Shetland road network.

3.2 The safety inspection frequencies proposed are varied from those suggested in the code however I believe this to be justifiable on the grounds of reduced risk resulting from:

- 3.2.1 The condition of the Network is generally good.
- 3.2.2 Relatively low traffic volumes on most roads, particularly HGV's
- 3.2.3 All main roads are travelled by inspectors and maintenance supervisors on a regular basis and any problem presenting a safety hazard will be immediately reported.
- 3.2.4 Reducing the formal safety inspections of main roads to every three months from one month, as suggested by the Code, will allow more frequent walked inspections of high-risk footways. We regard high-risk footways as older footways with paving slabs (or similar) as trips by pedestrians may result in personal injury. We therefore propose a walked inspection of high risk footways every six months, rather than annually as we do at present.

3.3 The report also proposes that all road sections are evaluated using the attached matrix so that their position within the hierarchy and maintenance priority can be established. It is not anticipated that there will be many dramatic changes from the current system of

prioritisation however the new system will be more transparent and justifiable.

3.4 The new Maintenance Plan once agreed by the Council will be publicised on the Council's web site and will be subjected to regular review by the working group to ensure that either sustainable standards are maintained or that standards are modified in order to maintain expenditure within the available budget provision.

3.5 New arrangements for carrying out Service Inspections will be developed as soon as possible. These will be an essential part of our asset management regime, ensuring that the network meets the needs of users and that the asset is well maintained.

3.6 Inspections for Regulatory Purposes will also be updated shortly. The most significant of these are required due to our responsibilities under the New Roads and Streetworks Act. We also need to ensure that new developments comply with their Planning Conditions.

4. Links to Corporate Policy

4.1 This proposal aligns with the following corporate aims:
Planning and Prioritisation – Priority 2 - Revenue budgets are kept within sustainable limits and the Council's Capital Programme is aligned with available funds.
Performance Management – Priority 8 – Develop senior officer and member engagement in systematic performance reporting, review and scrutiny.

5. Financial implications

5.1 There are no direct financial implications from the proposals in this report.

6. Policy and Delegated Authority

6.1 The Council has a statutory duty to make arrangements which secure Best Value (Local Government in Scotland Act 2003).

6.2 The Council is required under the Roads (Scotland) Act 1984 to maintain its roads to a safe standard

6.3 "Well Maintained Highways – Code of Practice for Highway Maintenance Management" recommends the development, agreement and publication of a Roads Maintenance Plan. Whilst the recommendations in this code are not mandatory any deviations from these will need to be substantiated, as they will be viewed as relevant considerations in a situation involving legal action.

6.4 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. However, policy approval remains a full Council matter.

7. Recommendation

7.1 I recommend that the Infrastructure Committee:

7.1.1 Recommend to full Council that this Roads Maintenance Policy be accepted.
7.1.2 Agree it be published on the Council's Internet site.
7.1.3 Recognise that this is a working document subject to ongoing development by officers and the Member/Officer Working Group, and may therefore need to be amended in future. Such amendments will be brought to Committee for approval in annual review reports.
7.1.4 Note that new arrangements for Service and Regulatory Inspections will be part of the first review.

Report NO: RD-01-06-F

Shetland
Islands Council

REPORT

To: **Infrastructure Committee** **14 March 2006**

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

PROGRESS REPORT ON DEVELOPMENT OF SHETLAND TRANSPORT STRATEGY

1. Introduction

1.1. The purpose of this report is to inform members of the progress of the Shetland Transport Strategy.

2 Link to Council Priorities

2.1 This report meets the objectives of the corporate plan by contributing to the aim of sustainability and easy to use systems for transporting freight and people.

3. Background

3.1 Shetland Transport Partnership was established on the 1 December 2005 and has a statutory duty to deliver a transport strategy by the 31 March 2007. The Council had begun work to develop a transport strategy and it is proposed that Shetland Transport Partnership will adopt the work commissioned to date by the Council.

