



Shetland Islands Council

Agenda Item

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Shetland Islands Council
Environment and Transport Committee
Development Committee
EJCC

31 October 2012
29 October 2012
29 October 2012
29 October 2012

INTER ISLAND FERRY SERVICE REVIEW UPDATE

ISD-10-12-F

Director of Infrastructure Services
Director of Development Services

Infrastructure Services
Development Services

1.0 Summary

- 1.1 On 14 December 2011 the Council's Environment and Transport Committee agreed a methodology, using the Scottish Transport Appraisal Guidance (STAG), and a project structure for the Inter Island Ferry Service Review.
- 1.2 This report updates Members on progress of the Review and details:
- a) the various changes that have already been implemented in terms of operational efficiencies;
 - b) the operational efficiencies that can be implemented soon with minimal service impact, some of which need a decision of Committee or Council;
 - c) the options that are considered to have been appraised in sufficient detail to recommend no further development; and
 - d) the options that need to be taken forward to further consultation and appraisal to support Members in taking decisions on the future shape of Inter Island Ferry Services in line with the Council's policies.

2.0 Decision Required

- 2.1 That the Development Committee and Environment and Transport Committee recommend that the Council RESOLVE to:
- i) Note the progress and implementation of the various defined savings measures already in place or in the process of being implemented, shown in Table A (Appendix 3).
 - ii) Note the progress and implementation of the various savings measures which will be introduced as soon as possible, shown in Table B (i) (Appendix 4).
 - iii) Approve the implementation of the savings measures shown in Table B (ii) (Appendix 4).
 - iv) Note the options that have been discontinued from consideration within this Review, given in Tables C (i) and C (ii) (Appendix 5).
 - v) Note the options summarised in Tables D (i) and D (ii) and detailed in Appendices 6 and 7, which require further detailed appraisal in accordance with the programme given in Appendix 8, prior to a final report to Council on 19th December 2012.

3.0 Detail

- 3.1 During 2011, officers identified and introduced operational efficiency savings and other measures to reduce the cost of ferry services without any impact on services.
- 3.2 However, the measures identified, although significant, could not achieve the 10% savings target which had been set by the Council at that time for 2012/13 and onwards.
- 3.3 Therefore, on 14th December 2011, the Council's Environment and Transport Committee approved this current Review (min ref 20/11).
- 3.4 The overarching objective of the Review, approved by the Council's Environment and Transport Committee on 14th December 2011, is:
- “To develop a sustainable inter-island ferry service that can be delivered within an environment of reducing resources”.***
- 3.5 The further sub-objectives adopted are: -
- i) As a priority provide transport links to maximise economic activity throughout Shetland and provide links that maintain employment opportunities within Shetland;
 - ii) Provide transport Links to promote social mobility and inclusion in a way that does not widen the equality gap;

- iii) Provide transport links that use a risk based approach to managing safety and legislation requirements;
 - iv) Provide transport links that maximise the ability to adapt to future influences external to the ferry service;
 - v) Provide transport links that minimise carbon emissions.
- 3.6 In effect the aim of the review is to find more efficiencies and if necessary develop service redesign measures to reduce the cost of the service.
- 3.7 This Review has been conducted within the Scottish Transport Appraisal Guidance which ensures the social and economic impacts of options will be thoroughly appraised in addition to the cost impacts. This will ensure that Members are presented with all the information necessary to support fully informed decision making by the Council.
- 3.8 Appendix 1 lists the Project Board Meetings, Steering Group Meetings, Workshops and Consultations (with staff, stakeholders and communities) that have taken place since the start of this review on 14 December 2011.
- 3.9 This process led to 84 options being developed and appraised through the review process. These are listed in Appendix 2.
- 3.10 In line with the STAG Part 1 Appraisal stage each of the options were analysed against the following criteria: -
- i) Performance against the review criteria given in section 3.4 & 3.5 of this report
 - ii) Established Policy Directives
 - iii) Feasibility (technically and operationally)
 - iv) Affordability (i.e. does the option save money)
 - v) Public Acceptability
- 3.11 This process led to a set of initial conclusions and actions which fall into the following categories: -
- (i) Able to be implemented immediately within managerial authority and no impact on services (Table A in Appendix 3);
 - (ii) Able to be implemented within managerial authority but requiring approval by external authority e.g. MCA (Table B(i) in appendix 4);
 - (iii) Able to be implemented quickly but requiring a Council decision on an element of policy (Table B(ii) in Appendix 4);

- (iv) Recommended as unsuitable and/ or impractical and therefore removed from the review at this stage (Tables C (i) and (ii) Appendix 5); and
- (v) Options to be taken forward for further detailed consultation and appraisal (Tables D(i) and D(ii) Appendix 6)

3.12 The total recurring savings achievable through the options identified in i), ii) and iii) above are detailed below.

Table A	£326,279
Table B (i)	£279,541
Table B (ii)	£384,697
Total	£990,517

3.13 A number of alternative fare models are being considered, however some are dependent on the current project to replace the existing ticket machines. Options 8.6, 9.7 and 14.25 in table B (ii) in appendix 4 can be implemented with the existing machines currently in use on the ferries.

3.14 At the Council meeting of the 9 February 2012 Members agreed the proposal to introduce a 50% charge for Shetland Concessionary Pass holders, but requested that the same discount be applied to multi journey tickets. This was not possible with the existing ticket machine technology, however, option 9.7 is a revised proposal which achieves a similar level of additional income and allows for discounted multi journey tickets for both concessionary pass holders and children.

3.15 The revised fare structure proposed in options 8.6, 9.7 and 14.25 require the Council to take a decision to amend the current inter island ferry fare structure as detailed below.

Service	Present Fare	*Proposed Fare	Impact on Ferry Users
Option 8.6 Introduce a tourist fare for Fair Isle	Adult Single Journey £4.10	Adult Non Resident Single Journey £15.00	Island visitors fare increases
Option 9.7 Introduce a Pensioner Concessionary Fare and amalgamate with an increased Child Fare	Pensioner free Child 50p return & £3.80 Multi Journey	Pensioner & child £1.00 return & £5.00 Multi Journey	Pensioners will have to pay a fare and the existing child fare will be increased.
Option 14.25 Increase Passenger and Domestic Vehicle Fares	Passenger return £4.30 Vehicle return £10.00	Passenger return £5.00 Vehicle return £12.50	Non Multi Journey ticket price increase but multi journey ticket prices will remain at their current level.

**These fares apply to ro-ro services proportionate fares will apply to Foula, Fair Isle, Papa Stour and Skerries*

4.0 Implications

Strategic

4.1 Delivery On Corporate Priorities

The recommendations in this report will contribute to the following outcomes from the Council's Single Outcome Agreement with the Scottish Government.

Outcome 3 "We have financial sustainability and balance across all sectors".

Outcome 13 "Our internal and external transport systems are efficient, sustainable, flexible and affordable, meet our individual and business needs and enable us to access amenities and services."

4.2 Community/Stakeholder Issues

Consultation and engagement with individuals, stakeholders, staff and communities has taken place throughout Shetland.

4.2.1 Communities and Community Councils - A consultation exercise took place in June 2012 across all communities in Shetland and with all Community Councils.

The further consultation required to complete the Review is outlined in Appendix 8

4.2.2 Stakeholders – the consultation exercise in June also presented the opportunity for stakeholders to engage in the process.

4.2.3 Emergency Services (through Community Planning Partnership) – a workshop with Community Planning partners to assess the impact of the proposed options on service delivery took place in June 2012; a follow-up meeting was also held with representatives from the Emergency Services on the 12th October 2012.

4.2.4 Staff and Staff Unions –

A series of meetings has been held between the Executive Directors of Infrastructure and Development Services and delegates from all the Staff Unions to discuss and consult on all changes relevant to the two directorates and these meetings will continue during the review process.

The Executive Manager - Ferry Operations has held a series of consultative meetings with delegates from all Unions representing Ferry Operations staff.

The Executive Manager - Ferry Operations, will continue to hold regular meetings with Ferry Operations staff representatives through the remainder of the process and into implementation of decisions made on 19th December.

Additionally, the Project Manager and Executive Manager have consulted with Senior Staff, Route Masters, Senior Masters and Masters where appropriate on the proposed changes, including the effect changes may have on staff and service users.

4.2.5 Other Council services – Project Manager has had dialogue with staff from other frontline services, including Roads, Children’s Services, Social Care and Building Maintenance.

4.2.6 A list of consultative meetings held to date, is contained in Appendix 1

4.3 Policy And/Or Delegated Authority

Functional Responsibilities within Ferry Review

4.3.1 All matters that relate to staffing are referred to the Employees’ Joint Consultative Committee (EJCC).

4.3.2 The Shetland Islands Council Inter Island Ferry Service Review, by its nature, spans operational and strategic functions.

4.3.3 The operational responsibility lies with the Council’s Environment and Transport Committee, and strategic responsibility lies with the Council’s Development Committee. In order to ensure that the Council’s functional committees have the relevant input to the Review this report is presented to both Committees.

4.3.4 In accordance with Section 2.3.1 of the Council’s Scheme of Delegations, the Development Committee has responsibility for Transport Planning, the Environment and Transport Committee has responsibility for Ferry Operations and the Executive Committee has delegated authority for the development and operation of the council as an organisation and all matters relating to staffing.

4.3.5 However, the Review originated from the Council decision of 14th December 2011 and the Council has overall responsibility in staffing matters, fare setting and achieving savings targets.

4.4 Risk Management

If the Council cannot reach a sustainable position in relation to its expenditure then there are long term risks to the Council's capacity to deliver necessary services. In addition to this, the Review of Inter Island Ferry Services must be sufficiently thorough and based on robust appraisal and evidence in order to lessen the risk of unpredicted economic and social consequences, since these in turn might bring risks to individual communities as well as to Shetland's overall economic and social well being.

The Scottish Government methodology for calculation of funding in relation to "Support of Ferries" as part of the General Revenue Grant is based on the average gross expenditure over a prior two year period.

The current settlement runs from 2012/13 to 2014/15 so there is no risk to funding over this period. There is a risk that funding could be reduced in the next Local Government Finance three year settlement from 2015/16 if gross expenditure on ferries is reduced but this is highly dependent on the Government's chosen level of Support for Ferries and whether or not the other 15 Councils that receive a share of the allocation also reduce or increase their expenditure. Under the current economic climate it is expected that all Councils will be supporting a reduction in expenditure levels over the next few years.

A study which will identify the socio-economic risks which may arise from the savings options identified in Tables D (i) and (ii) has been commissioned. The results of this study will be used along with the programme of further consultations outlined in Appendix 8 to inform the final reports to the Committees and to the Council on 19 December 2012.

It is important to recognise the challenging employee relations that must be managed throughout this process where proposals will have an impact on staff. There is a risk of a breakdown of employer/employee relations leading to conflict resulting in industrial action if these proposals are implemented without agreement through the consultation process. If this is the case, this will have a considerable impact on the ferry service.

4.5 Equalities, Health And Human Rights

This has been addressed within the review process. Each option in Tables A, B (i) and B (ii) which was identified as introducing any change to the present level of service has been assessed through the Council's Equality Impact Assessment process. These assessments together with the Option Appraisal document form part of each option and are contained in the Option Specification document.

The options contained in Tables D (i) and D (ii), to be addressed following further consultation, will be assessed through the same process.

4.6 Environmental

This has been addressed within the review process.

Resources

4.7 Financial

The proposals in this report represent total recurring savings of £990,517 from operational efficiencies over the next three years as detailed in Appendices 3 and 4. Also detailed are further savings proposals in Appendix 6 estimated at £2.8m pending further financial appraisal.

The approved Medium Term Financial Strategy is to achieve financial sustainability by reducing the annual draw on reserves from £36m to £5m over the term of this Council. At present the Council's level of expenditure is not sustainable and if left unchecked will result in reserves becoming fully depleted by 2016/17. It is therefore vital to the future economic wellbeing of the Council that its reduction in budget, incorporating that of the Infrastructure Directorate, is delivered in full.

4.8 Legal

Consideration must be given to the political, legal and practical challenges of reducing elements of the Ferries Service.

The **Transport Act 1985** is the principal legislation which sets out the statutory responsibilities concerning provision of public passenger transport services, particularly section 63(2) -

63 Functions of local councils with respect to passenger transport in areas other than passenger transport areas

- (2) It shall be the duty of a council in Scotland, in relation to any part of their area which is not a passenger transport area—
- (a) to secure the provision of such public passenger transport services as the council consider it appropriate to secure to meet any public transport requirements within their area which would not in their view be met apart from any action taken by them for that purpose; and
 - (b) to formulate from time to time general policies as to the descriptions of services they propose to secure under paragraph (a) above

4.9 Human Resources

Shetland Islands Council has Human Resource policies which will be utilised should any options which may require staffing changes go ahead. Infrastructure and Development Services will ensure that consultation with all staff affected and with Trade Unions will be held before and after any decisions taken.

4.10 Assets and Property

Any reduction of capital asset, in terms of vessels or harbour infrastructure, will involve liaison with Assets and Property and Legal Services.

5.0 Conclusions

- 5.1 The Council's Ferry Operations and Transport Planning Service are undertaking a review of the Council's inter island ferry services with a view to contributing to the Council's overall financial savings targets.
- 5.2 The Review is approaching completion with the aim to have a final reports presented to Committees in December with the final report to Shetland Islands Council on 19th December 2012.
- 5.3 In order to complete the final stages it is necessary to seek decisions necessary to implement some of the options that don't affect service as soon as practicable.
- 5.4 It is appropriate at this stage of the review to inform Members of the progress of this review and the process to be followed to conclude the review.

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22 October 2012

List of Appendices

Appendix 1 – List of meetings, consultations, workshops, etc.

Appendix 2 – List of all options

Appendix 3 – Table A – options already implemented or instructed

Appendix 4 – Tables B (i) – savings measures which are expected to be introduced subject to issues such as Union consultation and negotiation, staff consultation, HR requirements, regulatory approval etc.; and, B (ii) – savings measure requiring a Council decision

Appendix 5 – Tables C (i) and C (ii) – options discontinued from consideration

Appendix 6 – Tables D (i) – savings measures to be carried forward and appraised in further detail in consultation with staff, the public and other agencies/stakeholders; and, D (ii) savings measures to be carried forward and appraised in further detail in consultation with unions, staff, support services and external agencies

Appendix 7 – Description of the options in Tables D (i) and (ii)

Appendix 8 – Timeline for completion of Review

APPENDIX 1

List of Meetings

Ferry Review Project Board

13 January 2012
20 January 2012
22 February 2012
26 March 2012
10 April 2012
24 April 2012
8 May 2012
22 May 2012
4 June 2012
19 June 2012
3 July 2012
31 July 2012
14 August 2012
29 August 2012
11 September 2012
25 September 2012
9 October 2012

Ferry Review Steering Group

20 January 2012
31 July 2012
11 September 2012

Ferry Review Workshop Meetings

16 December 2011
18 January 2012
5 July 2012
10 July 2012
11 July 2012
12 July 2012
17 July 2012
27 August 2012
14 September 2012

Stakeholder Consultation

24 May 2012 (Emergency Services forum)
7 June 2012 (Council and essential services)
15 June 2012 (Drop-in session, Yell)
23 June 2012 (Drop-in session, Lerwick)
8 October 2012 (Co-ordination with Blueprint for Education)
12 October 2012 (External)

Union Consultation Meetings

27 April 2012
14 May 2012
23 May 2012
15 August 2012

Director Union Consultation

16 August 2012

16 October 2012

Ferry Crews Consultation

13 June 2012 (Sellaness staff)

14 June 2012 (Whalsay-based crews)

15 June 2012 (Yell-based crews)

18 June 2012 (Geira/Bigga crews)

19 June 2012 (Leirna crews)

23 June 2012 (Lerwick; open to all ferry staff)

27 June 2012 (Brae; ferry service staff)

4 July 2012 (Papa Stour crew)

10 September 2012 (Route Master, Yell-based ferries)

13 September 2012 (Route Master, Whalsay-based ferries and Masters, Hendra & Linga)

Public Consultation (drop-in sessions)

14 June 2012 (Whalsay)

15 June 2012 (Yell)

18 June 2012 (Unst)

19 June 2012 (Bressay)

21 June 2012 (West & Central)

22 June 2012 (Fetlar)

23 June 2012 (Lerwick)

26 June 2012 (Cunningsburgh)

27 June 2012 (Brae)

28 June 2012 (Scalloway)

30 June 2012 (Tingwall)

4 July 2012 (Papa Stour)

7 July 2012 (Skerries)

Community Council Meetings

14 June 2012 (Whalsay)

15 June 2012 (Yell)

18 June 2012 (Unst)

19 June 2012 (Bressay)

21 June 2012 (Sandness & Walls / Sandsting & Aithsting)

22 June 2012 (Fetlar)

23 June 2012 (Lerwick)

26 June 2012 (Sandwick / Dunrossness / Gulberwick, Quarff & Cunningsburgh)

27 June 2012 (Delting / Northmavine)

28 June 2012 (Burra & Trondra / Scalloway)

30 June 2012 (Tingwall, Whiteness & Weisdale / Nesting & Lunnasting)

4 July 2012 (Papa Stour community representative)

7 July 2012 (Skerries)

APPENDIX 2 – LIST OF ALL OPTIONS.

Option No	Option Title
1.1	Delete two vacant posts on Bluemull Sound Service (two posts on M/V Bigga remain as a cost centre; crew has previously been reduced from 5 to 4).
1.2	Delete one post on M/V Bigga (reorganisation of crewing arrangements on Bluemull Sound and the permanent reduction of crew from 5 to 4 means that less staff is required and total staffing numbers can be further reduced from 15 to 14).
1.3	Reintroduce fares on Bluemull Sound services as soon as possible (a wider fares review will still be undertaken through option 9.6).
1.4	Delete one post on M/V Geira (reduce the Bluemull Sound timetable by 19% to compliment reduction in crewing hours).
1.5	Base Bluemull Sound shift vessel in Unst (base the shift vessel, M/V Bigga, in Unst overnight at either Belmont or Uyeasound).
1.6	Discontinue the two vessel operation on Bluemull Sound (Reduce service by removing the M/V Geira from service).
2.1	Remove overnight manning on Yell Sound
2.2	Two ship four crew operation Yell Sound
2.2a	Two ship four crew operation Yell Sound alternative version
2.3	Operate Yell service with four crews (operate existing service with 4 crews and increase hours and staff pay).
2.4	Single vessel service Yell Sound
2.5	Alternative crewing arrangement
2.6	Yell Sound amalgamated Options (the proposed options for the future Service level on Yell Sound see appendix 7).
3.1	Base Skerries ferry in Skerries (base the Skerries Service in Skerries and accommodate existing crew overnight in Skerries during their period of duty).
3.2	Base Skerries ferry on Mainland (base M/V Filla at Vidlin or Toft).
3.3	Change Skerries to Lerwick sailings to alternative port (replace the Skerries to Lerwick sailings by a service to Vidlin, Toft or Symbister – service vessel based in Whalsay).
3.4	Remove positioning runs to and from overnight berth from Skerries service (realign the Skerries service to reduce fuel use and crew hours – service vessel based in Whalsay).
3.5	Re-engine M/V Filla (purchase and install smaller more efficient engines – sell existing engines).
3.6	Reduce crew on M/V Filla (by removing the MES evacuation system, installing equipment and initiating procedures to deal with “man overboard”

	will enable the Skerries Service to reduce the crew compliment from 5 to 4).
3.7	Base Skerries ferry in Lerwick (operate the Skerries Service from a base in Lerwick).
3.8	Replace M/V Filla (put M/V Snolda back to the Skerries Service and dispose of M/V Filla).
4.1	Create a Route Master for the Whalsay Based Vessels (organise crewing to achieve a reduction in non contractual overtime).
4.2	Reduce Whalsay service to 2 x 12 hours vessels (reduce the service in Whalsay between morning and afternoon peaks to a single vessel).
4.3	Swap Linga and Hendra
4.4	Terminal at Dragon Ness (Provide Single Whalsay ferry service from New Mainland terminal).
4.5	Terminal at Bonydale (Provide Single Whalsay ferry service from New Mainland terminal).
5.1	Remove one return sailing (or a complete day sailing from the Papa Stour winter timetable).
5.2	Combine Outer Isles service
5.3	Replace existing Vessel (Move M/V Snolda from the Papa Stour Service to Skerries Service and replace with a smaller vessel).
5.4	Combine Foula and Papa Stour services
5.5	Discontinue the Ro-Ro Service to Papa Stour (replace the present service with a passenger and freight service along the lines and frequency of the Fair Isle and Foula services).
6.1	Reduce Leirna crew from five to four (and reduce the passenger complement on the Bressay Service to ensure reduced staffing can cope in emergency situations).
6.2	Replace ferry with chain ferry (replace the Bressay Service vessel, M/V Leirna with a purpose built chain ferry operation at the north end of Lerwick Harbour).
6.3	Decision on fixed link (Council to decide on a Fixed Link to Bressay).
6.4	Revise timetable to reduce underused crossings (reduce the year round timetable on the Bressay Service to reduce the identified underused sailings. Additional crew hours will be 'banked' to reduce overtime requirements.).
7.1	Combine Outer Isles service (Foula with Fair Isle and Papa Stour – part of STAG study).
7.2	Discontinue summer sailings to Scalloway (discontinue Foula Service summer service to Scalloway).
8.1	Combine Outer Isles services (with Foula and Papa Stour – part of STAG study).
8.2	Externalise service to Fair Isle
8.3	Replace Good Shepherd (with new purpose built vessel).