3.2 It is the intention that the Member Officer Working Group will continue to oversee the development of the Transport Strategy and report to the Shetland Transport Partnership. This will be an amendment of the remit of the Group and will be subject to agreement at the next Shetland Transport Partnership meeting.

3.3 The Shetland Transport Partnership has a duty to consult with the Council on the Strategy and it is therefore the intention that progress will be reported to Infrastructure Committee (which has delegated authority on transport matters) on the development of the Strategy.

4. Progress

4.1 FaberMaunsell have completed the first phase of the consultation and a summary of the findings is included in Appendix 1.

4.2 The Member Officer Working Group on Transport Strategy on the 2 March 2006 considered a presentation by Paul Finch of FaberMaunsell on the main findings, the issues emerging and the programme for moving the strategy forward.

5. Financial Implications

5.1 There are no financial implications associated with this report. Costs for the consultation exercise are within budget

6. Policy and Delegated Authority

6.1 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.

7. Recommendation

7.1 I recommend that Infrastructure Committee note the contents of this report and agree the minor amendment to the reporting arrangements for the Member/Officer Working Group.

Report No: TR-07-06-F

Appendix A

Progress Report on the Development of Shetland Transport Strategy

1. Introduction

This note updates the Transport Strategy Member Officer Working Group of progress made since the last meeting of the group. The main areas of progress have been on:

- Completion of the initial consultation phase and production of a draft consultation report
- Initiation of the Strategic Environmental Appraisal process
- Development of a revised programme
- Early consideration of key issues, and possible options

2. Consultation

Members will have been aware of the consultation process undertaken since October 2005, which involved visits to each community council, visits to each island, and face to face meetings with a number of stakeholders from different sectors of Shetland's society. Annex A to this note provides a list of the consultation meetings undertaken.

A draft consultation report has been produced, and is currently being reviewed by officials. Key findings arising from the consultation are summarised in Annex B to this report.

3. Strategic Environmental Appraisal

The Regional Transport Strategy will be accompanied by a Strategic Environmental Appraisal (SEA), as required by European and Scottish legislation. The process will be undertaken in parallel with the development of the Transport Strategy. The first element of the SEA will be a workshop with key local environmental stakeholders, planned for 28 February 2006. Outcomes of this workshop will feed into the SEA scoping report, as well as the Transport Strategy Issues, Objectives and Options report.

4. Updated Programme

Following completion of the first consultation phase, and also confirmation of approach to the SEA, a review of the programme has been undertaken. This was due to the requirement to reconcile the competing demands of:

- the Transport Strategy process outlined in the Scottish Executive guidance;
- the committee reporting schedule; and
- the necessity for a logical sequencing of tasks between the Transport Strategy and the SEA;

A number of constraints to the programme were identified which determined the dates for the production of the Draft Transport Strategy and SEA, public consultation, and Final Transport Strategy and SEA.

1. It was recognised that significant milestone elements of work would require Member and Regional Transport Partnership Board (RTPB) approval.
2. Due to the reporting lead-in times, this means that revisions to the Transport Strategy and SEA have to take place over alternate committee cycles.
3. A further constraint is the sequential nature of the Transport Strategy and SEA. Whilst there are numerous opportunities for parallel working, it is necessary for work on the first draft of the Transport Strategy to be completed prior to production

of the first draft SEA. Similarly, the finalised draft Transport Strategy needs to be completed prior to production of the finalised draft SEA.

4. Finally, public consultation of the Transport Strategy could not be undertaken during the summer holiday period.

The current programme features the following:

- Consultation Report Issued 17 February
- Issues, Objectives, and Options Report issued 24 March
- SEA Scoping Report issued 31 March
- Appraisal of Transport Strategy Options prepared during April and May
- First Draft Transport Strategy prepared by end of May
- First Draft SEA prepared between 02 June and 23 June
- Final Draft Transport Strategy and SEA, including internal consultation on implementation plan developed between 26 June and 21 July
- Final Draft Transport Strategy and SEA put to MOWG on 09 August, with formal approval for consultation sought at end of August from RTB
- Public Consultation during September and October
- November used to revise Transport Strategy and SEA
- Final Transport Strategy and SEA Issued to RTB on 08 December

5. Early Consideration of Problems/Opportunities, Objectives, and Options

The outcomes from the consultation exercise are being combined with outcomes from previous work to identify key issues and opportunities, develop an aim and set of objectives for the strategy, as well as a list of strategic options for appraisal. This process will be enhanced through two officer workshops designed to finalise the strategy's aims and objective, and the options for appraisal.