8.4	Negotiate subsidy from the National Trust for Scotland (seek external funding through the National trust for Scotland to support the Fair Isle Service).
8.5	Discontinue summer sailings to Lerwick (and replace with Fair Isle to Grutness service).
8.6	Introduce a tourist fare for Fair Isle (raise additional revenue by creating a new fare structure for the Fair Isle Service).
9.1	Increase income through advertising (bulkhead on board vessels, through variable display notices and electronic links).
9.2	Ticket machine maintenance (the present obsolete machines are maintained through an expensive service contract; spend to save has identified resources to replace these machines with a new generation which will require less maintenance and will have increased function).
9.3	Increase revenue security (initiate processes to promote fare collection and prevent fare avoidance).
9.4	Replace pensioner concessionary fares with 50% Charge
9.5	Higher fares on Public Holidays
9.6	Review entire fare structure (in addition to options 1.3, 8.6, 9.4 and 14.25 taking into account the socio economic study, specifications of new ticket machines and future crew numbers).
9.7	Introduce a Pensioner Concessionary Fare and amalgamate with an increased Child Fare (increase the fares for children to around 25% of adult fare and implement the same charge on local passengers over the age of 60, this will apply proportionately to all service routes).
10.1	Single centralised booking office and reduce staff from 4 to 3 (reorganise the booking service to single location).
10.2	Discontinue ro-ro Booking Service (discontinue booking service for Bluemull Sound, Yell Sound, Whalsay, Skerries and Papa Stour).
11.1	Review engineering support (part of Ports and Harbours review).
11.2	Review maintenance of ferries and terminals (review in conjunction with Ports and Harbours and finding synergies with other reviews in Infrastructure Services).
11.3	Review dry-docking contractual arrangements (enter into a contract with a single yard or number of yards to benefit from economies of scale).
11.4	Construct a dry-dock facility (to be built, owned and operated by Council).
12.1	Review management support (part of Ports and Harbours review).
13.1	Review administration support (part of Ports and Harbours and the Infrastructure and Development business support reviews).
14.1	Remove late/underused runs (superseded by individual route options).
14.2	Review weather forecast charges (review through Ports and Harbours).
14.3	Manage sea staff leave (organise staff leave through a pre-planned rota system, similar to leave schedules for VTS operators and Launch Crew, to

	reduce dependency on non contractual overtime).
14.4	Review fuel procurement (enter into contracts to buy fuel at the cheapest possible rate whenever possible).
14.5	Reduced timetable on Public Holidays (reduce service on 6 Council “public” holidays).
14.6	Reduce sea staff hours to 37 and increase staff (maintaining the existing timetables and crewing compliments).
14.7	Reduce staff hours to 37 and reduce timetables (reduce staff hours and reduce timetables to fit crew hours).
14.8	Service succession planning (cease the sponsoring of officer cadets and transfer sponsorship to the private sector).
14.9	Externalise service(s) (the various permutations to externalise the service or parts of the service needs to be explored once decisions have been made on the future level of service to each community, the crewing arrangements and the cost of delivering the future service).
14.10	Review need to retain relief vessels (remove the second relief vessel, M/V Thora, from service and dispose of vessel towards the end of the vessel life extension programme in 2015). Disposal of the M/V Thora would realise net income of £150,000. Based on today’s market and the present condition of the vessel.
14.11	Community runs (outwith the remit of the Ferry review – part of Transport Planning review).
14.12	Review uniforms and PPE (the procurement, quality and frequency of issue has been reassessed and new processes implemented).
14.13	Review delivery costs to dry-dock (superseded by individual route options).
14.14	Review crewing levels all routes (amalgamated into individual route options).
14.15	Crew qualification, re-validation and training (discussions with staff, support services and external agencies as to future levels of qualification and training provision required).
14.16	Fuel consumption and vessel speeds (the service has already introduced this practice, where timetables allow).
14.17	Review standby and call-out provision (in conjunction with support staff review when stand-by is paid and how the maximum recovery can be obtained through third parties).
14.18	Review all vessel deployment (has already been introduced by reviewing fleet requirement during docking on a case by case basis using local knowledge of prevailing circumstances).
14.19	Review ENG1 and ML5 revalidation costs (in conjunction with Ports and Harbours and support services review initial medical and revalidations costs).
14.20	Stop certain routes (explore the practicality of ceasing to deliver individual services or routes).
14.21	Staff interchangeability arrangements (explore, and where necessary change, existing council policy to streamline sea staff interchangeability between crews, vessels, routes and Marine services).
14.22	Remove public radio and TV viewing options from vessels (the licence to view public broadcasts will not be renewed next year and television

	licences will no longer be renewed on vessels).
14.23	Remove budget support to Review Team 2013/14 (part of Director Infrastructure savings review).
14.24	Review First Aid Allowance Payments (reduce the number of staff within Ferry Operations receiving the allowance, with notice start date 01 Dec 2012).
14.25	Increase Passenger and Domestic Vehicle Fares (increase fares for non multi-journey ticket journeys this will apply proportionately to all service routes).
14.26	Increase vending machine prices (increase prices to match prices in shops).

APPENDIX 3

A	Savings measures already in place or in the process of being implemented	Ongoing saving/Increased income	Impact on Commuters
1.1	Delete two vacant posts on Bluemull Sound Service (two posts on M/V Bigga remain as a cost centre; crew has previously been reduced from 5 to 4).	£73,642	No Impact
1.2	Delete one post on M/V Bigga (reorganisation of crewing arrangements on Bluemull Sound and the permanent reduction of crew from 5 to 4 means that less staff is required and total staffing numbers can be further reduced from 15 to 14).	£36,821	No Impact
4.1	Create a Route Master for the Whalsay Based Vessels (organise crewing to achieve a reduction in non contractual overtime).	£12,000	No Impact
9.1	Increase income through advertising (bulkhead on board vessels, through variable display notices and electronic links).	£10,000	No Impact
9.2	Ticket machine maintenance (the present obsolete machines are maintained through an expensive service contract; spend to save has identified resources to replace these machines with a new generation which will require less maintenance and will have increased function).	£45,000	No Impact
14.3	Manage sea staff leave (organise staff leave through a pre-planned rota system, similar to leave schedules for VTS operators and Launch Crew, to reduce dependency on non contractual overtime).	£50,000	No Impact
14.8	Service succession planning (cease the sponsoring of officer cadets and transfer sponsorship to the private sector).	£74,840	No Impact
14.12	Review uniforms and PPE (the procurement, quality and frequency of issue has been reassessed and new processes implemented).	£6,994	No Impact
14.22	Remove public radio and TV viewing options from vessels (the licence to view public broadcasts will not be renewed next year and television licences will no longer be renewed on vessels).	£2,575	No Impact
14.26	Increase vending machine prices (increase prices to match prices in shops)	£14,407	Increased cost
Total saving		£326,279	

APPENDIX 4

B (i)	Savings measures which will be introduced as soon as possible	Year-on-year income/saving	Impact on Commuters
3.6	Reduce crew on M/V Filla (by removing the MES evacuation system, installing equipment and initiating procedures to deal with “man overboard” will enable the Skerries Service to reduce the crew compliment from 5 to 4).	£123,247 (additional £30,000 recurring every 2 years)	No Impact
10.1	Single centralised booking office and reduce staff from 4 to 3 (reorganise the booking service to single location)	£27,129	May take longer to place a booking
14.4	Review fuel procurement (enter into contracts to buy fuel at the cheapest possible rate whenever possible).	£90,000	No Impact
14.24	Review First Aid Allowance Payments (reduce the number of staff within ferry Operations receiving the allowance).	£39,165	No Impact
Total Saving		£279, 541	

B (ii)	Implementation of the measures requiring Council decision	Year-on-year income/saving	Impact on Commuters
8.6	Introduce a tourist fare for Fair Isle (raise additional revenue by creating a new fare structure for the Fair Isle Service).	£3,815	Islander commuter costs unchanged
9.3	Increase revenue security (initiate processes to promote fare collection and prevent fare avoidance).	£35,000	No Impact
9.7	Introduce a Pensioner Concessionary Fare and amalgamate with an increased Child Fare (increase the fares for children to around 25% of adult fare and implement the same charge on local passengers over the age of 60, this will apply proportionately to all service routes)	£39,929	Increased commuter cost
14.10	Review need to retain relief vessels (remove the second relief vessel, M/V Thora, from service and dispose of vessel towards the end of the vessel life extension programme in 2015). Disposal of the M/V Thora would realise net income of £150,000. Based on today's market and the present condition of the vessel.	£140,953 (from 2015) One off income IRO £150,000	Disruption to service in the event of breakdown when relief vessel already in use
14.25	Increase Passenger and Domestic Vehicle Fares (increase fares for non multi-journey ticket journeys this will apply proportionately to all service routes)	£165,000	Increased cost to irregular users
Total Saving		£384,697	

APPENDIX 5

C (i)	Discontinued from consideration following assessment, consultation and appraisal	Main Reason
1.5	Base Bluemull Sound shift vessel in Unst (base the shift vessel, M/V Bigga, in Unst overnight at either Belmont or Uyeasound).	Would Require considerable Capital investment to upgrade Belmont terminal, or would involve additional time to berth at Uyeasound.
2.3	Operate Yell service with four crews (operate existing service with 4 crews and increase hours and staff pay).	Cost to deliver would be unduly high, and there would be significant staff safety and welfare issues if crews were permanently on 48 hour weeks.
3.2	Base Skerries ferry on Mainland (base M/V Filla at Vidlin or Toft).	On balance, it has been assessed that there would be too many practical difficulties with regard to crewing, and disruptions to service. Costs to operate would also be too high
3.5	Re-engine M/V Filla (purchase and install smaller more efficient engines – sell existing engines).	Investment return period too high for the use of Spend-to- Save funding
3.7	Base Skerries ferry in Lerwick (operate the Skerries Service from a base in Lerwick).	The additional costs to operate and the distances involved are considered to be unacceptable
3.8	Replace M/V Filla (put M/V Snolda back to the Skerries Service and dispose of M/V Filla).	Impractical, since it would reduce passenger capacity, and restrict flexible use of the vessel
4.4	Terminal at Dragon Ness (Provide Single Whalsay ferry service from New Mainland terminal).	Requires significant capital investment – the Council’s Medium Term Financial Plan stipulates a Capital Programme based on Asset Maintenance rather than funding for new infrastructure
4.5	Terminal at Bonydale (Provide Single Whalsay ferry service from New Mainland terminal).	Requires significant capital investment – the Council’s Medium Term Financial Plan stipulates a Capital Programme based on Asset Maintenance rather than funding for new infrastructure
5.3	Replace existing Vessel (Move M/V Snolda from the Papa Stour Service to Skerries Service and replace with a smaller vessel).	Requires Significant Capital investment - the Council’s Medium Term Financial Plan stipulates a Capital Programme based on Asset Maintenance rather than funding for new infrastructure; see also option 3.8 above
6.2	Replace ferry with chain ferry (replace the Bressay Service vessel, M/V Leima with a purpose built chain ferry operation at the north end of Lerwick Harbour).	Requires significant capital investment – the Council’s Medium Term Financial Plan stipulates a Capital Programme based on Asset Maintenance rather than funding for new infrastructure
6.3	Decision on fixed link (Council to decide on a Fixed Link to Bressay).	Requires significant capital investment – the Council’s Medium Term Financial Plan stipulates a Capital Programme based on Asset Maintenance rather than funding for new infrastructure

7.1	Combine Outer Isles service (Foula with Fair Isle and Papa Stour – part of STAG study).	Service already under contract - any changes to these services will be considered as part of the Outer Isles STAG study presently underway
7.2	Discontinue summer sailings to Scalloway (discontinue Foula Service summer service to Scalloway).	Service already under contract - any changes to these services will be considered as part of the Outer Isles STAG study presently underway
8.1	Combine Outer Isles services (with Foula and Papa Stour – part of STAG study).	Impractical – this option has been discontinued as it would reduce passenger capacity across all the Outer Isles routes; this option is also best considered as part of the Outer Isles STAG study presently underway
8.3	Replace Good Shepherd (with new purpose built vessel).	Requires significant capital investment – the Council’s Medium Term Financial Plan stipulates a Capital Programme based on Asset Maintenance rather than funding for new infrastructure; this option is also best considered as part of the Outer Isles STAG study presently underway
8.4	Negotiate subsidy from the National Trust for Scotland (seek external funding through the National trust for Scotland to support the Fair Isle Service).	Impractical – owing to funding limitations on the part of the National Trust for Scotland, this option is not practical while the ferry service is operated by SIC
10.2	Discontinue ro-ro Booking Service (discontinue booking service for Bluemull Sound, Yell Sound, Whalsay, Skerries and Papa Stour).	Impractical in light of other proposals
11.1	Review engineering support (part of Ports and Harbours review).	Part of alternative project - the Review of Port Services has incorporated examination of the synergies and avenues of joint working within its review and consequently this option is now discontinued from the Ferry Review
11.3	Review dry-docking contractual arrangements (enter into a contract with a single yard or number of yards to benefit from economies of scale).	No savings identified - Following research it has been concluded by the project team, in conjunction with service management, that there is at present no merit in pursuing this option. Service management will keep this option under continual review
11.4	Construct a dry-dock facility (to be built, owned and operated by Council).	Requires significant capital investment – the Council’s Medium Term Financial Plan stipulates a Capital Programme based on Asset Maintenance rather than funding for new infrastructure
12.1	Review management support (part of Ports and Harbours review).	Part of alternative project - The restructuring work already done, the current Ports Project and the Infrastructure administration support review will clash with this option
13.1	Review administration support (part of Ports and Harbours and the Infrastructure and Development business support	Part of alternative project - other wider reviews already underway will duplicate and frustrate this process i.e. Infrastructure Support of

	reviews).	Business Review, HR and Finance reviews
14.2	Review weather forecast charges (review through Ports and Harbours).	Part of alternative project - Ports & Harbours Operations maintains the contract and budget for the provision of weather forecasts. Presently this is being reviewed and any changes will result in savings to the Ports and Harbours Operations
14.5	Reduced timetable on Public Holidays (reduce service on 6 Council "public" holidays).	Impractical - Given the impracticalities of reducing the timetable on Up Helly AA and Easter holidays the Project Team recommended to the Project Board that this Option be discontinued
14.6	Reduce sea staff hours to 37 and increase staff (maintaining the existing timetables and crewing compliments).	Cost to operate too high - Work progressed through the service has calculated that this option would cost in the region of £58,000 more than the present
14.7	Reduce staff hours to 37 and reduce timetables (reduce staff hours and reduce timetables to fit crew hours).	Impractical – this option was discontinued as a result of concerns over staff retention, community opposition and consideration of other, route-based, options that allow for a more nuanced appraisal
14.11	Community runs (outwith the remit of the Ferry review – part of Transport Planning review).	Part of alternative project – this option is being covered by the Transport Planning review
14.16	Fuel consumption and vessel speeds (the service has already introduced this practice, where timetables allow).	Already delivered - The saving opportunities by this option have already been progressed by the service over the last 5 years and are being addressed further by other options being considered for each service area
14.18	Review all vessel deployment (has already been introduced by reviewing fleet requirement during docking on a case by case basis using local knowledge of prevailing circumstances).	Already delivered - Ferry Operations review the deployment of dry docking relief vessels on a case by case basis taking account of the vagrancies of local conditions and seasonal traffic trends; vessel deployment is already optimised
14.20	Stop certain routes (explore the practicality of ceasing to deliver individual services or routes).	Impractical – the obligations placed on local authorities by the Scottish Government in terms of providing transport infrastructure make this option unworkable
14.23	Remove budget support to Review Team 2013/14 (part of Director Infrastructure savings review).	Part of alternative project – this option has already been completed and the saving offered as part of the Director Infrastructure Review

C (ii)	Discontinued – superseded or amalgamated into other options	Now Part of Option No
2.1	Remove overnight manning on Yell Sound	D (i) 2.6.
2.2	Two ship four crew operation Yell Sound	D (i) 2.6
2.2a	Two ship four crew operation Yell Sound alternative version	D (i) 2.6
2.4	Single vessel service Yell Sound	D (i) 2.6
2.5	Alternative crewing arrangement	D (i) 2.6
4.3	Swap Linga and Hendra	D (i) 4.2
5.2	Combine Outer Isles service	D (ii) 14.9
5.4	Combine Foula and Papa Stour services	D (ii) 14.9
8.2	Externalise service to Fair Isle	D (ii) 14.9
9.4	Replace pensioner concessionary fares with 50% Charge	B (ii) 9.7
9.5	Higher fares on Public Holidays.	D (i) 9.6.
14.1	Remove late/underused runs (superseded by individual route options).	i.e. D (i) 2.6.
14.13	Review delivery costs to dry-dock (superseded by individual route options).	i.e. D (i) 2.6.
14.14	Review crewing levels all routes (amalgamated into individual route options).	i.e. D (i) 6.1.

APPENDIX 6

D (i)	Carried forward and appraised in further detail – consult staff, public and external agencies/ stakeholders	Consultation			Possible upper estimate of savings
		Public	Staff & Unions	External	
1.3	Reintroduce fares on Bluemull Sound services as soon as possible (a wider fares review will still be undertaken through option 9.6) . (See Table D(i))	Yell, Unst & Fetlar	Required	Required	£150k
1.4	Delete one post on M/V Geira (reduce the Bluemull Sound timetable by 19% to compliment reduction in crewing hours).	Yell, Unst & Fetlar	Required	Required	£37.5k
1.6	Discontinue the two vessel operation on Bluemull Sound (Reduce service by removing the M/V Geira from service)	Yell, Unst & Fetlar	Required	Required	£550k
2.6	Yell Sound amalgamated Options (the proposed options for the future Service level on Yell Sound).	Yell, Unst & Fetlar	Required	Required	£1.1 million
3.1	Base Skerries ferry in Skerries (base the Skerries Service in Skerries and accommodate existing crew overnight in Skerries during their period of duty).	Skerries	Required	Required	£187k in fuel and crew time but less extra costs of c.£125k
3.3	Change Skerries to Lerwick sailings to alternative port (replace the Skerries to Lerwick sailings by a service to Vidlin, Toft or Symbister – service vessel based in Whalsay).	Skerries & Whalsay	Required	Required	£60k
3.4	Remove positioning runs to and from overnight berth from Skerries service (realign the Skerries service to reduce fuel use and crew hours – service vessel based in Whalsay).	Skerries & Whalsay	Required	Required	£65k
4.2	Reduce Whalsay service to 2 x 12 hours vessels (reduce the service in Whalsay between morning and afternoon peaks to a single vessel).	Whalsay	Required	Required	£400k
5.1	Remove one return sailing (or a complete day sailing from the Papa Stour winter timetable).	Papa Stour	Required	Required	£18k
5.5	Discontinue the Ro-Ro Service to Papa Stour (replace the present service with a passenger and freight service along the lines and frequency of the Fair Isle and Foula services)	Papa Stour	Required	Required	£150k
6.1	Reduce Leima crew from five to four (and reduce the passenger complement on the Bressay Service to ensure	Bressay	Required	Required	£150k

	reduced staffing can cope in emergency situations).				
6.4	Revise timetable to reduce underused crossings (reduce the year round timetable on the Bressay Service to reduce the identified underused sailings. Additional crew hours will be 'banked' to reduce overtime requirements.).	Bressay	Required	Required	£11k
8.5	Discontinue summer sailings to Lerwick (and replace with Fair Isle to Grutness service).	Fair Isle	Required	Required	£5k
9.6	Review entire fare structure (in addition to options 1.3, 8.6, 9.4 and 14.25 taking into account the socio economic study, specifications of new ticket machines and future crew numbers).	Public on all routes	Required	Required	Not yet known.
14.9	Externalise service(s) (the various permutations to externalise the service or parts of the service needs to be explored once decisions have been made on the future level of service to each community, the crewing arrangements and the cost of delivering the future service).	Public on all routes	Required	Required	Not yet known.

D (ii)	Carried forward and appraised in further detail - consult staff, support services and where necessary external agencies	Consultation		Possible upper estimate of savings
		Others	Staff & Unions	
11.2	Review maintenance of ferries and terminals (review in conjunction with Ports and Harbours and finding synergies with other reviews in Infrastructure Services)	Lloyds, MCA	None	Not yet known.
14.15	Crew qualification, re-validation and training (discussions with staff, support services and external agencies as to future levels of qualification and training provision required).	Support Services	Required	Not yet known.
14.17	Review standby and call-out provision (in conjunction with support staff review when stand-by is paid and how the maximum recovery can be obtained through third parties).	Support Services	Required	£5k
14.19	Review ENG1 and ML5 revalidation costs (in conjunction with Port and Harbours and support services review initial medical and revalidations costs).	Support Services	Required	£10k
14.21	Staff interchangeability arrangements (explore, and where necessary change, existing council policy to streamline sea staff interchangeability between crews, vessels, routes and Marine services).	Support Services	Required	£13.5k

APPENDIX 7

Description of Ferry Review service options in Table D(i).

Option no. 1.4 – Reduce “Geira’s” operating hours on Bluemull Sound.

This option considers whether a reduction in the operating hours for m.v. “Geira”, the second vessel on the Bluemull Sound service to Unst and Fetlar, could allow the vessel to operate with less crew and save costs.

The vessel currently operates as the second ferry on Bluemull Sound providing sailings between Gutcher (Yell), Belmont (Unst) and Hamar’s Ness (Fetlar). She provides a summer timetable of 6 days per week and a winter timetable of 5 days per week with 6 staff allocated to her.

Consideration will be given to reducing the number of hours that the ship operates on the winter timetable and the number of weeks that the vessel operates the summer timetable.

Option 1.6 – Single vessel service on Bluemull Sound.

The Bluemull Sound service from Yell to Unst and Fetlar is currently operated by 2 ferries. “Bigga” operates an average of 84 hours each week with 3 crews allocated to her. “Geira” has a single crew and operates 66 hours a week in summer and 42 hours a week in winter.

This option considers reducing the route to a single vessel service.

The possible consequence would be to operate the current Saturday winter timetable every day.

Option no. 2.6 – Yell Sound This option considers alternatives to reduce the timetable of sailings on Yell Sound between Toft (mainland) and Ulsta (Yell) to reduce costs.

The service is currently provided with 2 ferries. One is manned 24 hours a day and the other, 12 hours a day. The through night crew look after both ships.

The first option considers reducing the Yell Sound service to a single ship operation. There are 2 sub options; one with through night manning and the other with night watchkeepers.

The second option considers reducing the Yell Sound service to a single ship operation but with the second vessel operating some sailings during the morning peak. There are 2 sub options; one with through night manning and the other with night watchkeepers.

The First option would reduce the Yell Sound service to a single vessel operation. Consideration was given to disposing of the second ship which cannot be utilised with current terminal configurations on other SIC routes. However, this is not being recommended as it would leave inadequate breakdown and overhaul relief capability and restrict future growth. This option proposes that the two ships be rotated to equalise operating hours with the out of service vessel being laid up at Ulsta to be readily available if there is a breakdown.

The single vessel in service would operate to a timetable designed to maximise the number of sailings at peak times. There are 2 sub options; one with through night manning and the other with night watchkeepers.

If the single vessel is manned through the night, the length of operating day can be similar to at present (first sailing from Ulsta at 0520 and last from Toft at 0100).

During the day there will be reduced frequency and capacity compared to the current timetable. The reduction would be from the existing 27 return sailings per day to about 21 on Mondays to Fridays. However, the reduction during the morning peak from 0615 to 0915 would be from 5 returns to 4.

If the single vessel has the night manning reduced to 2 watchkeepers, the operating day will be reduced. The vessel would be fully crewed for 18 hours out of 24. This would allow some 16.5 hours between the first and last scheduled departures. If the first departure from Ulsta was at 0620, the last from Toft would be about 2250. This would reduce the weekday frequency to about 17 return sailings.

Reaction time to through night emergency calls would be lengthened as 3 crew would need to travel to the ship.

The current early morning and late evening scheduled sailings would not be possible. The ability to request through night sailings at other times would only be possible on payment of the published charter rate and assuming crew are willing to work overtime.

The Second option would reduce the Yell Sound service to a two vessel service at the weekday morning peak but a single vessel operation at other times. There are 2 sub options; one with through night manning and the other with night watchkeepers. If through the night manning is maintained, the length of operating day can be similar to at present (first sailing from Ulsta at 0520 and last from Toft at 0100). During the day there will be reduced frequency and capacity compared to the current timetable. The reduction would be from the existing 27 return sailings per day to about 22 on Mondays to Fridays. The morning peak from 0615 to 0915 would be retained at 5 returns.

If the night manning is reduced to 2 watchkeepers, the operating day will be reduced. One vessel would be fully crewed for 18 hours out of 24. This would allow some 16.5 hours between the first and last scheduled departures. If the first departure from Ulsta was at 0620, the last from Toft would be about 2250. The second ship would be manned for some 5.5 hours each weekday morning with first sailing from Ulsta at 0520 and last from Toft at 0915. This would reduce the weekday frequency to about 21 return sailings.

Reaction time to through night emergency calls would be lengthened as 3 crew would need to travel to the ship.

The current late evening scheduled sailings would not be possible. The ability to request through night sailings at other times would only be possible on payment of the published charter rate and assuming crew are willing to work overtime.

Option no. 3.1 – Base Skerries ferry in Skerries

The Skerries ferry is currently based in Symbister, Whalsay, and overnights there. The crew report for duty at Symbister which requires them to stay in Whalsay whilst on duty.

The vessel has to position between Symbister and Skerries or Vidlin at both ends of each of the 6 days in the operating week. This results in some 13.5 hours of “wasted” steaming each week with resultant costs in terms of fuel burn and crew time.

This option considers the costs and benefits of basing the ferry in Skerries instead of Symbister.

The savings would be the reduction in fuel consumption and the reduction in crew hours.

The consequences would be in crewing a vessel based in Skerries with the crew captive there and the provision of safe overnight berthing facilities.

The existing crew numbers and qualifications would still be required even if the base is changed. Either the existing crew would have to be prepared to relocate to Skerries or new crew would need to be recruited and trained who were prepared to live there with a compensating reduction in Whalsay based crew and the costs this would incur. Crew for a ferry based in Skerries could either live on the island or be accommodated there for the period of duty. If the crew are only on Skerries for their period of duty, there would be no reliefs on the island to cover periods of sickness, etc. Off island reliefs may have to be transported to take up shift by another means. Similarly, it may be difficult for mainland based maintenance staff to access the vessel to repair breakdowns discovered during the morning start up procedures.

This option is dependent on the provision of a safe overnight all weather berth in Skerries or contingency to berth elsewhere if adverse weather is forecast. Savings by another means from the costs of the morning and evening positioning runs are also investigated in Option 3.4, below.

Option no. 3.3 – Change Skerries to Lerwick sailings to Vidlin.

The current Skerries timetable has 2 days each week, Tuesdays and Thursdays, when the ferry sails from Skerries to Lerwick, lies in Lerwick for some 4 hours and returns to Skerries.

This option considers these sailings going to Vidlin rather than Lerwick. This would reduce the time on passage and hence the cost of fuel. It would give an opportunity to utilise the crew hours in a different way to save cost and would make savings in port dues and other charges (including pilotage) for using Lerwick. There is another potential benefit to not making the longer passage to Lerwick in that the classification for the ferry and crew could be lower.

There are a number of issues to be addressed if this option is to be progressed:

- Requirement for transport between Vidlin and Lerwick on Tuesdays and Thursdays for foot passengers.
- Infrastructure at Vidlin to receive, store and load loose freight.
- Contingency arrangements at Vidlin when Whalsay service diverted.
- Requirement to received loose freight in Lerwick and transport to Vidlin.

Option no. 3.4 – Remove overnight positioning runs from Skerries service.

The Skerries ferry is currently based in Symbister, Whalsay, and overnights there. The crew report for duty at Symbister which requires them to stay in Whalsay whilst on duty.

The vessel has to position between Symbister and Skerries or Vidlin at both ends of each of the 6 days in the operating week. This results in some 13.5 hours of “wasted” steaming each week with resultant costs in terms of fuel burn and crew time with no benefit to the Skerries community.

This option considers the costs and benefits of utilising the runs between Skerries and Symbister to carry traffic with a proportionate reduction in scheduled sailings between Vidlin and Skerries with associated savings. An alternative could be to schedule positioning runs from Symbister to Vidlin to augment the Whalsay service. If the positioning runs to and from Skerries are to be utilised, they would be timed to allow traffic to connect with the Laxo / Symbister sailings. Consideration would be given to the fares structure for mainland to Skerries traffic travelling via Symbister. The booking service would be able to reserve space on both legs of the crossings via Symbister.

Option no. 4.2 – Reduce Whalsay service from 5 to 4 crews and swap ferries to save fuel.

The Whalsay service is currently operated by 2 ferries. “Linga” is manned for 18 hours a day (126 hours per week) with 3 crews and “Hendra” for 12.5 hours a day (87.5 hours per week) with 2 crews. The actual operating hours and hence the published timetables are less than this to allow for turn-to and securing procedures and Maintenance / drill periods.

This option considers reducing the total manning to 4 crews working a combined average of 168 hours per week. There are a number of ways this could be accomplished.

The fuel consumption of “Linga” is approximately 50% more than “Hendra”. This option also considers maximising the use of “Hendra” rather than “Linga” with resulting saving in fuel.

Work to date suggests that the best service with the reduced manning could be a single ship service with “Hendra” on Saturdays and Sundays and a 2 ship service on week days. Where possible a 2 ship service will be provided at morning and evening peaks during the week but split shifts will be required on some days during the day and earlier last sailings some days are likely.

Option no. 5.1 – Remove one return sailing from Papa Stour service.

There are currently 8 return sailings timetabled each week for the Papa Stour ferry service. Of these, 4 are designated as “bookings only” and will not operate if there are no bookings made. The timetable gives 3 days each week when there are double runs and 2 days when there is only a single run.

This option considers reducing the number of timetabled sailings to save fuel and crew time.

This reduction could be achieved by removing a single return sailing each week throughout the year or by removing a double return sailing one day a week for the winter season only.

Option no. 5.5 – Replace the ro-ro service to Papa Stour service with passenger and freight service.

This option considers ceasing the roll on / roll off ferry service to Papa Stour and reverting to a passenger and loose freight service. This would be more in line with the ferry service to Foula and Fair Isle.

Option no. 6.1 – Reduce Leirna crew from 5 to 4.

“Leirna”, the Bressay ferry, currently operates with 5 crew (Master, Mate, Engineer, & 2 Deckhands). This allows up to 124 passengers (in summer and 113 in winter) to be carried.

The vessel does have a passenger certificate issued by the MCA to operate with 4 crew (only 1 Deckhand). This is conditional on a maximum of 50 passengers being carried and a daily Risk Assessment being carried out by the Master.

This option considers the costs and benefits of reducing the number of crew on duty for all or part of the day / week / year. Issues to be addressed are the ability to collect fares with less crew and how to carry out the duties currently carried out by the second Deckhand.

An additional sailing from Bressay around 0800 will be considered for the passengers who cannot be carried on the busy 0830 sailing with the reduced passenger capability.

Option 6.4 – Revise Bressay timetable to remove underutilised sailings.

This option considers revising the Bressay timetable to remove some scheduled sailings which are underutilised.

It is the intention that the current practice of operating additional sailings when traffic is left behind (apart from at recognised breaks) will continue.

Option no. 8.5 – Discontinue summer sailings to Lerwick from Fair Isle.

There is currently one return sailing from Fair Isle direct to Lerwick (rather than the usual Grutness) once a fortnight in summer.

This option considers rescheduling these sailings to Grutness instead.

Option no. 9.6 – Review entire fare structure.

The Current fares structure for the inter island ferries will be reviewed with the revised structure to be introduced when the proposed new ticket issuing machines are in service with increased functionality and ticket type options.

The purpose of this review will be to maximise the income from the fares whilst protecting regular users and user groups less able to pay from increased travel costs.

Option 14.9 – Externalise services.

This option will consider the possible cost savings and consequences of externalising all or part of the existing ferry service. At this stage it is not clear if savings could be made by implementing a different method of service delivery.

Possible alternatives could be:

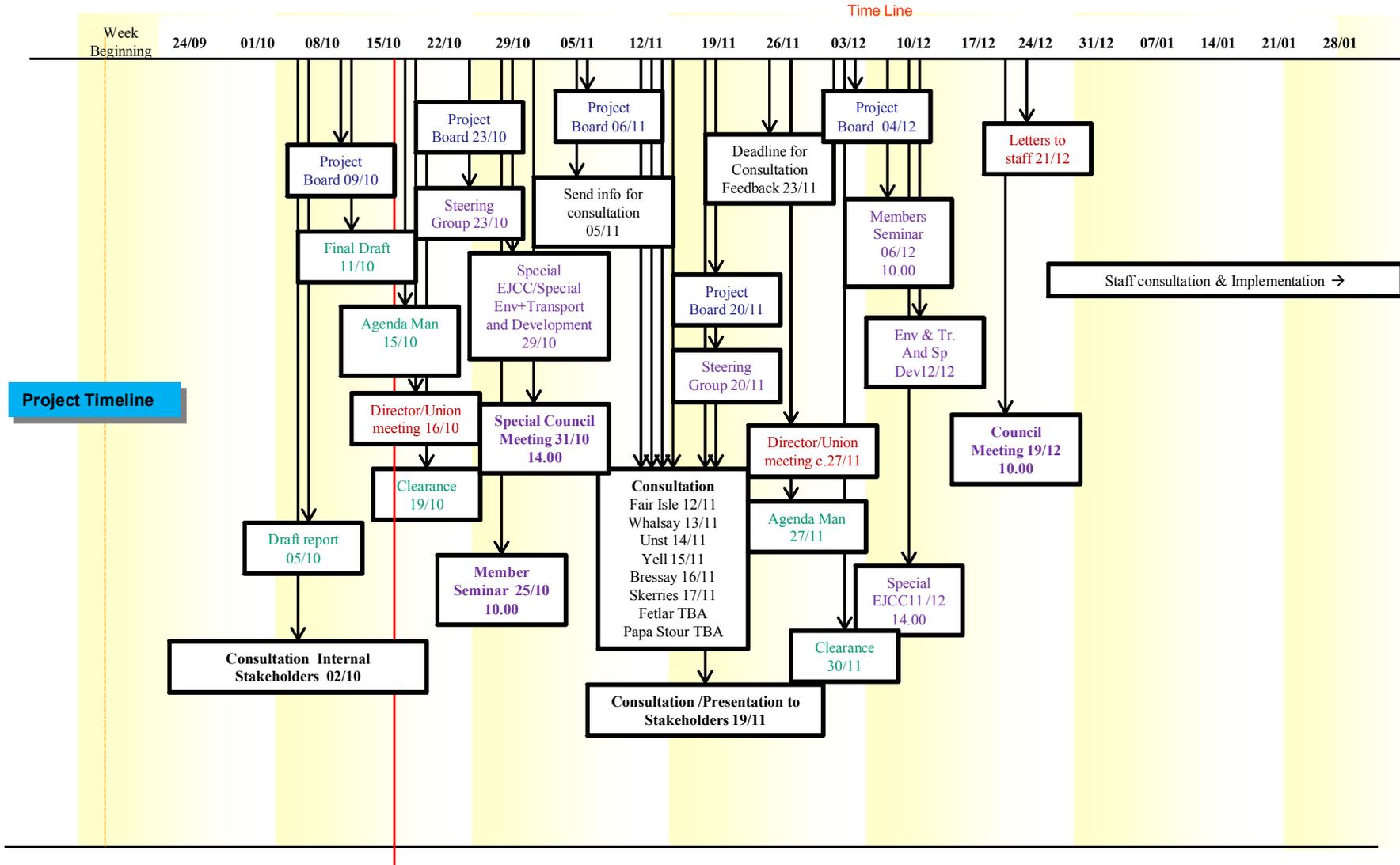
- Externalise all of the Shetland Islands Council inter island ferry service
- Externalise individual routes or groups of routes
- Externalise the service management
- Externalise the ferry manning
- Externalise the engineering functions
- Externalise the vessel and / or terminal maintenance.

APPENDIX 8

Week Beginning		
1 October 2012	2 October 2012	Internal Stakeholder Consultation
	5 October 2012	Draft report
8 October 2012	9 October 2012	Project Board meeting
	11 October 2012	Final draft of report
15 October 2012	15 October 2012	Agenda management
	16 October 2012	Director/Union meeting
	19 October 2012	Clearance
22 October 2012	23 October 2012	Project Board meeting Steering Group meeting
	25 October 2012	Members' seminar
29 October 2012	29 October 2012	Special EJCC Special Environment & Transport Committee Special Development Committee
	31 October 2012	Special Council Meeting
5 November 2012	5 November 2012	Send information for consultation
	6 November 2012	Project Board meeting
12 November 2012	12 November 2012	Consultation – Fair Isle
	13 November 2012	Consultation – Whalsay
	14 November 2012	Consultation – Unst
	15 November 2012	Consultation – Yell
	16 November 2012	Consultation – Bressay
	17 November 2012	Consultation – Skerries
	TBA	Consultation – Fetlar
	TBA	Consultation – Papa Stour
19 November 2012	19 November 2012	Consultation/presentation to stakeholders
	20 November 2012	Project Board meeting Steering Group meeting
	23 November 2012	Deadline for consultation feedback
26 November 2012	27 November 2012	Agenda management
	c27 November 2012	H.R. Partnership Group
	30 November 2012	Clearance
3 December 2012		
	4 December 2012	Project Board meeting
	6 December 2012	Members' seminar
10 December 2012	11 December 2012	Special EJCC
	12 December 2012	Environment & Transport Committee Special Development Committee
17 December 2012	19 December 2012	Council meeting
	21 December 2012	Letters to staff
24 December 2012		Implementation

Ferries Service 'Peas & Pods' / Milestone Chart

KEY PROGRAMME MILESTONES: 15/10/12





**Shetland Islands Council
Environment and Transport Committee
EJCC**

**31 October 2012
29 October 2012
29 October 2012**

WINTER ROADS MAINTENANCE REVIEW REPORT	
ISD-12-12-F	
Director of Infrastructure Services	Infrastructure Services

1.0 Summary

- 1.1 The purpose of this report is to seek a decision from Shetland Islands Council on proposals generated as a result of the Infrastructure Roads Winter Maintenance Review; and to inform the Council of steps that have already been implemented, or are in the process of being implemented, as a result of the Review.
- 1.2 The overarching objective of the Review, which was approved by the Council on 9th February 2012 (min ref 14/12), is: *“to produce a policy that ensures an efficient, effective and proportionate response to winter conditions within an environment of reducing resources.”*
- 1.3 This report will show how the options have been generated and appraised in the Review, which ones have been removed from the Review and why, those that have or can be implemented within normal service delivery, and those that require Council approval.

2.0 Decision Required

- 2.1 That the Environment & Transport Committee recommend that the Council RESOLVE to: -
 - 2.1.1 Note the progress and implementation of the various defined savings measures already introduced, given in Table A.
 - 2.1.2 Approve a range of proposals, given in Table B, to be carried forward and implemented.
 - 2.1.3 Note the options that have been discontinued from consideration within this Review, given in Table C

3.0 Detail

3.1 The Roads Service exists to manage, maintain and improve our road network in a safe and cost-effective manner in order to support the economic and social development of Shetland. We do this by providing the services that are outlined in the 'Our Pledges to Customers' section of our Service Plan and one of these includes;

“providing a winter service of gritting or snow clearing daily as required (except Christmas day and New Year’s day) from 6am to 6pm (reduced service Sundays and public holidays), to minimise the danger to road users of ice or snow”

3.2 The current Winter Maintenance Policy identifies the level of service that is provided in order to ensure that as far as reasonably practicable the road network remains safe and useable during periods of frost or snow. It consists of a hierarchy of route treatments ranging from Priorities 1 to 5 with roads assigned depending on criteria such as the size of the population centres that a road links or the presence of a school, hospital or transport terminal on the route.

3.3 The main treatment regimes are as follows:

- Pre-treatment (Precautionary or pre-salting/gritting);
- Post-treatment (Post salting/gritting); and
- Snow clearance.

3.4 The aim of pre-treatment is to prevent the formation of ice, or to weaken or prevent the bond of freezing rain or snow to the road surface. Pre-treatment is undertaken on the instruction of the winter maintenance *duty officer* following consideration of the noon forecast. Therefore, it is usually done between the hours of 3 and 5 pm prior to the peak in traffic flow at the end of the working day. Pre-treatment is undertaken on the more major routes only, essentially priority 1 roads, in order to make best use of resources.

3.5 The salting or gritting of ice and snow after it has formed is known as post treatment. This generally accounts for the greatest proportion of the winter maintenance budget each year as it currently involves the treatment of 96% of Shetland’s road network.

3.6 The regime for snow clearing is broadly the same as that for post treatment. However, while snow is still falling, only priority 1 roads are ploughed and treated in order to target resources and to keep these routes open for traffic. Lower priority roads are ploughed and treated when snow has stopped falling and the priority 1 roads are cleared. During extreme snow conditions full use is made of all our gritters as well as excavators and other plant hired in from private contractors.

3.7 Current policy also gives a hierarchy for the treatment of footways which is similar to that for carriageways in that footways serving main shopping streets, schools and hospitals are treated first with those serving residential areas given lower priority and treated later. Current policy only requires that footways in Lerwick and Scalloway be treated where there is sufficient population, this would be retained under the proposed treatment hierarchy.

- 3.8 Grit bins containing salt are placed in strategic positions to allow members of the public to salt roads and footways that require treatment before our Roadworkers can get to them. These bins are kept topped up throughout the winter months as resources permit.

4.0 Review

- 4.1 The review of the Council's Winter Service was approved at a special meeting of Shetland Islands Council on 9th February 2012. The aim was to produce a policy that ensures an efficient, effective and proportionate response to winter conditions within an environment of reducing resources.
- 4.2 The budget for winter maintenance has tended to remain static whereas other roads maintenance budgets have been reduced over the last few years, therefore, savings from winter maintenance budgets have been identified to avoid further imbalance between it and the services' other maintenance budgets. i.e. the percentage share of roads maintenance budgets allocated to winter service will decrease to that of 5 years ago.
- 4.3 The following table shows the cost of maintaining the Roads Winter Service at the present level; costs are based on an average over the 5 year period from 2005/06.

EXPENDITURE	5 year average
Staffing cost	£729,777
Salt/grit	£144,000
Plant	£279,127
Fuel	£28,222
Forecasts	£40,000
External contractors	£33,800
Central recharges	£93,402
Others	£16,832
TOTAL	£1,365,160

- 4.4 This Review has been conducted within a framework designed to address and appraise the social and economic impacts of options and presents Members with enough detail and data to enable fully informed decision-making and full details are available in the background document "Specification and Appraisal of Options".
- 4.5 In undertaking the Review, the Project established the following objectives:
- *To maintain the Council's service delivery to a reasonable standard.*
 - *To reduce the cost of delivering Winter Roads Maintenance.*
 - *To reduce carbon emissions wherever possible in adherence with Council objectives.*
- 4.6 Appendix 1 lists the Project Board Meetings, Steering Group Meetings, Workshops and Consultations (with staff, stakeholders and communities) that have taken place since the start of this review on 9 February 2012.

- 4.7 This process led to 26 options being developed and appraised through the review process. These are listed in Appendix 2.
- 4.8 This process led to a set of conclusions and actions which fall into the following categories: -
- (i) Able to be implemented immediately within managerial authority and no impact on services (Table A in Appendix 3);
 - (ii) Able to be implemented but require a Council decision on an element of policy (Table B in Appendix 4);
 - (iii) Recommended as unsuitable and/ or impractical and therefore removed from the review at this stage (Tables C in Appendix 5);
- 4.9 The total recurring savings achievable through the options identified in i) and ii) above are detailed below.

Table A	£73,922
Table B	£344,094
Total	£418,017

- 4.10 The majority of savings from this review come from a change to the Winter Service Hierarchy of Treatment allowing for a reduction in routes from 24 to 18. This would allow for savings from Plant, Labour and Materials in the provision of the service and bring the Council more into line with the average of Scottish Local Authorities.
- 4.11 Members should note that it is **not** proposed to amend current policy for snow clearance and pre-treatments, only post treatment for frost would be reduced by the proposed amendments.
- 4.12 A new hierarchy of treatments would be introduced. This would be based on the existing Roads Maintenance Hierarchy for general road works so that the road classification is not the sole indicator of its importance. Road sections are allocated a score based on a range of factors such as traffic flow, bus usage and the presence of commercial premises, schools or transport terminals. The hierarchy score determines the maintenance band (M1 to M5) appropriate for the length of road. The new M1, M2 and M3 routes would be equivalent to the existing Priority 1 and 2 routes in that they would receive post-treatment. However, the new M4 routes would differ from the existing Priority 3 routes. Rather than being treated “usually after 10am when Priority 1 and 2 routes are sufficiently clear” they would not normally be treated unless conditions were severe and persisted for several days. Were treatment of M4 routes to be required priority would be given to steep lengths of road and sections with high traffic volumes. The table in Appendix 6 shows the proposed treatment regime.
- 4.13 The routes based on the proposed treatment hierarchy are shown in Appendix 9. The following table lists the distances from these routes to school bus pick up/drop off points. It also lists the distances from routes to “care at home” customers and care staff.