In advance of these workshops, an initial outline of problems/opportunities, objectives, and some potential options are presented in Appendix C.

This will be subject of a brief presentation, with opportunity for Member comment.

Annex A – Consultation Schedule

Shetland Islands Council and other public sector stakeholders	
Housing	Health Board
Education	Shetland Enterprise
Child Care Partnership	Highlands and Islands Enterprise
Social Work	
Businesses – Transport	
StreamLine	Lerwick Port Authority
Northwards	Aberdeen Harbour Board
JBT – Shetland	NorthLink Ferries
JBT – Aberdeen	HIAL Sumburgh Airport
John Leask and Sons	Loganair Tingwall
RG Jamieson Cullivoe	Loganair Headquarters
Businesses - Seafood	
Shetland Catch	Blydoit Fish Ltd
Seafood Shetland	Unst Oyst
Shetland Aquaculture	Johnson Seafarms
SNPC	Shetland Fish Products
Skretting	East Vie Shellfish
Businesses – Livestock	
GB and AM Anderson	
Public Sector Service	
Fire Brigade	Police
Brae Health Centre	Ambulance Service
Royal Mail	
Tourism	
Tourist Information	Moussa Boat Trips
Business – Other	
MK Leslie (Keith Leslie)	BP Sullom Voe
Valhalla Brewery	PURE Project
Unst Inshore Services	
Voluntary Sector	
WRVS	English as an Additional Language Group
Disability Shetland	
Youth Groups	
Young Voice Executive	Shetland Youth Information Service
Brae Youth Conference	
Retail Sector	
Retailers Association	
Education	
Shetland College	Brae High School
Ollaberry Primary School	Anderson High School
Public Consultation Events	
Flu Fair Consultation – Lerwick	IATE Event – North Isles
Communities – Mainland	
Northmavine	Delting
Nesting and Lunnasting	Tingwall, Whiteness and Weisdale
Sandsting and Aithsting	Sandness and Walls
Scalloway	Burra and Trondra
Lerwick	Gulberwick, Cunningsburgh and Quarff

Sandwick	Dunrossness

Communities – Islands	
Skerries	
Evening Consultation	School
Fish Processing	Post Office
Foula	
Evening Consultation	Amy Ratter
Davie Sanderson	Isobel Holburn
Martin Kennedy	
Fair Isle	
Evening Consultation	Shop
Jimmy Stout – Ferry Skipper	Fair Isle Primary
Dave Wheeler	Bird Observatory
Scottish Islands Magazine	
Fetlar	
Evening Consultation	Fetlar School Head Teacher
RSPB Fetlar	Fetlar School Secretary
John Coutts, CC Chairman	Fetlar School Cook
Fetlar Interpretative Centre	
Yell	
Evening Consultation	Peerie Briggs - Toddler Group (Lesley Grey)
Mid Yell Nursery	
Unst	
Evening Consultation	Unst Response Team
Unst Transport Forum	
Whalsay	
Evening Consultation	Outcomes from previous consultation
Bressay	
Evening Consultation	
Papa Stour	
Mr and Mrs Strickland	*Questionnaires*
Mr and Mrs Holt-Brooks	

Annex B – Key Consultation Findings

External Links

Cost - High costs, and unpredictable costs for air travel. High costs for freight. Ferry fares were considered cheap if travelling as a foot passenger without accommodation, but could be expensive for family groups, travelling with a vehicle, and requiring accommodation on board.