DISTANCES FROM POST TREATMENT ROUTE FOR SCHOOL BUS COLLECTION POINTS AND "CARE AT HOME"

ROUTE	SCHOOL BUS USER								
	ON ROUTE	< 1/4 MILE	< 1/2 MILE	< 1 MILE	< 1 1/2 MILE	< 2 MILES	< 3 MILES	< 4 MILES	TOTAL
BRESSAY	0	1	0	0	1	0	0	0	2
SUMBURGH TO SANDWICK	36	12	18	9	0	1	2	0	78
HULMALEES-WEISDALE-VOE	17	2	1	1	0	3	2	0	26
SANDWICK TO LERWICK	78	4	0	0	0	0	0	0	82
LK. NORTH	2	0	0	0	0	0	0	0	2
SOUTH NESTING-VOE-LAXO	5	0	3	2	2	4	0	0	16
BURRA-S'WAY-BRIG O' FITCH	12	10	0	2	0	0	0	0	24
ESHANESS & SULLOM	6	0	3	2	5	3	4	0	23
REAWICK & W BURRAFIRTH	8	3	5	3	1	1	0	0	21
WALLS & SANDNESS	4	2	3	0	0	0	0	0	9
KERGORD-WHITENESS-LAXFIRTH	18	12	1	1	1	7	6	4	50
LERWICK	PUPILS ALL WITHIN 1.5 MILES FROM SCHOOL								
MAVIS GRIND-DALES LEES	12	3	2	5	1	0	0	0	23
NORTH ROE	5	1	1	1	0	0	0	0	8
WEST YELL	9	1	1	4	0	4	0	0	19
EAST YELL	2	3	1	2	3	0	0	0	11
UNST	9	2	2	0	0	2	0	0	15
WHALSAY	12	1	5	0	0	0	0	0	18
FETLAR	0	0	1	0	0	0	0	0	1
									0
TOTALS	235	57	47	32	14	25	14	4	428
PERCENTAGE	54.9	13.3	11.0	7.5	3.3	5.8	3.3	0.9	100

DISTANCES FROM POST TREATMENT ROUTE

ROUTE	"CARE AT HOME" CUSTOMER									"CARE AT HOME" PROVIDER								
	ON ROUTE	1/4 MILE	1/2 MILE	1 MILE	1 1/2 MILE	2 MILES	3 MILES	4 MILES	TOTAL	ON ROUTE	1/4 MILE	1/2 MILE	1 MILE	1 1/2 MILE	2 MILES	3 MILES	4 MILES	TOTAL
BRESSAY	NO DATA									NO DATA								
SUMBURGH TO SANDWICK	19	7	6	1	0	1	0	0	34	20	5	11	1	0	1	1	0	39
HULMALEES-WEISDALE-VOE	5	2	0	0	0	0	1	0	8	5	0	0	0	1	0	1	0	7
SANDWICK TO LERWICK	8	0	2	0	0	0	0	0	10	10	0	0	0	0	0	0	0	10
LK. NORTH	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SOUTH NESTING-VOE-LAXO	7	1	0	0	2	0	0	0	10	2	0	0	0	1	1	0	0	4
BURRA-S'WAY-BRIG O' FITCH	10	3	0	1	0	0	0	0	14	7	1	1	0	0	0	0	0	9
ESHANESS & SULLOM	7	1	1	0	1	0	0	0	10	1	5	0	0	1	0	0	0	7
REAWICK & W BURRAFIRTH	3	1	0	0	1	0	0	0	5	5	1	0	2	0	0	0	0	8
WALLS & SANDNESS	0	1	1	1	0	0	0	0	3	1	0	0	0	0	0	0	0	1
KERGORD-WHITENESS-LAXFIRTH	10	1	0	1	0	2	1	0	15	3	0	0	2	0	0	0	0	5
LERWICK	13	4	0	0	0	0	0	0	17	5	2	0	0	0	0	0	0	7
MAVIS GRIND-DALES LEES	15	1	1	0	0	0	0	0	17	2	0	0	1	0	0	0	0	3
NORTH ROE	4	0	2	0	0	0	0	0	6	4	0	1	1	0	0	0	0	6
WEST YELL	2	4	1	2	2	1	0	0	12	2	1	2	0	1	2	0	0	8
EAST YELL	12	1	5	0	0	0	0	0	18	5	0	2	0	0	0	0	0	7
UNST	NO DATA									NO DATA								
WHALSAY	9	3	1	0	0	0	0	0	13	0	0	0	0	0	0	0	0	0
FETLAR	NO DATA									NO DATA								
TOTALS	124	30	20	6	6	4	2	0	192	72	15	17	7	4	4	2	0	121
PERCENTAGE	64.6	15.6	10.4	3.1	3.1	2.1	1.0	0.0	100	59.5	12.4	14.0	5.8	3.3	3.3	1.7	0.0	100

5.0 Benchmarking with Other Scottish Local Authorities

- 5.1 Appendix 7 compares the level of Winter Service provided in Shetland with that provided in the other Scottish local authorities. This includes comparisons of the percentage of the public road network treated, the treatment regime for school bus routes and gritter manning levels. The current service provided in Shetland compares very favourably and will continue to be at or above average levels should the savings recommendations be approved
- 5.2 The level of service that we currently provide, in terms of network coverage, is extremely high. The post-treatment of 96% of our roads means that Shetland Islands Council has been at the top of the ranking list of Scottish local authorities for a number of years. The average post-treatment regime in Scotland would see only 59% of a local authorities roads being treated. Appendix 7 gives the treatment percentage of a number of local authority road networks throughout Scotland. Should the recommendations be approved the proportion of Shetland's roads that would be treated for frost would be in the region of 65%.
- 5.3 Appendix 7 also compares the weather conditions experienced in a number of the local authorities. For example, Aberdeenshire which experiences 98 air-frost days per year on average treats only 30% of its road network. Whereas, Fife which experiences 51 air-frost days treats 59% of its network. Shetland, according to the Lerwick Observatory, experiences an average of 29 air-frost days per year.
- 5.4 The current gritter routes are organised with the aim of having all school bus routes treated before they are used by the school bus. However, even on a frosty morning this is not always possible with some priority 3 routes not being treated prior to the arrival of the school bus. A review of the route hierarchy that produced a reduction in the level of service would inevitably result in an increase in the number of school buses travelling on untreated roads. The adoption of a "school bus priority" and the resulting increase in network coverage would significantly reduce the potential for cost savings unless the school bus service were to be rationalised with centralised pick up/drop off points. Appendix 7 gives the treatment regimes for school bus routes for all the Scottish local authorities. This shows that only a small number prioritise the entire length of a school bus route. Even then only 6 of 32 plan to treat the entire route prior to the arrival of the school bus.

6.0 Insurance Claims

- 6.1 The insurance claims made by and against the Council, in the 5 years between 2007 and 2011, due to incidents involving snow and ice on the public road are as follows:
- payments made for claims from Third Parties resulting in damage to their own vehicles or injury to themselves after they have skidded on snow or ice - £1,066;
 - Council vehicles causing damage to property of others or injury to others after skidding on snow/ice and resulting in claims against Council - £13,384

- damage to Council property (e.g. crash barriers, road signs etc) caused by vehicles belonging to third parties skidding on ice/snow - £11,722 and
- damage incurred by our vehicles due to sliding off road on snow/ice - £33,297

These extremely low figures reflect the high level of service currently provided.

7.0 Traffic Accidents

- 7.1 The Police accident records show that in the 11 year period between 2000 and 2011 approximately 7.2% of all traffic accidents had skidding on snow or ice as a contributory factor. The percentage of these that are ice related is 56% with an average of 6 accidents each year.
- 7.2 The majority of these are damage only, although on average there has been 1.75 “slight” injury accidents per year. These low figures again reflect the level of service currently provided. However, even when the gritters have been called out and the roads have been treated ice is a contributory factor in an average of 4.5 recorded accidents per year. This compares to a figure of only 1.5 ice related accidents per year on days when the roads had not been treated.
- 7.3 There is insufficient data to arrive at a definite conclusion but this is contrary to what may have been expected. Likewise if we look at the ice related accidents that have occurred prior to the start of gritting or in the late evening/early morning when the effects of the salt/grit have diminished. There are on average only 1.2 ice related accidents per year at these times. There is of course less traffic at these times, so less vehicles to have an accident. However, it does indicate that a lack of treatment is not inherently hazardous. It is assumed that at these times the majority of drivers are aware that the road has not been treated and drive cautiously to suit the conditions.

8.0 Implications

Strategic

8.1 Delivery On Corporate Priorities.

Development of a sustainable public transport network contributes to the “Stronger” section of the Community Plan and also the Corporate aim to use resources sustainably.

Shetland Islands Council Improvement Plan 2012/13.

Area 5.2 - Establish, manage and monitor a planned programme of reviews to ensure that service areas are rigorously challenged to show how their method of service delivery is the most efficient/effective for Shetland.

Area 6.5 – To deliver the agreed savings reviews within the timescales agreed by Council.

Area 8.1 – Make sure the Council has a comprehensive view of its asset needs and how they are to be most effectively delivered.

Area 11.3 – The development of long term maintenance strategies based on sustainable use of physical resources and whole life costing.

8.2 Community/Stakeholder Issues

Consultation and engagement throughout Shetland with individuals, stakeholders, staff and community representatives on the options generated through the Review highlighted concerns and raised issues that have been taken into account in the Review during the decision-making process. Consultation has been conducted with:

- Communities and Community Councils - a consultation exercise took place in June 2012 across all communities in Shetland and with all Community Councils.
- Stakeholders – the consultation exercise in June 2012 also presented the opportunity for stakeholders to engage in the process.
- Emergency Services (through Community Planning Partnership) – a workshop with Community Planning partners to assess the impact of the proposed options on service delivery took place in June 2012; a follow-up meeting was also held with these groups on 12th October 2012.
- Staff and Staff Unions – a series of meetings have been held between the Executive Directors of Infrastructure Services and Development Services and senior delegates from the Staff Unions.

The Executive Manager, Roads Service, has held a series of consultative meetings with Unions representing Roads Service staff.

The Executive Manager, Roads Service, will continue to hold regular meetings with Roads Service staff representatives following introduction of any changes in order to ensure a seamless and harmonious transition. A Communications Strategy has been drafted to inform the public and road users of the approved changes to the Winter Service (see Appendix 6).

Additionally, the Project Manager has consulted with senior Roads Staff and Area Foremen on the proposed changes, including the effect changes may have on staff and service users.

- Other Council services – Project Staff have held dialogue with staff from other frontline services, including Children’s Services, Social Care and Building Maintenance.
- Appendix 1 includes a list of the Workshops, Meetings and Consultations. The notes of these meetings are included in the Background Documents.

8.3 Policy and/or Delegated Authority

In accordance with Section 2.3.1 of the Council's Scheme of Delegations, the Environment and Transport Committee has responsibility for the Roads Service; however, Shetland Islands Council has the overall responsibility for staffing, safety and budget matters.

8.4 Risk Management

Failure to reduce the net ongoing running cost of the Council carries a significant risk of breach of the Council financial policies which will require a further draw on Reserves.

In an ever increasing litigious society there is always the risk of an increase in insurance claims being lodged against the Council. These will be monitored and reported to Roads Service as appropriate however it should be noted that the Prescription and Limitation (Scotland) Act 1973 (as amended by the 1984 Act) permits a considerable period of time for claimants to come forward with intimation of a civil claim for personal injury for example and, in that regard, there is a reasonable possibility that in a number of cases the Council will have no knowledge of accidents or incidents until perhaps 2-3 years or more into the future, and in those circumstances only when legal proceedings are brought against the Council via a third party and/or his/her solicitor. It is not therefore possible to predict whether or not such an increase is likely – only that such claims will be defended or otherwise in the normal manner and that the Insurance Section will advise Roads Service of any relevant variation in trends noted.

8.5 Equalities, Health And Human Rights

This has been addressed within the review process through Equality Impact Assessments.

8.6 Environmental

This has been addressed within the review process.

Resources

8.7 Financial

The proposals in this report represent total recurring savings of £418,017 achievable over a 5 year period.

The approved Medium Term Financial Strategy is to achieve financial sustainability by reducing the annual draw on reserves from £36m to £5m over the term of this Council. At present the Council's level of expenditure is not sustainable and if left unchecked will result in reserves becoming fully depleted by 2016/17. It is therefore vital to the future economic wellbeing of the Council that its reduction in budget, incorporating that of the Infrastructure Directorate, is delivered in full.

8.8 Legal

Functional Responsibilities within Winter Roads Maintenance Review are as follows;

- All matters that relate to staffing are referred to the Employees Joint Consultative Committee (EJCC).
- The operational responsibility lies with the Council's Environment and Transport Committee.
- Shetland Islands Council has the overall responsibility for staffing, safety and budget matters.

Consideration must be given to the political, legal and practical challenges of changing elements of the Roads Winter Maintenance service.

The Council's statutory duties are defined by Section 34 of the Roads (Scotland) Act 1984 which requires that *"a road authority shall take such steps as it considers reasonable to prevent snow and ice endangering the safe passage of pedestrians and vehicles over public roads."*

This is not an absolute duty, given the qualification *"considers reasonable,"* meaning that the road authority need only find a balance between minimising the level of risk and the time and cost of doing so. This is best achieved by following the recommendations of "Well Maintained Highways." This document stresses the importance of stakeholder needs. However, it goes on to state "given the scale of financial and other resources involved in delivering a Winter Service it is not reasonable to:

- provide the service on all parts of the Network; or
- ensure running surfaces are kept free of ice or snow at all times, even on treated parts of the network".

8.9 Human Resources

Shetland Islands Council Human Resource policies will be used to facilitate any staffing changes and changes to terms and conditions of employment.

The Project will continue to consult with relevant trade unions on the introduction of change and, if necessary, staff reduction.

8.10 Assets and Property

Any reduction of capital asset, in terms of vehicles, will involve liaison with Capital Programme Services.

9.0 **Conclusions**

9.1 The Council's Infrastructure Service has undertaken a review of the Winter Roads Maintenance Service Programme.

- 9.2 The Council is asked to note the contents of this report, including the appendices, and to approve the recommendations detailed in sections 2.1. (above).

For further information please contact:
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22 October 2012

List of Appendices

Appendix 1 – List of meetings, consultations and workshops
Appendix 2 – List of All Options Considered
Appendix 3 – Table A – options already implemented or instructed
Appendix 4 – Table B – savings measures which require a Council decision
Appendix 5 – Table C – options discontinued from consideration
Appendix 6 – Proposed winter service priorities and regimes related to road maintenance hierarchy
Appendix 7 – Comparison with other Scottish Authorities
Appendix 8 – Communications Strategy
Appendix 9 – route maps

Background Documents:

1. Specification and Appraisal of Options

APPENDIX 1

List of meetings, consultations and workshops

Stakeholder Consultation

24 May 2012	(Emergency Services forum)
7 June 2012	(Council and essential services)
15 June 2012	(Drop-in session, Yell)
23 June 2012	(Drop-in session, Lerwick)
22 August 2012	(Internal stakeholders)
25 September 2012	(Internal stakeholders)
8 October 2012	(Co-ordination with Blueprint for Education)
12 October 2012	(External)

Staff Union Consultation

22 August 2012
5 September 2012
4 October 2012

Staff Consultation

13 June 2012	(Sellaness staff)
15 June 2012	(Isles Roads staff)
21 June 2012	(Roads staff, Murrister)
23 June 2012	(Lerwick; open to all Roads staff)
5 September 2012	(Team Leaders and Depot Foremen)

Public Consultation (drop-in sessions)

14 June 2012	(Whalsay)
15 June 2012	(Yell)
18 June 2012	(Unst)
19 June 2012	(Bressay)
21 June 2012	(West & Central)
22 June 2012	(Fetlar)
23 June 2012	(Lerwick)
26 June 2012	(Cunningsburgh)
27 June 2012	(Brae)
28 June 2012	(Scalloway)
30 June 2012	(Tingwall)
4 July 2012	(Papa Stour)
7 July 2012	(Skerries)

Community Council Meetings

14 June 2012	(Whalsay)
15 June 2012	(Yell)
18 June 2012	(Unst)
19 June 2012	(Bressay)
21 June 2012	(Sandness & Walls / Sandsting & Aithsting)
22 June 2012	(Fetlar)
23 June 2012	(Lerwick)
26 June 2012	(Sandwick / Dunrossness / Gulberwick, Quarff & Cunningsburgh)
27 June 2012	(Delting / Northmavine)

28 June 2012 (Burra & Trondra / Scalloway)
30 June 2012 (Tingwall, Whiteness & Weisdale / Nesting & Lunnasting)
4 July 2012 (Papa Stour community representative)
7 July 2012 (Skerries)

Roads Options Review Workshop

31 July 2012

Roads Options Filtering

12 September 2012

Communication Meeting

2 October 2012

APPENDIX 2

List of All Options Considered

- Option No:** 1.1 Review Import & Storage of Salt
 - Option No:** 1.2 Review charges to external organisations
 - Option No:** 1.3 Salt Spread Rates
 - Option No:** 1.4 Reduce Number of Weather Stations
 - Option No:** 1.5 Salt Bins at New Developments
 - Option No:** 1.6 Salt Barn and Covered Storage
 - Option No:** 1.7 Collaborative Weather Forecasting Contract
 - Option No:** 1.8 Salt Procurement
 - Option No:** 1.9 Additional Salt Stockpiles
 - Option No:** 1.10 Salt Bin Criteria
-
- Option No:** 2.1 Standby Payment Arrangements
 - Option No:** 2.2 Change Gritter Manning arrangements
 - Option No:** 2.3 Discontinue Pre-gritting Inspections
 - Option No:** 2.3a Review pre-gritting inspection methods
 - Option No:** 2.4 Discontinue Pre-salt Inspections
 - Option No:** 2.5 Review outsourced routes
 - Option No:** 2.6 Use Larger Gritters
 - Option No:** 2.7 Route Based Forecasting
 - Option No:** 2.8 Fetlar WRM arrangements
 - Option No:** 2.9 Employ Crofters/Farmers
 - Option No:** 2.10 Routing Software
 - Option No:** 2.11 GPS System
-
- Option No:** 4.1 Reduce Winter Gritting Period
 - Option No:** 4.2 Snow Gates
-
- Option No:** 5.1 Winter Service 'Hierarchy of Treatment'
 - Option No:** 5.2 Hierarchy for Footpath Treatment

Appendix 3

A	Savings measures already implemented or instructed	Year-on-year income/savings	Impact on Road Users
1.1	Review Import & Storage of Salt: Import salt supplies through Scalloway and storage at Scord Quarry rather than incurring external harbour dues	£13,149	No impact
1.4	Reduce Number of Weather Stations: Reduce the number of existing weather stations from 6 to 4	£3,326	No impact
2.1	Review Standby Payment Arrangements: Examine opportunities to alter standby payments so that 12 week guaranteed standby period is ceased	£28,124	No impact
2.3a	Review Pre-gritting Inspection Methods: Change the practice so that inspections are done by 4 rather than 5 inspectors	£4,562	No impact
2.5	Review Outsourced Routes: Bring the operation of one gritter that is currently outsourced to a contractor in-house	£15,386	No impact
2.8	Fetlar Winter Roads Maintenance arrangements: Alter the contract for the provision of this service from labour and plant provision to labour only	£9,373	No impact
	Total Saving	£73,922	

Appendix 4

B	Council Decision Required	Year-on-year income/savings	Impact on Road Users
1.2	Review charges to external organisations: Consider increasing the scale of charges to our “private gritting” clients	£4,585	No Impact
1.5	Salt Bins at New Developments: Require developers seeking construction consent for a new road to provide the necessary grit bins	£1,910	No Impact
1.11	Salt Bin Criteria: Review the current arrangements for the provision of salt bins	£2,428	No Impact
2.2	Change Gritter Manning Arrangements: Explore option to reduce gritters to single manning where safety and nature of road permits	£12,118	No Impact
4.1	Reduce Winter Gritting Period (Saturday reduced to level of Sunday service): Extend the existing reduced service on a Sunday into Saturday	£17,299	Only Main Routes and Loop Roads treated
4.2	“Snow Gates” (virtual, does not involve physical barriers): Temporary closure of roads that have alternative routes and no development along their length.	£1,905	Alternative routes may increase journey times
5.1	Winter Service Hierarchy of Treatment: Revise existing hierarchy to reduce percentage of roads/routes gritted	£303,846	Reduction in level of service from 24 gritted routes to 18 or less
	Total Saving	£344,094	

Appendix 5

C	Discontinued from further consideration	Main Reason
1.3	Salt Spread Rates: Review the existing policy on salt/grit application and mix rates	Already at the minimum standard required to comply with national guidance
1.6	Salt Barn and Covered Storage: Construct salt barns to provide cover for salt and prevent wastage due to exposure to the elements	Requires significant capital investment
1.7	Collaborative Weather Forecasting Contract: Collaborate with Ports & Harbours Service when procuring forecasting services	Part of an alternative project that is already being implemented
1.8	Review Salt Procurement: Investigate savings that could be made by sourcing road salt from an alternative supplier	No further savings to be made. Salt already sourced through Scotland Exel.
1.9	Additional Salt Stockpiles: Improve the efficiency of gritting routes by constructing additional stockpiles as required.	Amalgamated into option C 5.1
2.3	Discontinue Pre-gritting Inspections: Introduce gritting inspections rather than rely on forecasts only to call-out gritters	No savings to be made
2.4	Discontinue Pre-gritting Inspections: Rely only on forecasts to decide when to grit and cease use of inspectors	No savings to be made as number of call-outs would increase. Superseded by option A 2.3 a
2.6	Use Larger Gritters: Reorganise routes so that more efficient gritters with greater capacity can be used.	Amalgamated into option C 5.1
2.7	Route Based Forecasting (on trial): New forecast method would allow less gritters to be used as smaller areas can be targeted	No short-term savings identified to date
2.9	Employ Crofters/Farmers: Employ Crofters/Farmers to use their agricultural vehicles for winter maintenance	Requires capital investment
2.10	Routing Software: Route optimisation using routing software to reduce the number of gritters while treating the same percentage of the road network	Amalgamated into option C 5.1
2.11	GPS installed in gritters: Install GPS system in all gritters	Requires Spend to Save capital funding

	for salt use monitoring and to negate/reduce litigation	
5.2	Hierarchy for Footpath Treatment (in Lerwick and Scalloway): Reduce the percentage of the footpath network that is treated.	Potential cost from slips and falls could outweigh saving

Appendix 6

WINTER SERVICE PRIORITIES AND REGIMES RELATED TO ROAD MAINTENANCE HIERARCHY

WINTER SERVICE PRIORITY	ROAD MAINTENANCE HIERARCHY	ROAD DESCRIPTION	TREATMENT REGIME
1	M1	Road Maintenance Hierarchy Score of 30 or above. Principal roads linking major centres of population, major industrial sites and ferry terminals. Access routes to some schools and hospitals. Main through routes in Lerwick.	Times: Treated Monday to Saturday between 6.30am and 6.30 pm extending to 9pm in exceptionally bad conditions. Sunday 8am to 5pm. No service Christmas Day and New Year's Day. These roads will be pre-salted when necessary. Materials: Pure salt unless hard packed snow exists in which case salt/grit mix will be used.
2	M2	Road Maintenance Hierarchy Score of 17 to 29. Other principal roads not included above linking smaller centres of population to the M1 network. Major loop roads. Main town streets in Lerwick and Scalloway. Accesses to any schools not on Priority 1 routes.	Times: Treated Monday to Saturday between 6.30am and 6.30 pm. Sundays and Bank Holidays 8am to 5pm. No service on Christmas Day and New Year's Day. These roads will not be pre-salted . Materials: Pure salt in town streets with salt/grit mix used elsewhere.
	M3		
3	M4	Road Maintenance Hierarchy Score 16 or under. Side roads linking isolated communities to the M1, M2 and M3 network. Minor roads in housing schemes in Lerwick and Scalloway.	Not normally to be treated for frost unless conditions are severe and persist for several days. <u>Grit piles will be provided for road users to assist themselves.</u> Snow clearance will be as for the Priority 2 roads.
4	-	All roads on Foula, Fair Isle and Papa Stour.	Grit piles will be provided for road users to assist themselves.

APPENDIX 7 : COMPARISON OF SCOTTISH LOCAL AUTHORITIES

Council	Network Length (km)	Percentage Treated (%)	Gritter Manning	Air Frost Days per Year	School Bus Route Treatment Regime	100% School Bus Treated
Aberdeen City Council	907	99		-	Priority 1 routes reviewed annually to take account of changes such as the opening of new schools. No mention of buses.	Yes
Aberdeenshire Council	5430	30	Driver only	98.2 BRAEMAR	Priority system has been devised based on traffic volumes with account taken of public bus service and school transport routes where practicable.	No
Angus Council	1796	52		-	On Priority 2 routes treatment is done on weekdays before school buses use the routes.	Yes
Argyll and Bute Council	2328	52		12.1 TIRRE 29.8 DUNS	A separate Priority 3 school bus category (12 or more seats) that is only treated on school term days. However, goes on to state that roads to the school gates are treated but it is not possible to treat the start of every journey that reaches a school.	No
Clackmannanshire Council	287	60	Driver only	-	Principal routes to most schools are treated as Priority 1. No specific category of treatment for school buses.	No
Dumfries and Galloway Council	4144	not revealed		-	Facilitate access to school by treating main roads and footways.	No
Dundee City Council	558	not revealed		-	Roads in the vicinity of schools will be treated.	No
East Ayrshire Council	1412	not revealed	Driver only Second man for snow clearing	-	Routes with a high percentage of school traffic are given Priority 1 status.	No
East Dunbartonshire Council	504	63		-	At least one road to every school will be treated during the treatment of primary routes.	No
East Lothian Council	931	not revealed	Driver only Second man for snow clearing	-	At least one road to every school will be treated during the treatment of primary routes.	No

Council	Network Length (km)	Percentage Treated (%)	Gritter Manning	Air Frost Days per Year	School Bus Route Treatment Regime	100% School Bus Treated
East Renfrewshire Council	471	not revealed	Driver only Second man for narrow streets	-	Any school, which is served by a Council school bus service has a route leading to it gritted, from our priority gritting routes. (Pre-gritting and reactive gritting)	No
Edinburgh City Council	1395	not revealed	Driver only Second man for narrow streets	-	Priority 1 routes include all bus routes and roads to schools.	Yes
Falkirk Council	941	40		-	Main routes to larger schools are given Priority 1 status.	No
Fife Council	2371	59	Driver only Second man for 75mm of snow	50.9 LEUCHARS	School bus routes are treated as Priority 1 routes but only on school term days.	Yes
Glasgow City Council	1761	unclear	Driver only Second man for narrow streets	-	The dropping off points on public carriageways from the nearest gritted route for special school buses and ambulances are given Priority 1 status.	Yes
Highland Council	6745	37	Driver only Second man for 100mm of snow and in areas with poor radio contact	40 WICK 48.1 NAIRN	School bus routes are treated as Priority 3 routes but only on school term days. Priority 3 routes to be treated before 9 am.	Yes but later
Inverclyde Council	363	47		-	Main bus routes and accesses to schools are priority 3.	No
Midlothian Council	658	not revealed		-	No mention of school bus routes or school access.	No
Moray Council	1541	54	Driver only	-	Priority 1 routes reviewed annually to take account of changes such as the opening of new schools. School bus routes not treated, roads on which schools are located are treated.	No
North Ayrshire Council	1027	54	Driver only Second man for snow clearing	-	No mention of school bus routes or school access.	No
North Lanarkshire Council	1566	not revealed		-	Main bus routes and main roads in the vicinity of schools are treated as Priority 1.	No

Council	Network Length (km)	Percentage Treated (%)	Gritter Manning	Air Frost Days per Year	School Bus Route Treatment Regime	100% School Bus Treated
Orkney Islands Council	980	not revealed	Driver only Second man for snow clearing	-	School bus routes are given a Priority 2 status so are treated after Priority 1 roads. Leads to problems sometimes as some of the buses start quite early and will want to travel on roads we have not treated. They are not treated outwith school term days.	Yes but later
Perth and Kinross Council	2457	not revealed		-	Generally speaking the whole of a school bus route is treated but it is not practical with the finite resources that we have available to treat 100% of the network of school bus routes.	No
Renfrewshire Council	817	not revealed	Driver only Second man for snow clearing	-	Priority 2 roads include main bus routes and, where appropriate, access routes to schools.	No
Scottish Borders Council	2957	not revealed		-	School bus routes are not necessarily given a particular priority but a road on school bus route will score more "points" in the risk assessment than an identical road without a school bus.	No
Shetland Islands Council	1054	96	Driver only Second man for snow clearing, single track, urban areas and reversing	28.9 LERWICK	School bus routes are not assigned to any one priority. The vast majority of roads on these routes, even Priority 3 routes, are treated prior to the arrival of the school bus. However, even now there are some school bus routes where it is difficult to have roads treated before the appearance of the bus.	Yes
South Ayrshire Council	1156	60	Driver only	-	Priority 1 roads include main bus routes only and, during term time, one access to the main gate of schools.	No
South Lanarkshire Council	2271	45		-	At least one access route to a school is treated.	No
Stirling Council	1011	not revealed		-	Where a bus service uses a road the bus will have an equivalent value of 10 vehicles when being prioritised. A route to each school from the nearest Priority 1 road is also considered a Priority 1 route. Does not include remote schools.	No
West Dunbartonshire Council	348	not revealed	Driver only	-	Primary routes include main bus routes and access routes to schools	No

Council	Network Length (km)	Percentage Treated (%)	Gritter Manning	Air Frost Days per Year	School Bus Route Treatment Regime	100% School Bus Treated
Western Isles Council	1190	not revealed	Driver only Second man for snow clearing, single track, urban areas and reversing	21.4 STORNOWAY	Selected bus routes are assigned Priority 3 status, no mention made of schools or school buses.	No
West Lothian Council	1004	95		-	Major scheduled bus routes are assigned Priority 1 status, no mention made of schools or school buses.	?
AVERAGE	1588	59%		41.1		8 Yes, 24 No

Appendix 8

Communications Strategy – Roads Winter Maintenance Review

Given the immediacy of some of the changes to RWM, and the potential for adverse weather conditions going into the winter months, it is important that the relevant information is communicated as soon as possible to staff, partner organisations and the wider public. The following measures will be taken to make sure this is done.

1. SIC website

An information bulletin will be placed on the website as soon as possible, bullet-pointing the most significant changes, giving timescales, and links to the relevant route-maps Contact details will also be included for any individual queries from the public – to be directed to:

Reception Phone: 01595 744866

Email: roads@sic.shetland.gov.uk

The structure of the home page will be changed so that the ‘winter weather’ photo and link appears as one of the top quick links (displacing ‘jobs’ or ‘planning applications’ over the winter period). A link will also be added under the ‘How can we help you’ box.

2. Media release

This information will also be issued to the media, and appropriate members of staff will be identified who will brief accordingly.

3. SIC Website – individual service pages

The appropriate pages on the SIC’s website will be updated as soon as possible to reflect, highlight, and explain any changes to services. This must be done within three working days of the Council’s decision.

4. Community Councils, SIC outreach offices, etc.

Electronic copies of the route maps and brief outline of service changes will also be emailed to Community Councils within three working days of the Council’s decision. Hard copies of all route maps and a brief outline of the service changes to Winter Roads maintenance and Streetlighting will be sent out as soon as possible to Community Councils, SIC community offices, care centres, and schools. Again, the public can contact Roads Service using the details above to clarify any changes to services in their area.

An option also exists to create A3 posters outlining the service changes for display in Scottish Co-op and Tesco

5. Social Media

Links to the route maps and brief outline of service changes will be issued through SIC’s Twitter account.

6. Shetland News banner advert

An advert will appear within the rolling banner advert space on the home page of the Shetland News website, with a direct link to a PDF outlining service changes and route maps.

Appendix 9

Route Maps

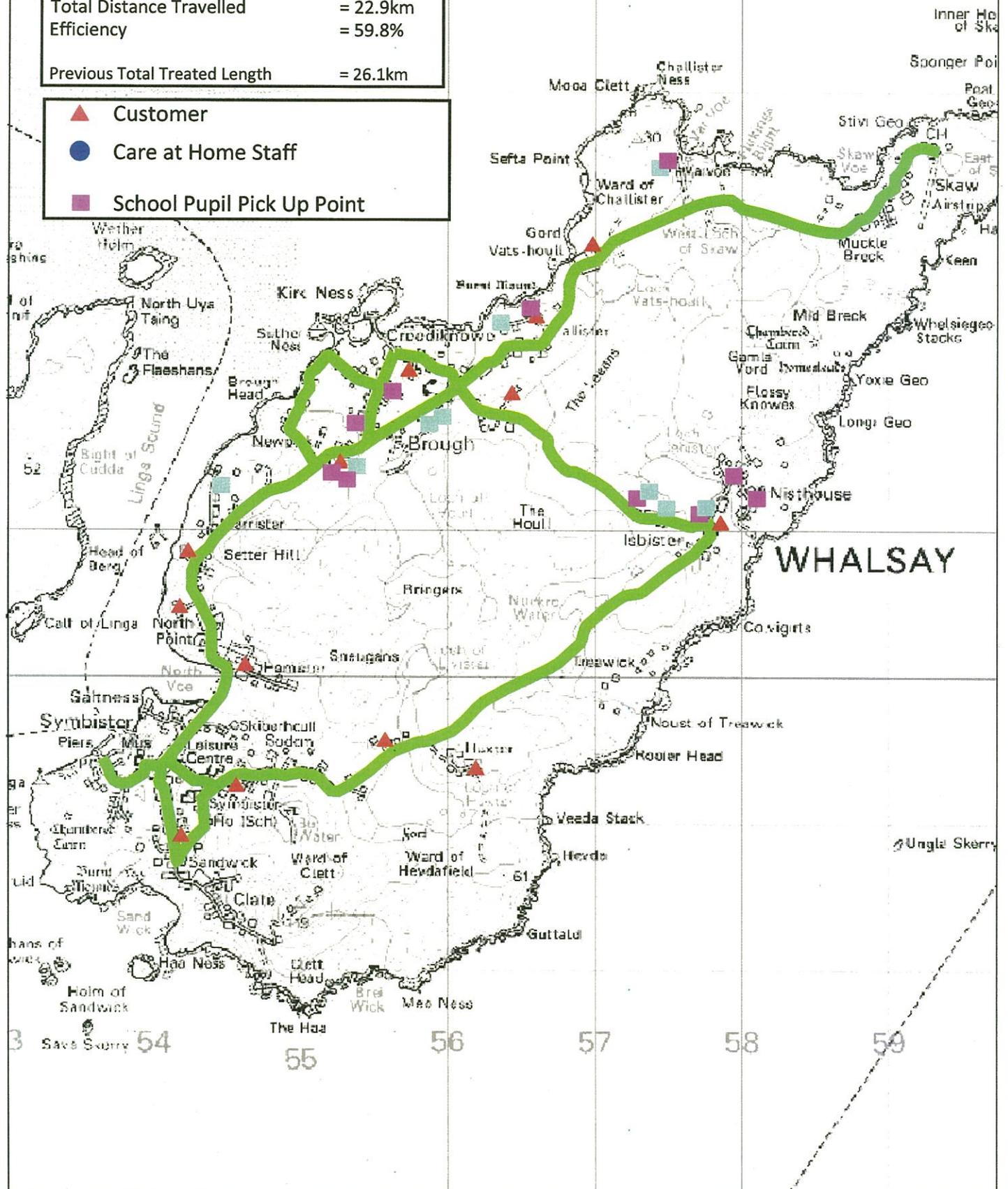
Route Whalsay

Priority 2

Priority 2 Treated Length	= 13.7km
Total Treated Length	= 13.7km
Total Distance Travelled	= 22.9km
Efficiency	= 59.8%