Capacity – Specific issue was the difficulty in booking ferry accommodation during peak periods.

Accessibility of Ports and Airports – Issues typically focussed on lack of interconnecting buses, and lack of parking capacity at Sumburgh airport. For the ferry service, it included lack of long term parking at Lerwick, lack of short term parking at Aberdeen, and no left luggage at Aberdeen.

Future Mainland Port - - the consultation process identified that each mainland port option has its own range of strengths and weaknesses, and that the different range of users of the service may well have differing and possibly competing requirements.

Inter-Island Links

Sustainability of Remote Islands – A recurring issue for outer islands was the role that transport services played in ensuring the continued vitality and viability of each island. This issue was perhaps most acute on the most remote islands (such as Foula, Fair Isle, Papa Stour, Skerries, Unst and Fetlar), but was also a feature of discussions on Yell, Whalsay and Bressay.

Ferry Links – A recurrent issue was the desire for the ferry service to be as responsive and as reliable as possible, noting the constraints imposed by the weather. This was translated into a desire, where at all practical, for the ferry crews and ferry to be based on each island being served, where appropriate, with the necessary infrastructure. It was felt that this would bring the benefits of jobs, and also the ability to respond more readily to changing weather conditions, and a willingness by the ferry crew to be more flexible to community needs.

Furthermore, in relation to Whalsay, there was a strong desire to see continued progress in the development of replacement terminals, and ferries.

Fixed links – Consultation revealed an almost universal willingness to pursue a fixed link (tunnel) between Yell and Unst. The desirability of a link between Yell and Shetland Mainland was frequently mentioned, but the Yell CC thought the local community was split on the issue.

Inter-Islands Air Service – the value of the inter-islands air service was frequently highlighted, and there was particularly strong support and appreciation of the current pilots and operators. The possibility of additional flights for Fair Isle during the peak season, and additional flights to improve island accessibility (ie day trip opportunities for islanders) was a frequent desire. The taxi-bus service to the airport was particularly well received.

Internal Transport

Walking/verges – Within the majority of the communities consulted, the majority mentioned the constraint on walking due to the existing configuration of single track roads plus either deep ditches, or high verges. There was a common desire for the development of rural style footpaths providing pedestrian links to key locations.

Public Transport Issues – Many aspects of the public transport service were appreciated. However, it was recognised that the existing public transport network primarily serves "9 to 5" workers in Lerwick, as well as day time shopper services. Night and evening services, more frequent links during the daytime, and services appropriate for trips to local shops/services were highlighted – however, it was realised that the cost and feasibility of providing this, against the numbers who would use the service and benefit would not always be balanced. There was some interest in supporting demand responsive and community transport schemes as a way of meeting the demand in a cost effective manner.

Road Safety – Many consultees noted the perceived high levels of road traffic accidents in Shetland, with combinations of speed, drink and inappropriate driving behaviour most frequently mentioned.

Road Connections – Consultees noted that the level of road infrastructure was probably unrivalled throughout much of Scotland. However, it was noted that roads in the West Side, and North of Hillswick junction were of a poorer standard than elsewhere on the island. Consultees also highlighted the need to review the safety and layout of a number of the junctions on the Lerwick to Sumburgh route, particularly at Gulberwick, Quarff, Sandwick and Levenwick.

Some Wider Issues

Some wider issues were also raised during consultation including concerns over the future cost and supply of fuel, the links between transport and wider economic development, and how transport should act to centralise or, in contrast, decentralise jobs and services in Shetland.