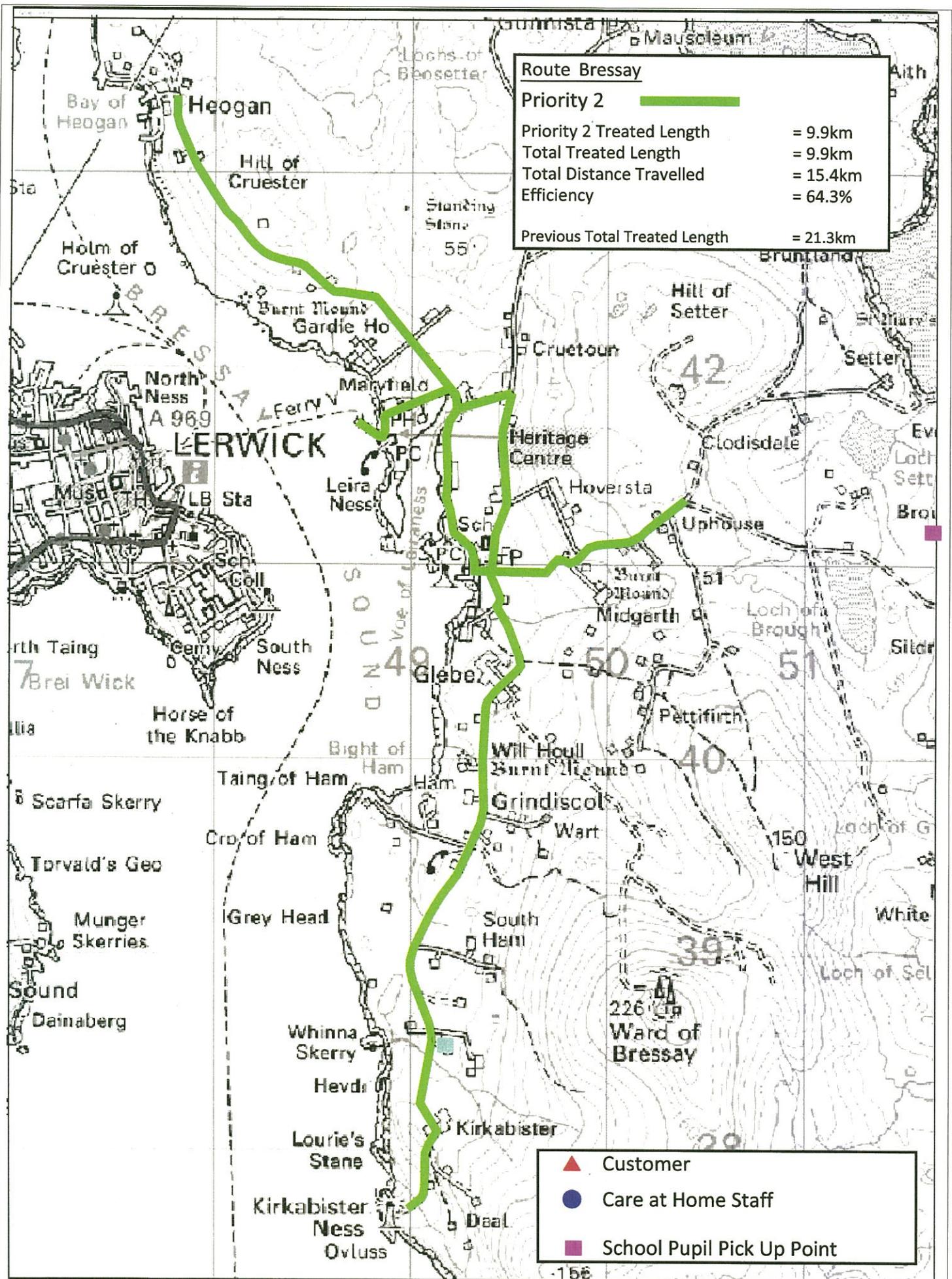
Previous Total Treated Length = 26.1km

-  Customer
-  Care at Home Staff
-  School Pupil Pick Up Point



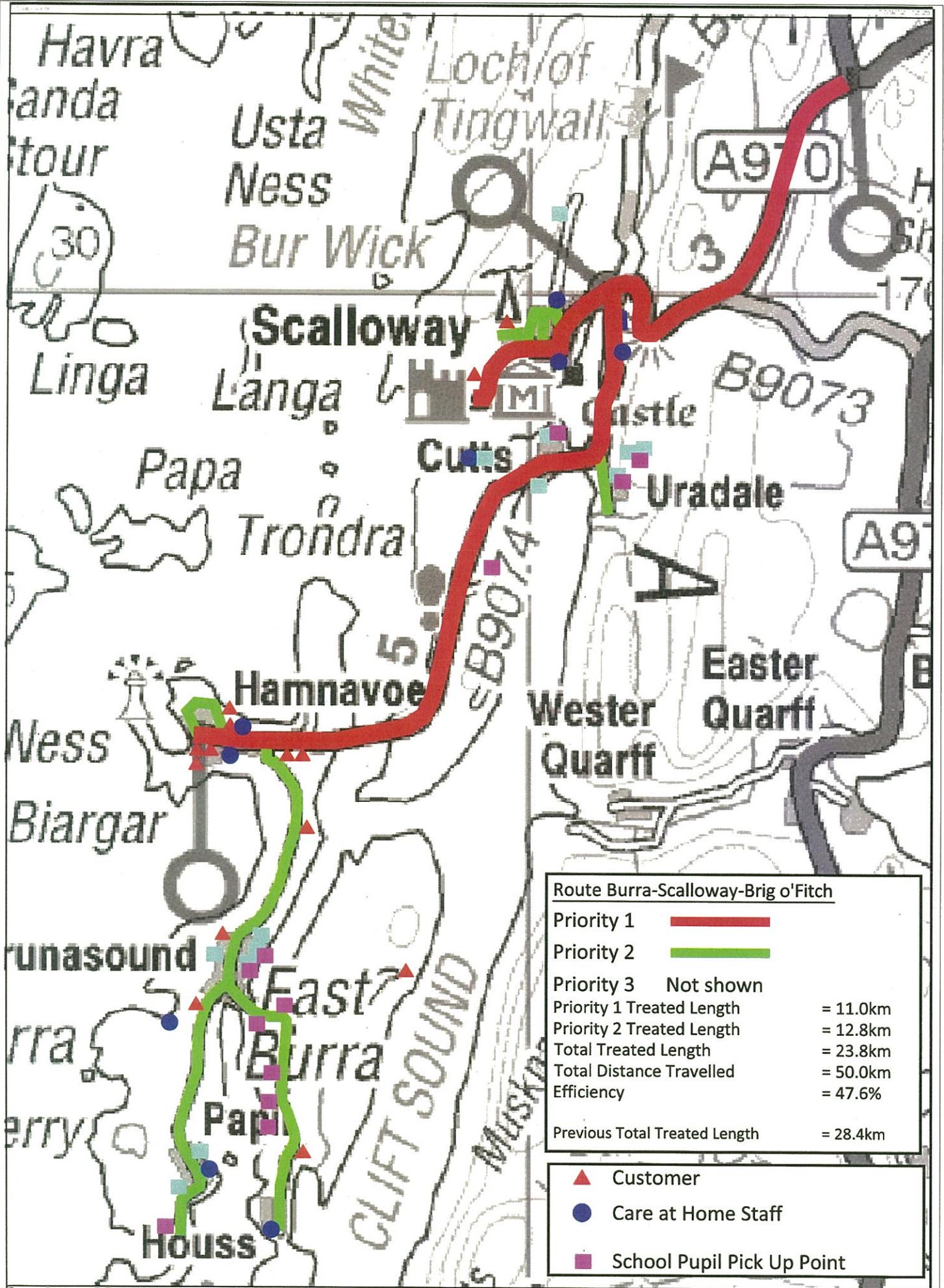
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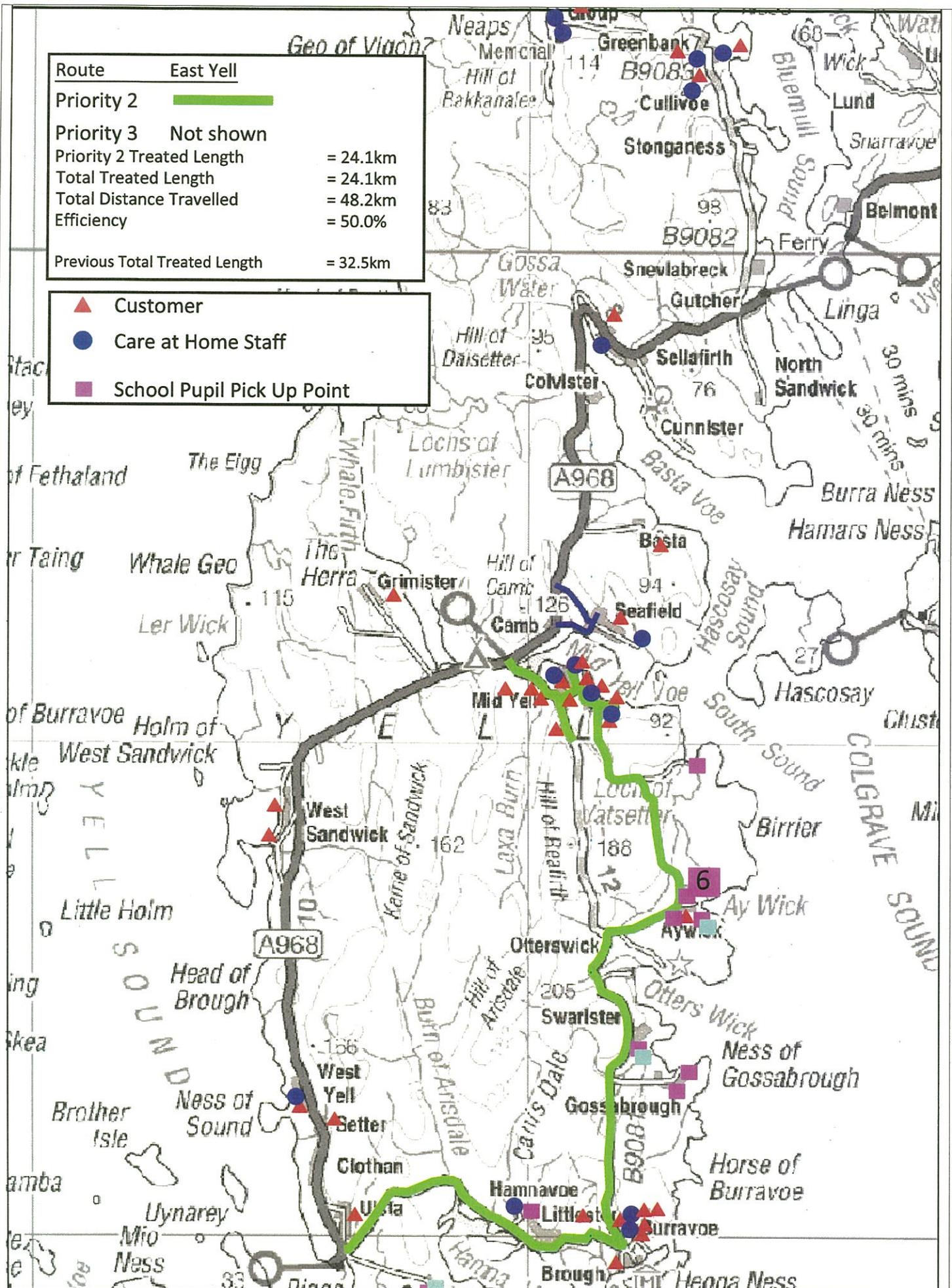


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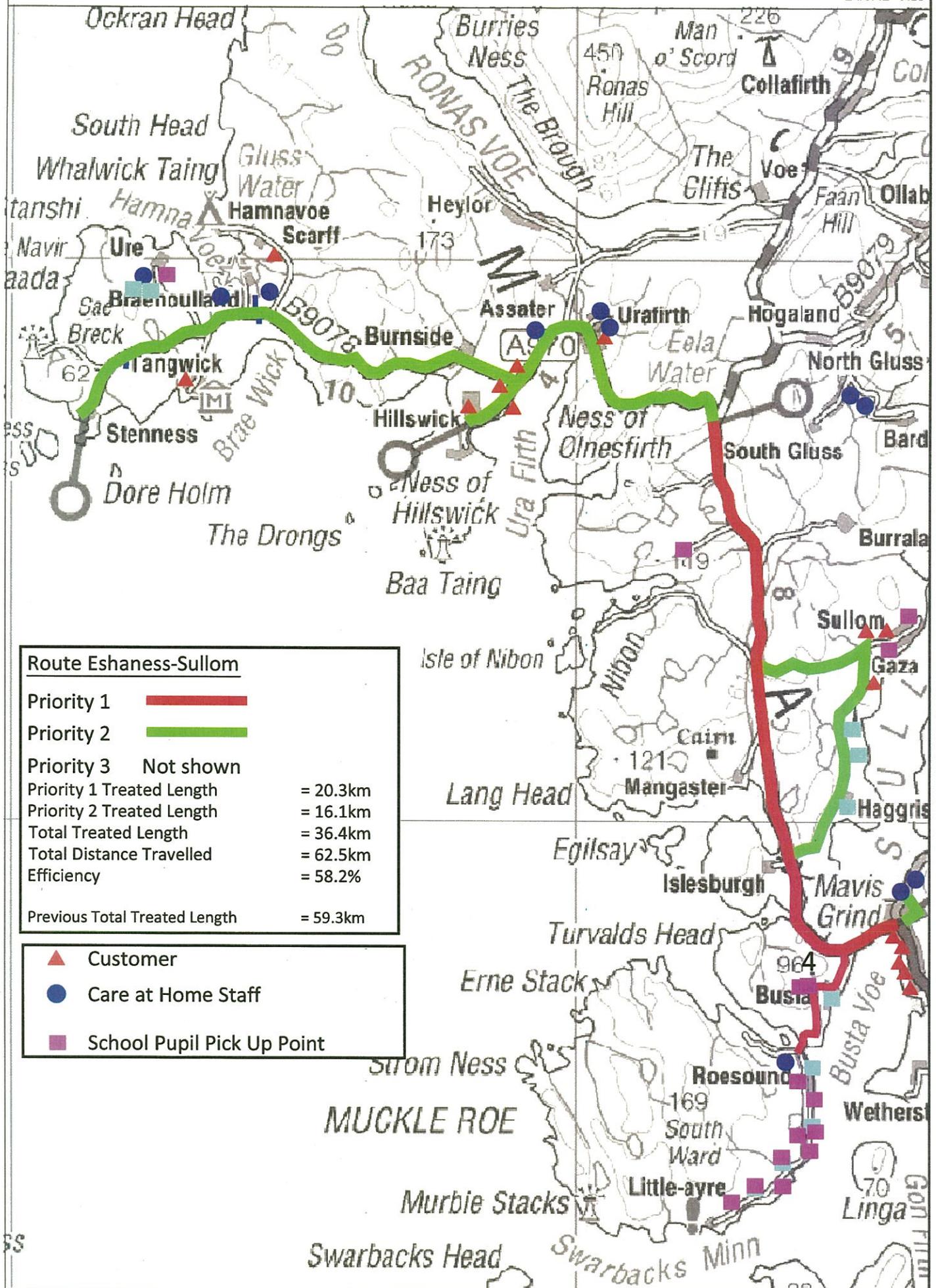
Geo of Yell

Route	East Yell
Priority 2	
Priority 3	Not shown
Priority 2 Treated Length	= 24.1km
Total Treated Length	= 24.1km
Total Distance Travelled	= 48.2km
Efficiency	= 50.0%
Previous Total Treated Length	= 32.5km

	Customer
	Care at Home Staff
	School Pupil Pick Up Point



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Route Eshaness-Sullom	
Priority 1	
Priority 2	
Priority 3	Not shown
Priority 1 Treated Length	= 20.3km
Priority 2 Treated Length	= 16.1km
Total Treated Length	= 36.4km
Total Distance Travelled	= 62.5km
Efficiency	= 58.2%
Previous Total Treated Length	= 59.3km

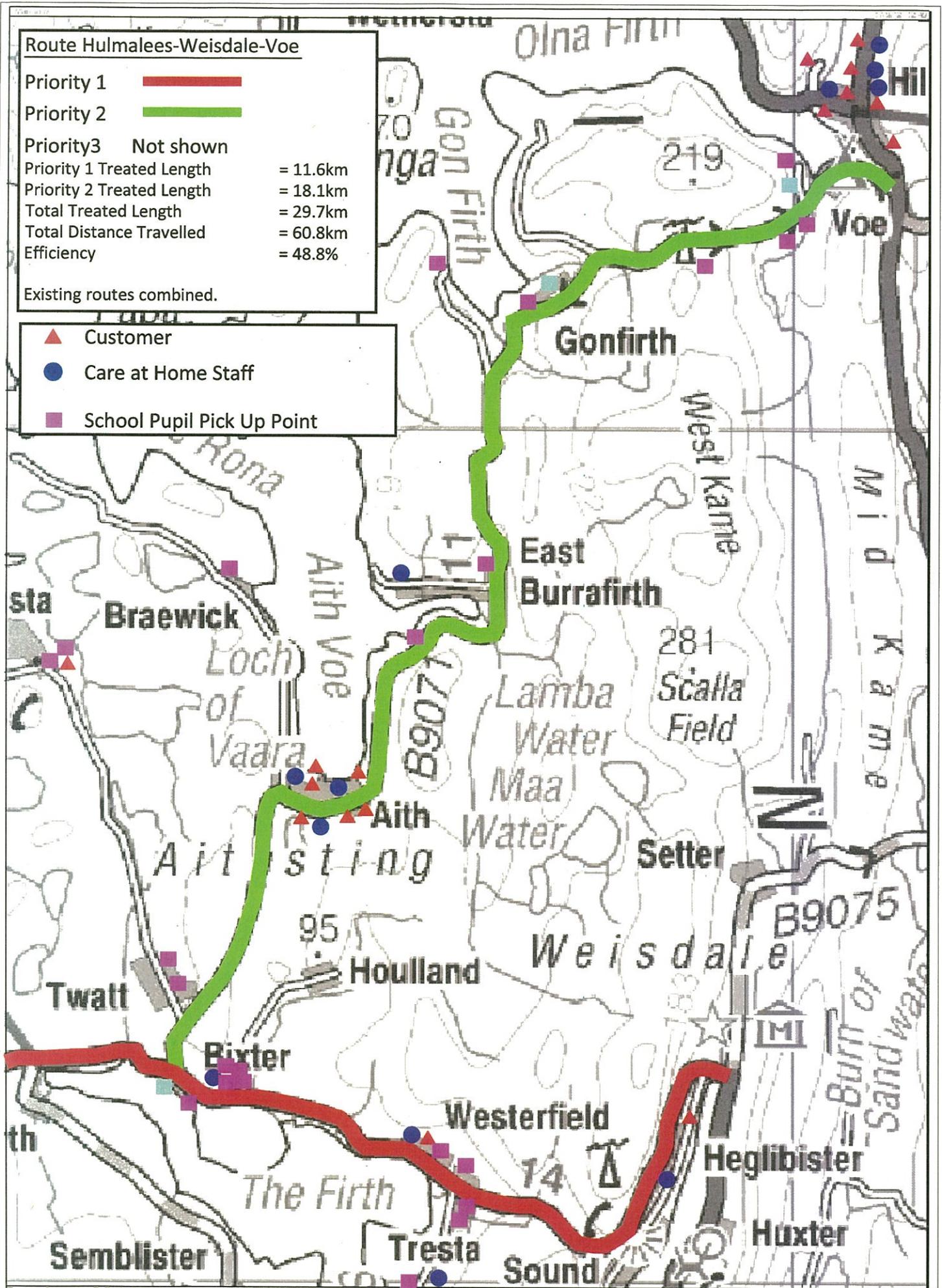
- Customer
- Care at Home Staff
- School Pupil Pick Up Point



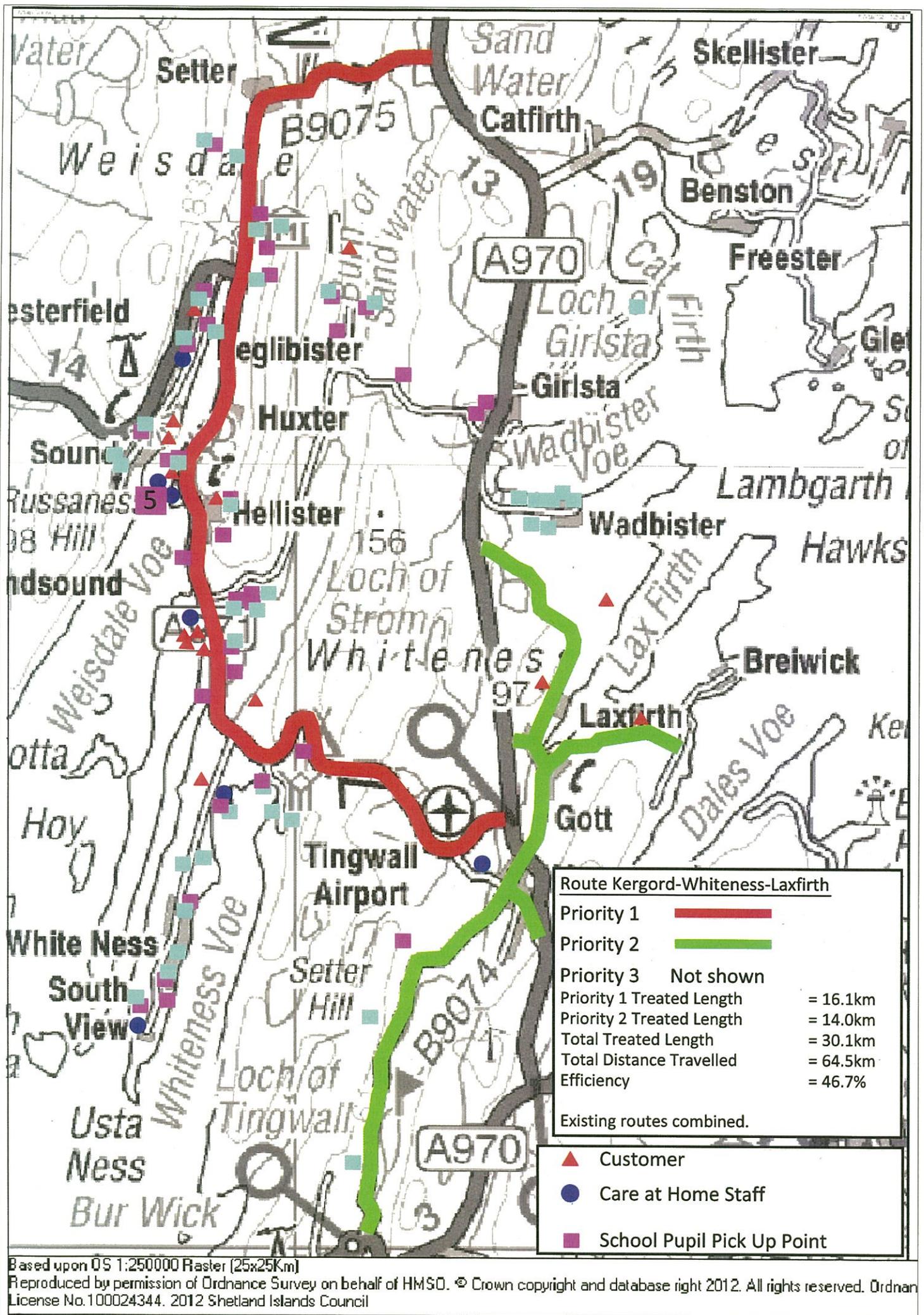
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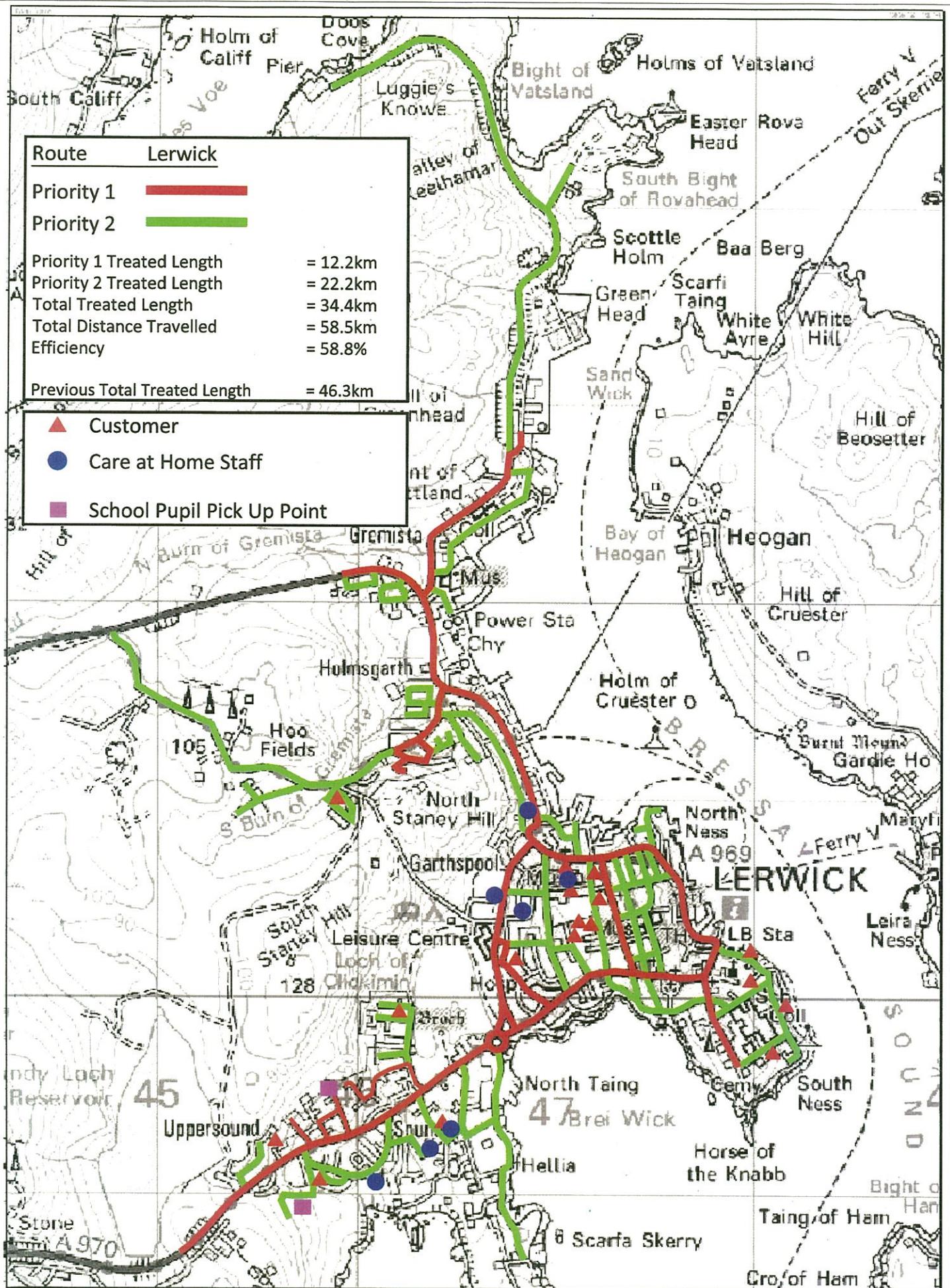


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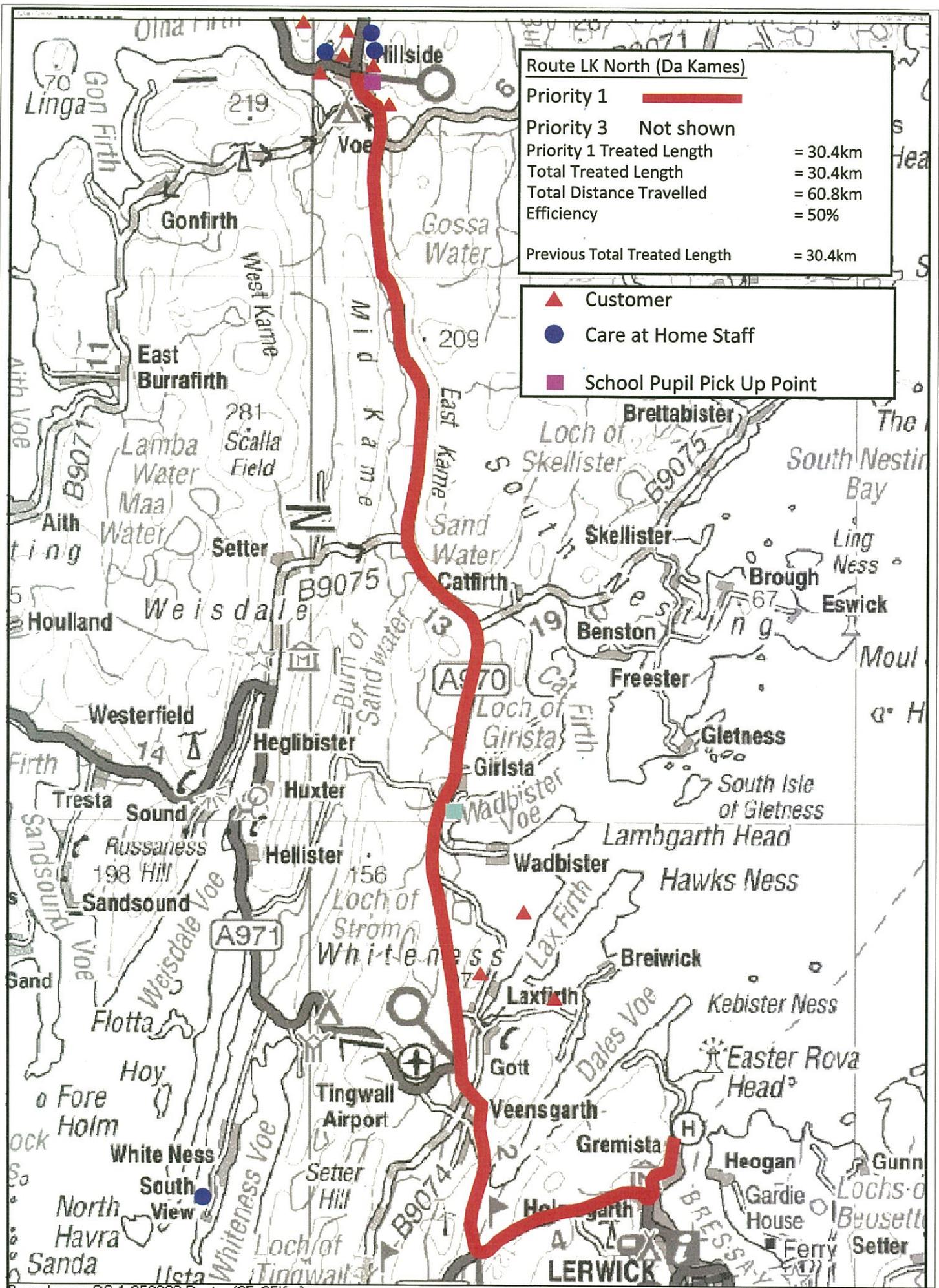


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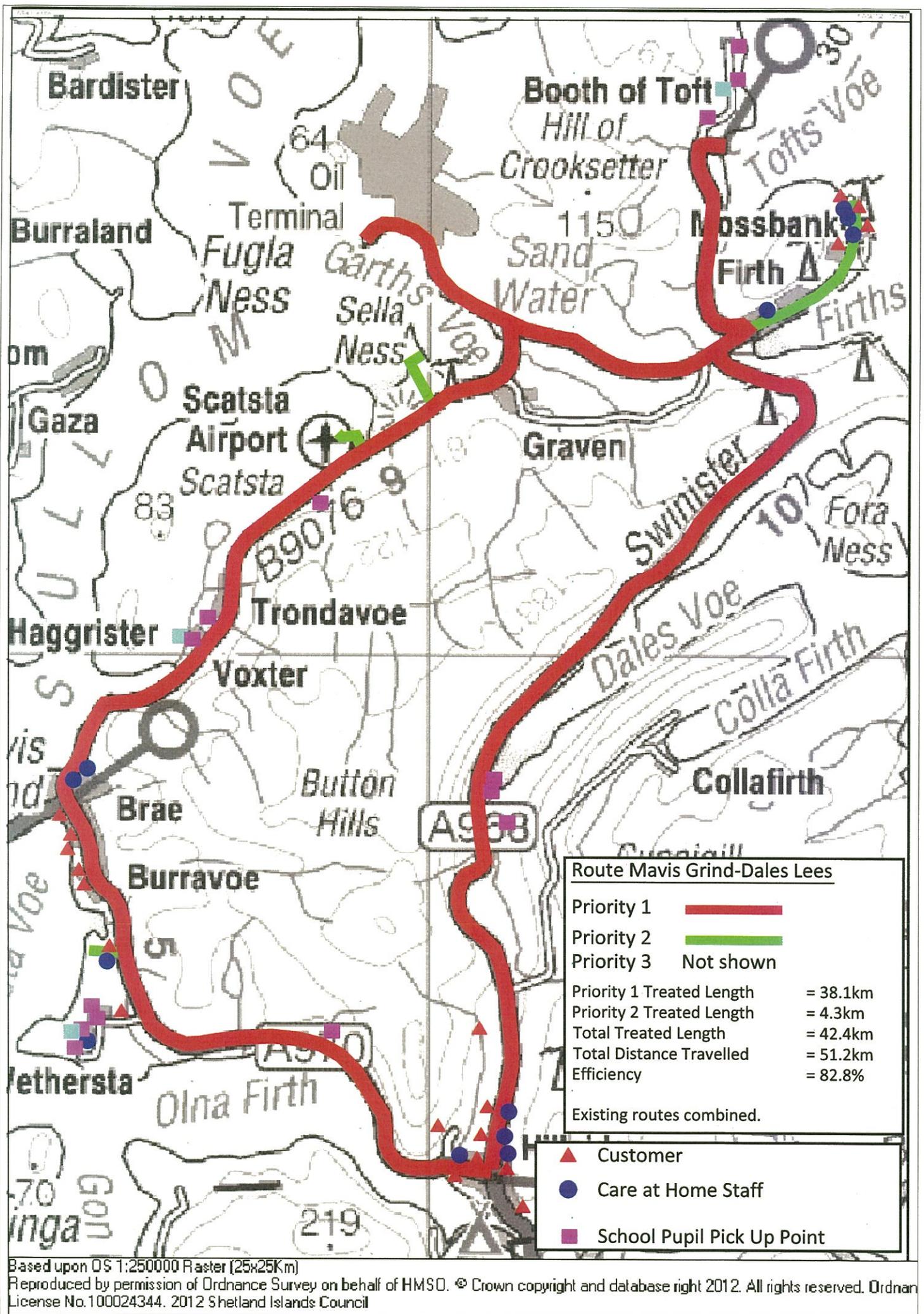
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Route LK North (Da Kames)	
Priority 1	█
Priority 3	Not shown
Priority 1 Treated Length	= 30.4km
Total Treated Length	= 30.4km
Total Distance Travelled	= 60.8km
Efficiency	= 50%
Previous Total Treated Length	= 30.4km

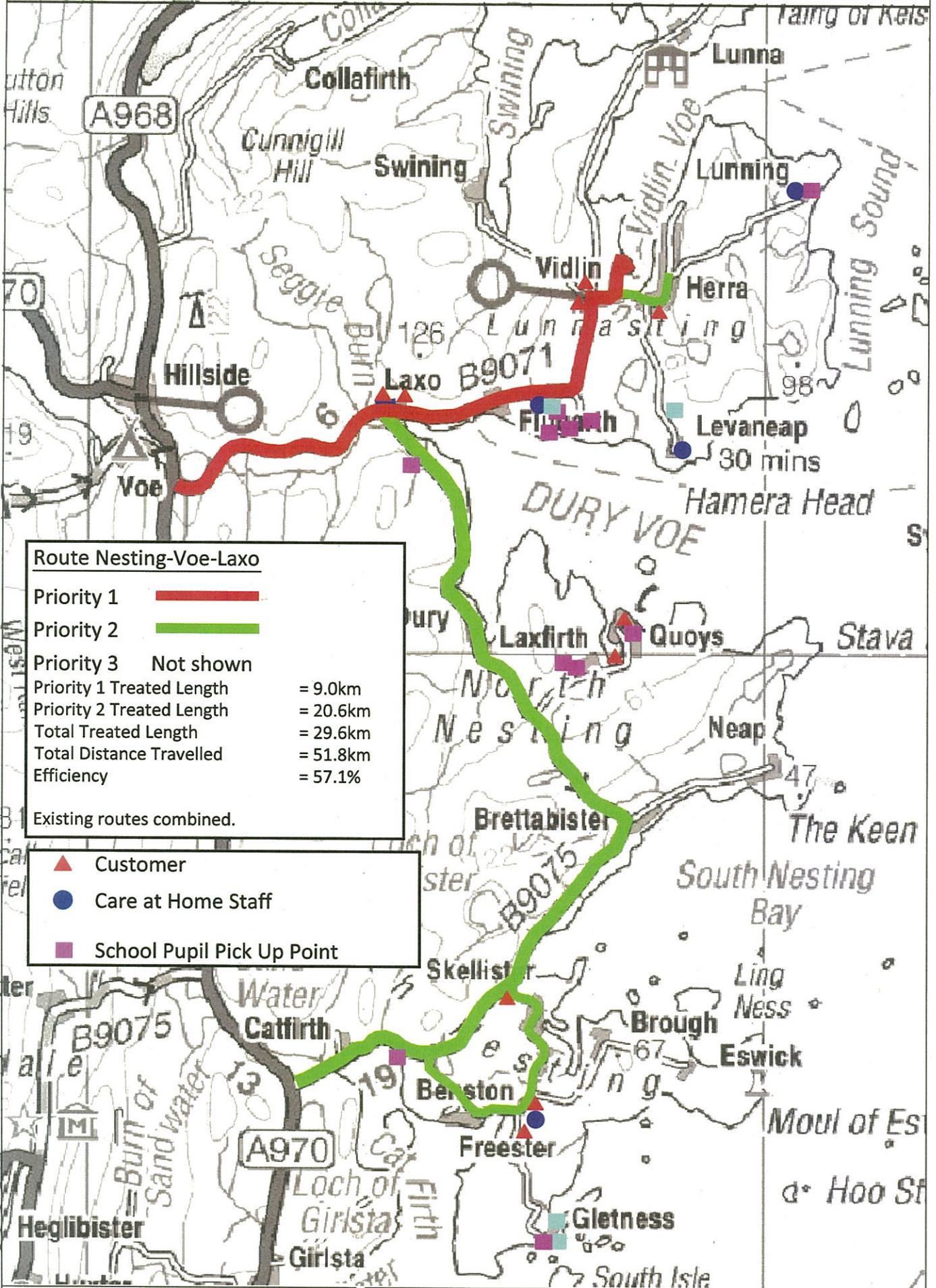
- ▲ Customer
- Care at Home Staff
- School Pupil Pick Up Point

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Route Nesting-Voe-Laxo

Priority 1	—	
Priority 2	—	
Priority 3	Not shown	
Priority 1 Treated Length	= 9.0km	
Priority 2 Treated Length	= 20.6km	
Total Treated Length	= 29.6km	
Total Distance Travelled	= 51.8km	
Efficiency	= 57.1%	

Existing routes combined.