Annex C – Problems/Opportunities, Objectives, Options

1. Current and Future Problems/Opportunities

Economy

- High costs of providing reliable transport system – for transport providers and users
- Numerous wider rural economic development challenges with direct links to transport including costs, reliability, frequency and quality
- Increased competition for a potentially declining fund for capital and revenue investment in transport – includes SIC, Scottish Executive, and Europe
- High expectations for investment, although in comparison with other parts Scotland, Shetland compares very favourably for quality and costs for services
- Potential future impact of higher and more volatile fuel costs

Environment

- Impact of future impacts of climate change – especially more severe storm events, and sea level increases
- Protection and enhancement of Shetland's unique environmental qualities
- The challenge of responding to carbon dioxide reduction targets

Integration

- Opportunity for improved integration across public sector service providers in relation to transport provision
- Opportunity for improved transport integration at key nodes – Sumburgh airport, Northlink Ferry Terminal
- Integration with Rural Policy - many peripheral areas fragile; some islands very fragile; need for intelligent and integrated response.
- Integration with Planning Policy in Structure and Local Plans
- Integration with Economic Policy – responding to HIE's Smart Successful Highlands and Islands, as well as local economic development policies and interventions

Accessibility

- Local pedestrian issues caused by current network of pedestrian facilities
- Impact of timetable constraint and current capacity constraints on inter-island links and external links
- Negative social and economic impacts arising from perceptions of vulnerability due to reliance on single track roads, ferries and air links
- Challenge of maintaining accessibility to key services for those without access to a car
- Maintaining accessibility for an ageing population

Safety

- Challenge of improving road safety record
- Difficulties of achieving effective traffic enforcement across Shetland
- Ageing population may mean future road safety concerns

2. Aim, Objectives, Options

The Partnership's core 'vision' is of a transport system for Shetland that is sustainable, in other words one that strikes the right balance between economic, social and environmental priorities. A sustainable strategy for transport will have a number of key components, including accessibility, reliability and affordability.

The Partnership will implement the general transport objectives of Scottish Ministers in ways which are appropriate to Shetland's circumstances. These objectives are to:

- *promote economic growth by building, enhancing, managing and maintaining transport services, infrastructure and networks to maximise their efficiency*. In a Shetland context efficiency implies a particular responsibility to ensure the reliability and affordability of services and networks which are uniquely vulnerable to weather and natural forces and often costly to provide. The Partnership will ensure that the level, quality and efficiency of all modes of transport in future is maintained at current standards and improved wherever possible. The Partnership will take account of transport, planning and economic development strategies. It will seek to develop fixed links between the islands wherever appropriate.
- *promote social inclusion by connecting remote and disadvantaged communities and increasing the accessibility of the transport network.* Social inclusion has a very direct relevance for Shetland in that the provision of reasonably convenient and economical services to small and scattered communities is particularly difficult. Transport services are essential to all Shetlanders but are unavoidably more expensive to provide because of remoteness and dispersion and the frequent need for air and ferry crossings. To achieve this shared objective the Partnership will give priority to maintaining affordable fare levels on external and internal services. It will also seek imaginative solutions to the problems associated with serving small populations in remote communities and will consider how the need to travel can be reduced, for example by new forms of service delivery or measures involving decentralisation.
- *protect our environment and improve health by building and investing in public transport and other types of efficient and sustainable transport which minimise emissions and consumption of resources and energy.* In a Shetland context, environmental quality is a particular concern. However, any responsible transport strategy must also address the contribution that local action can make in addressing the global impact of transport. The Partnership will give particular attention to safeguarding the environmental qualities of Shetland in its transport strategies, minimising the potential impacts of projects and services on the landscape, wildlife and archaeology of the islands. In order to address global concerns, the Partnership will seek to promote transport technologies and modes that minimise emissions. This will include encouraging the use of alternative fuels, car sharing, walking and cycling. Such an approach will complement efforts to improve health and to offer 'greener' tourism opportunities.
- *improve safety of journeys by reducing accidents and enhancing the personal safety of pedestrians, drivers, passengers and staff.* This general Ministerial objective will run through all strategy and operational decisions which the Partnership will make.
- *improve integration by making journey planning and ticketing easier and working to ensure smooth connection between different forms of transport.* Transport integration by the alignment of timetables, ready provision of passenger information and through-ticketing is again of particular importance to Shetland where

transitions between road transport, air and ferry services and longer travel distances are – by the nature of the islands - much more frequent than is typically the case throughout Scotland.