- ▲ Customer
- Care at Home Staff
- School Pupil Pick Up Point

Fugla Ness

Route North Roe

Priority 2 

Priority 3 Not shown

Priority 2 Treated Length = 28.3km

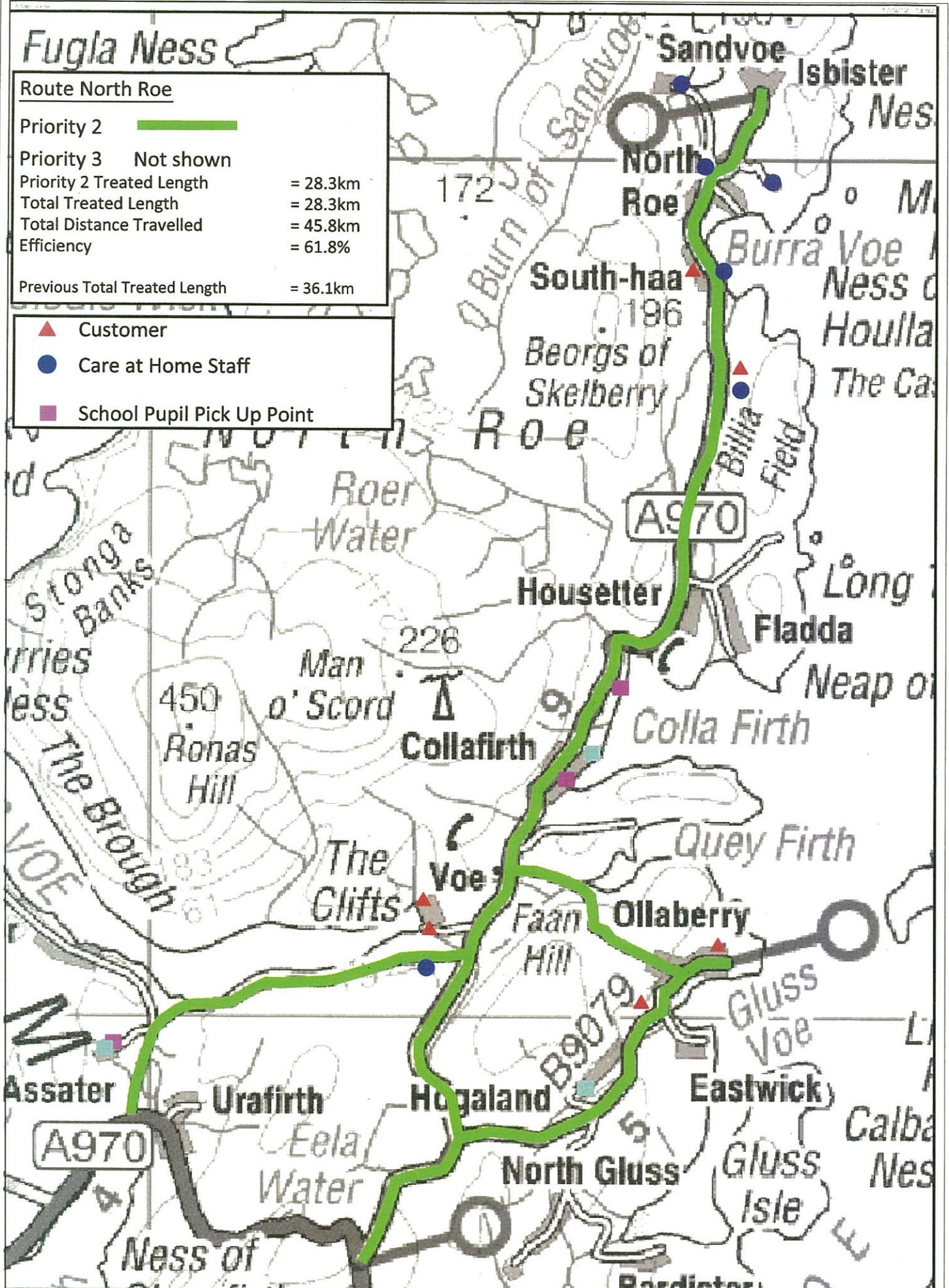
Total Treated Length = 28.3km

Total Distance Travelled = 45.8km

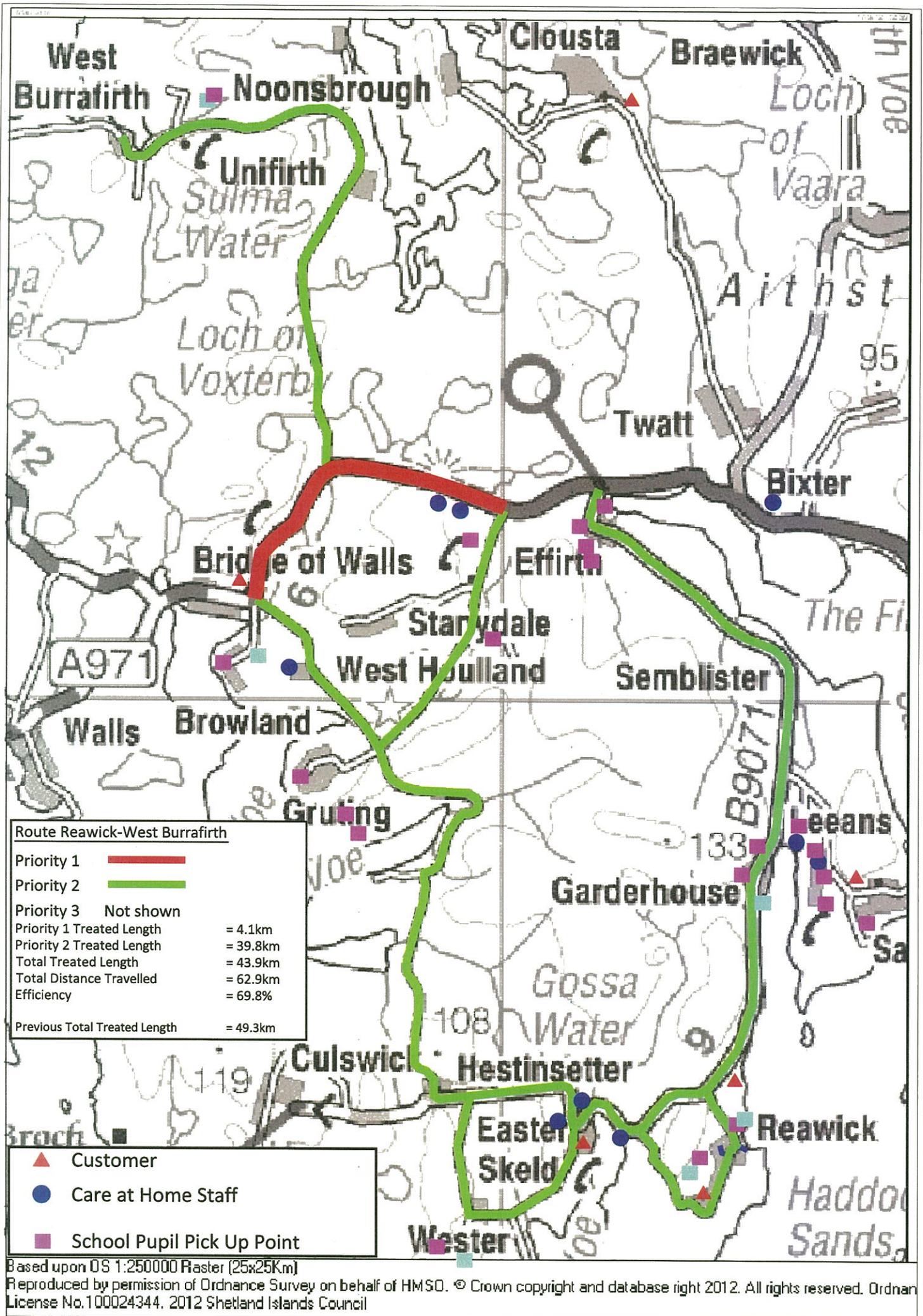
Efficiency = 61.8%

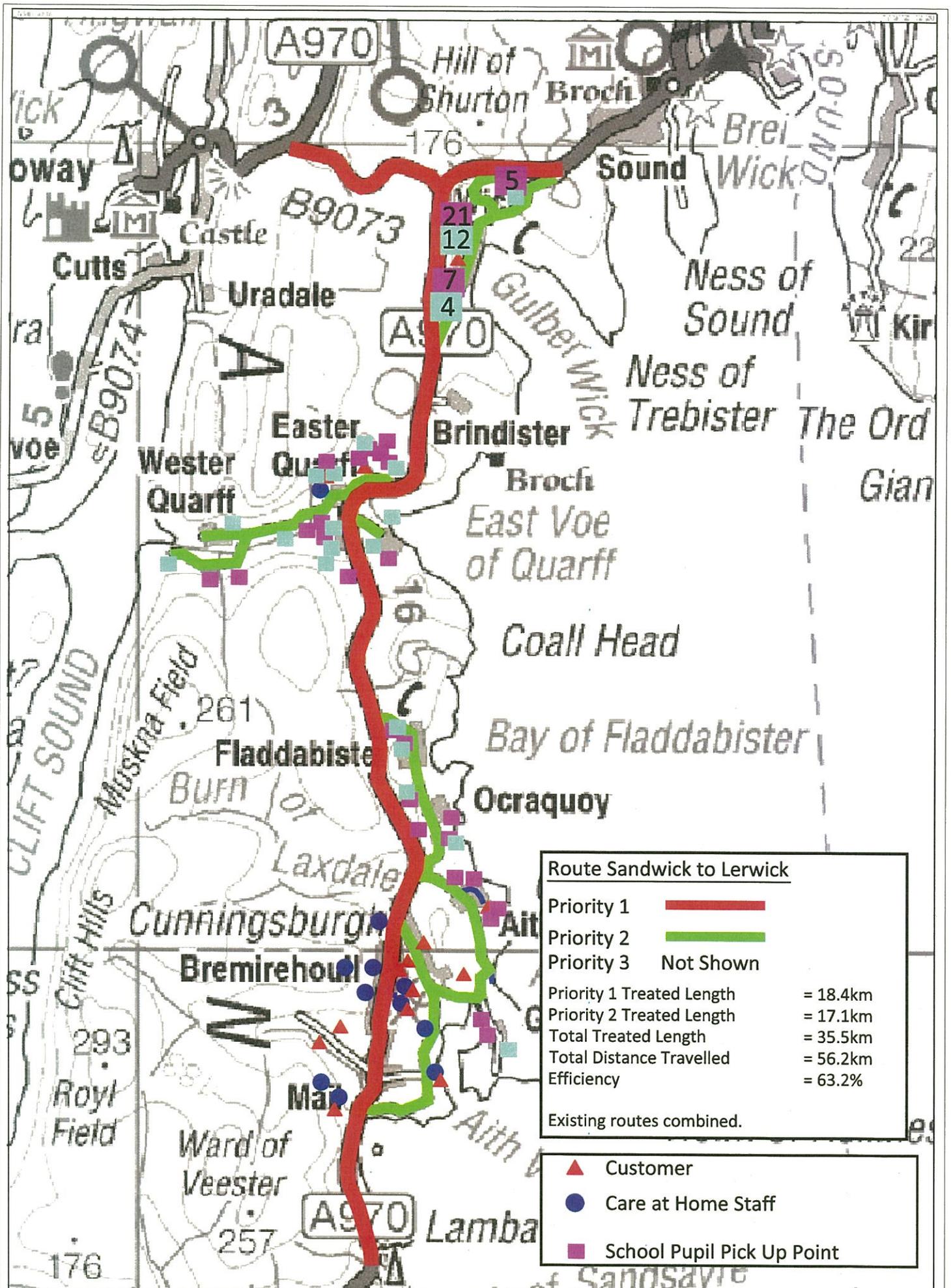
Previous Total Treated Length = 36.1km

-  Customer
-  Care at Home Staff
-  School Pupil Pick Up Point



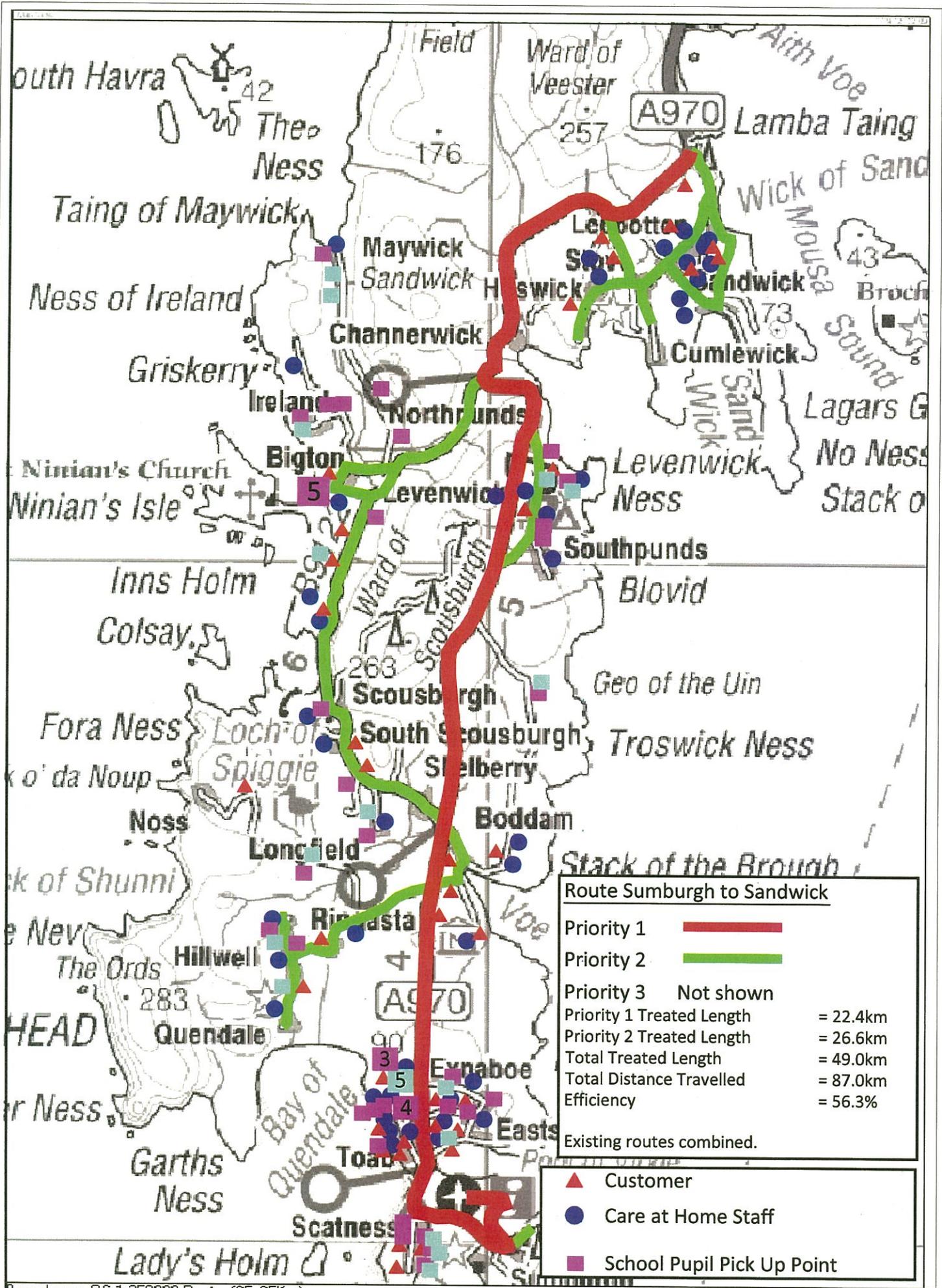
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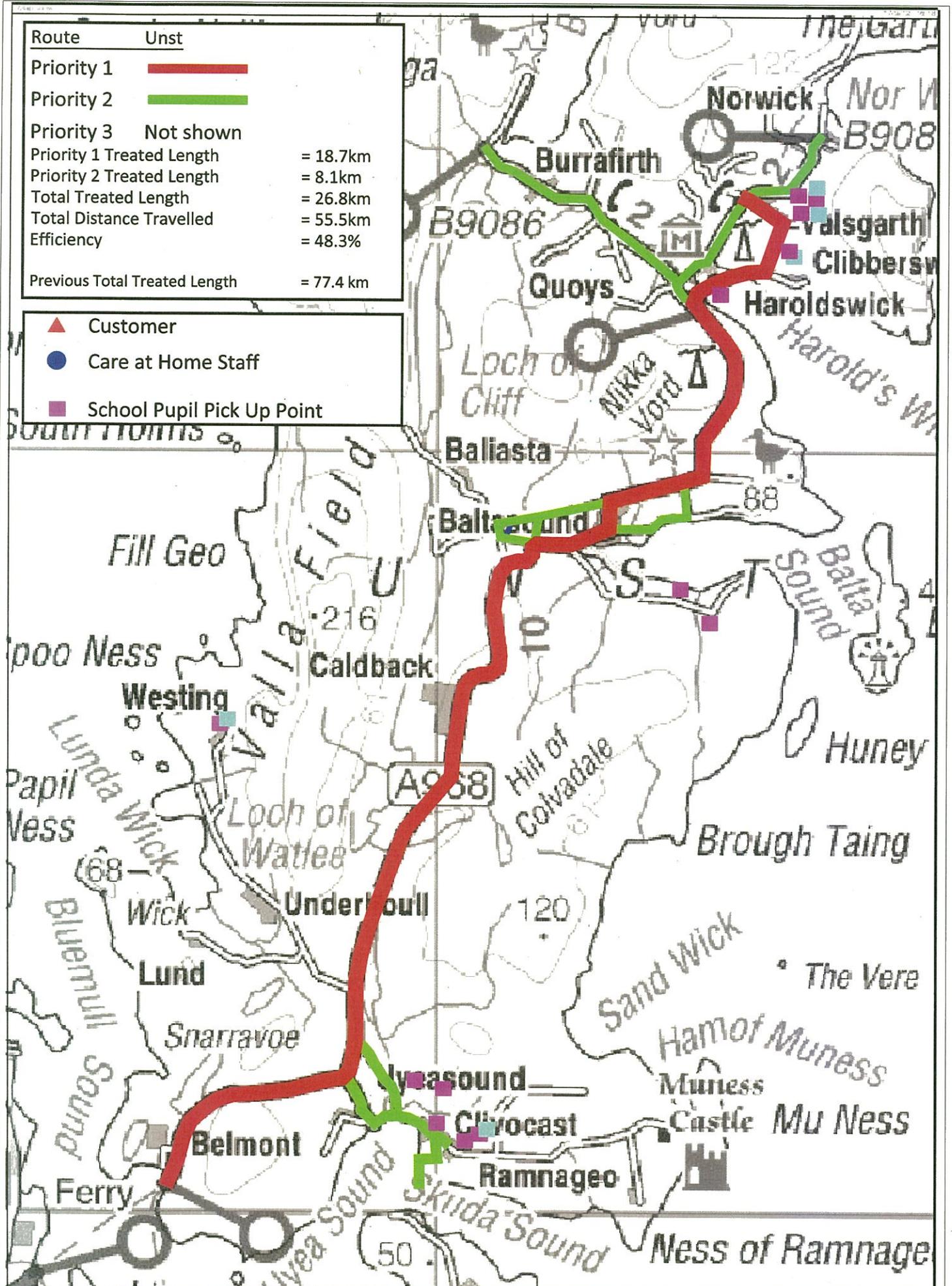
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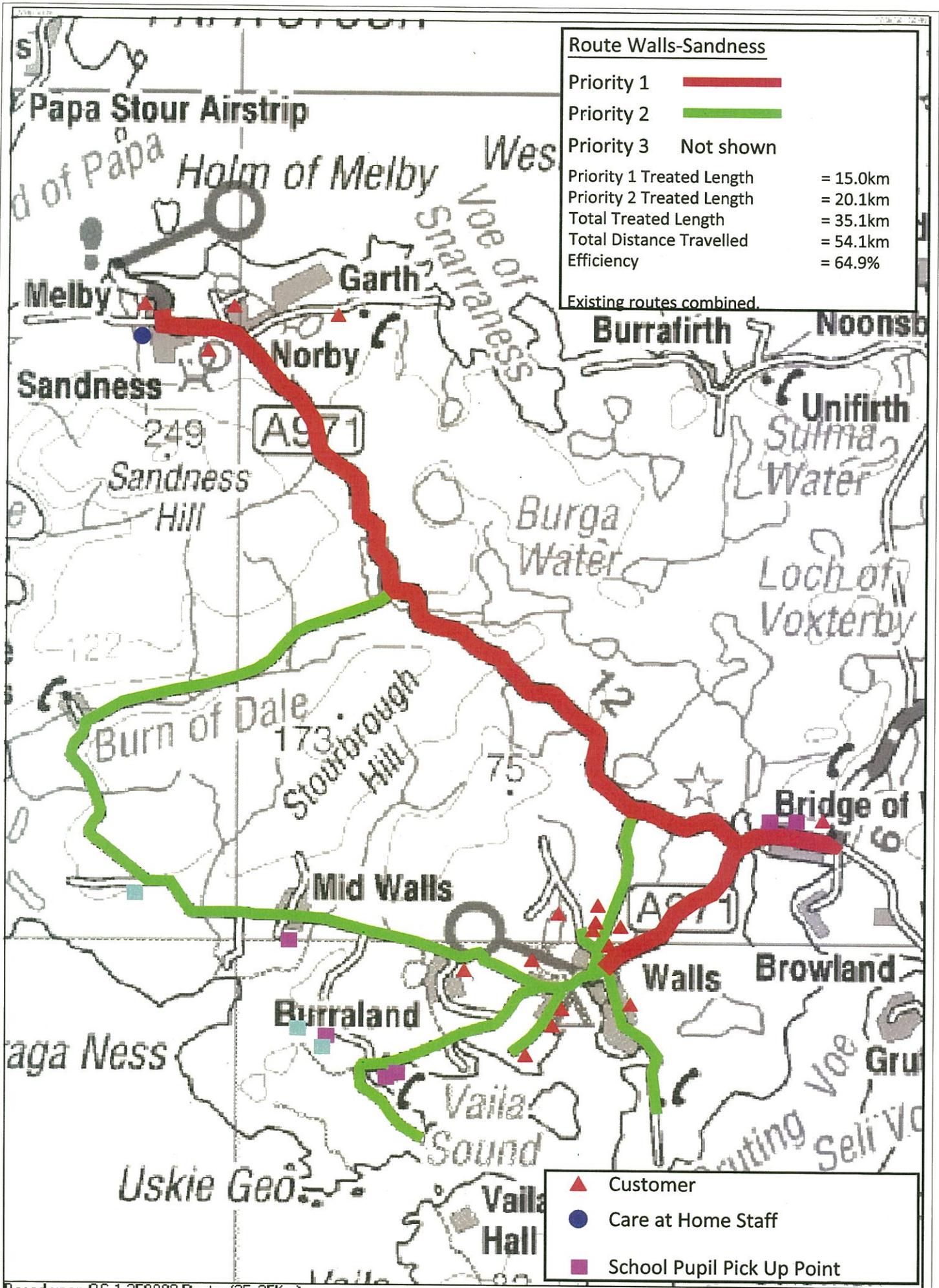
Route	Unst
Priority 1	
Priority 2	
Priority 3	Not shown
Priority 1 Treated Length	= 18.7km
Priority 2 Treated Length	= 8.1km
Total Treated Length	= 26.8km
Total Distance Travelled	= 55.5km
Efficiency	= 48.3%
Previous Total Treated Length	= 77.4 km

-  Customer
-  Care at Home Staff
-  School Pupil Pick Up Point



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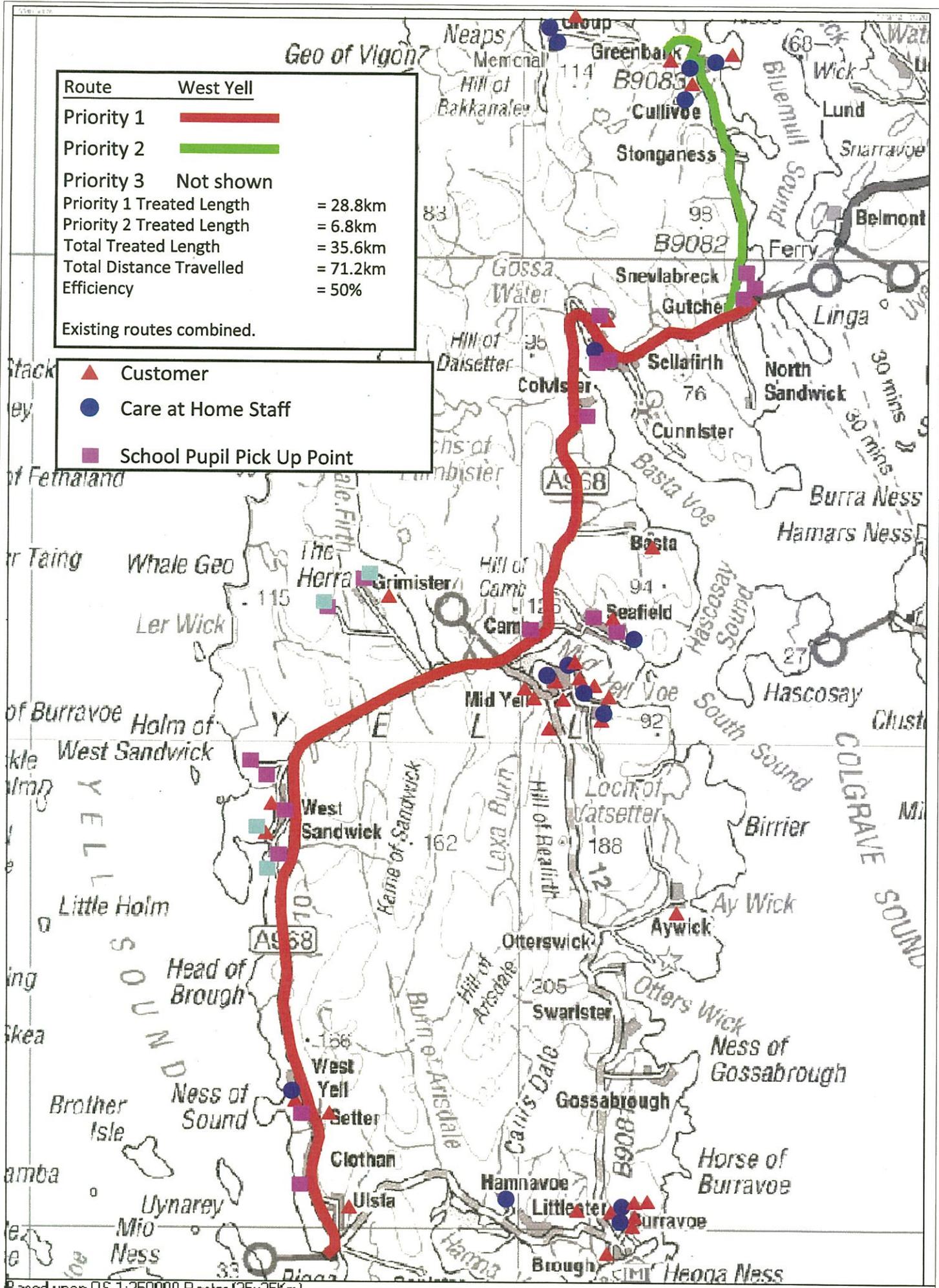


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Geo of Vigon?

Route	West Yell
Priority 1	
Priority 2	
Priority 3	Not shown
Priority 1 Treated Length	= 28.8km
Priority 2 Treated Length	= 6.8km
Total Treated Length	= 35.6km
Total Distance Travelled	= 71.2km
Efficiency	= 50%
Existing routes combined.	

- Customer
- Care at Home Staff
- School Pupil Pick Up Point



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**Shetland Islands Council
Environment and Transport Committee**

**31 October 2012
29 October 2012**

STREETLIGHTING REVIEW REPORT

ISD-11-12-F

Director of Infrastructure Services

Infrastructure Services

1.0 Summary

- 1.1 The purpose of this report is to seek a decision from Shetland Islands Council on options generated as a result of the Infrastructure Streetlighting Review; and to inform the Council of options that have already been implemented or are in the process of being implemented as a result of the reviews.
- 1.2 The overarching objective of the Review, which was approved by the Council on 9th February 2012 (Min Ref: 14/12), is: *“is to produce a policy that manages the reduction of street lighting through risk assessment so as to retain lighting at locations where it is most needed. The policy would also aim to reduce streetlighting during the hours of darkness, when vehicles and pedestrians are least likely to be present.”*
- 1.3 The report will show how the options have been generated and appraised in the review, which ones have been removed from the review and why, those that have or can be implemented within normal service delivery and those that require Council approval.

2.0 Decision Required

- 2.1 That the Environment & Transport Committee recommend that the Council RESOLVE to: -
 - 2.1.1 Note the changes that have been made to the street lighting inspection regime as detailed in paragraphs 4.7 to 4.13
 - 2.1.2 Approve the options, given in Table A, paragraph 4.16, to be carried forward and implemented.

2.1.3 Note the options that have been discontinued from consideration within this review, given in Table B in paragraph 4.23.

3.0 Detail

- 3.1 Shetland Islands Council Roads Service is responsible for management and maintenance of the streetlighting in Shetland in accordance with the requirements of the Roads (Scotland) Act 1984.
- 3.2 The Council's statutory powers are defined by Section 35 of the Roads (Scotland) Act 1984 which states "*a local roads authority shall provide and maintain lighting for roads, or proposed roads, which are, or will be, maintainable by them and which in their opinion ought to be lit.*"
- 3.3 The Council's statutory duties are specified in Section 35. Should the Council be of that opinion, lighting must be provided. Whether the Council does or does not believe lighting to be necessary, that opinion must have a reasonable justification. Any loss to an individual as a consequence of the inappropriate use of this power may result in action being taken to recover the loss. This duty of care does not imply any duty to keep the public lighting lit. However, an authority responsible for the maintenance of public lighting should be able to demonstrate that they have systems in place to maintain the public lighting equipment in a safe condition, including the detection of dangerous equipment. Lighting and the apparatus for supplying that light should also be designed in accordance with the relevant British Standard.
- 3.4 There is currently no formal streetlighting policy in place. The Roads Service has to date followed national guidance and codes of practice such as "Well Lit Highways" published by the UK Lighting Board. A formal policy will be drafted for presentation to the Environment & Transport Committee when the outcome of this review is clear.
- 3.5 Modern street lighting provides many community benefits including:
- preventing night time personal injury accidents;
 - reducing street crime;
 - reducing the fear of street crime;
 - promoting sustainable transport, public transport, cycling and walking;
 - facilitating social inclusion by providing the freedom to walk along and use our streets after dark;
 - promoting economic development by supporting the leisure economy;
 - assisting the emergency services to identify locations and carry out their duties.
- 3.6 However, street lighting does also have detrimental effects including:
- light pollution;
 - the generation of greenhouse gases;
 - significant energy consumption.

- 3.7 These issues, together with recent and projected high increases in electricity cost have led many local authorities to reconsider their street lighting policies in an effort to manage their budgets.
- 3.8 The lighting asset consists of the lanterns, lighting columns, cabling, ducts, feeder pillars, illuminated signs and illuminated bollards. There are approximately 3900 streetlights on our inventory which are spread throughout Shetland. This does not include: the external lighting of public buildings, leisure centres, ferry terminals or piers. These are looked after by other services within the Council or Shetland Recreational Trust.
- 3.9 The existing lighting stock is a mixture of column-mounted lanterns, bollards and wall-mounted lanterns. The electrical supply is from our own distribution circuits. There is a mixture of lamp types as detailed below;

Lamp Type	Number	% of stock
High-Pressure Sodium Discharge (SON) lanterns that produce honey coloured light	approximately 2700	70%
High-Pressure Mercury discharge (MbFU), these are older lamps and produce a white light	approximately 1060	28%
Ceramic Metal Halide (CDM-T) lanterns that produce a white light	12	<1%
Fluorescent type (CFL) lanterns which produce a white light and are mainly used for wall fittings	approximately 130	<1%
Light Emitting Diodes (L.E.D.) produce white light	6	<1%

These are currently run using standard magnetic type control gear and are switched using basic photocells

- 3.10 Street lighting maintenance is currently undertaken by a squad of 2 men (1 semi skilled & 1 labourer) who operate from a van fitted with a hydraulic lift. They inspect the lighting network for faults completing their routes every two weeks during Daylight Saving Time and every four weeks during British Standard Time. Routine repairs are done when they are identified but more technical faults may have to wait until a qualified electrician is available. Faults that are reported by members of the public are incorporated in routes and scheduled for repair within 7 days. The percentage of repairs achieved within this period is one of the Roads Services' key performance indicators.
- 3.11 The adoption of roads in new housing estates regularly increases the number of streetlights that we have to maintain. This and the increasing age of the streetlights are adding extra pressure to our street lighting maintenance operation. The work team now has difficulty during the winter months in maintaining all the streetlights throughout Shetland.
- 3.12 Electricity is now sourced through Procurement Scotland and is administered for us by the Council's Energy Manager. Currently energy is charged at 11.14p/kWH for an annual cost in the region of £195K.

The cost per unit fluctuates through the year due to market conditions at the time of buying. The cost is averaged across the year and paid monthly. The energy consumption is certificated by the local electricity distribution network owner (DNO), Scottish & Southern Energy, and is based on our inventory, switching methods and burning hours.

4.0 Review

4.1 The review of the Council's Streetlighting was approved at a special meeting of Shetland Islands Council on 9th February 2012.

4.2 This review has been conducted within a framework designed to address and appraise the social and economic impacts of options and presents Members with enough detail and data to enable fully informed decision-making.

4.3 In undertaking the Review the Project Board established the following objectives:

- *To maintain the Council's service delivery to a reasonable standard*
- *To reduce the Energy and Street Lighting maintenance costs to Council*
- *To reduce carbon emissions wherever possible in adherence with Council objectives*

4.4 The following table shows the cost of the Council's Streetlighting at the present level; costs are based on an average over the 5 year period from 2005/06.

Expenditure	Annual Cost
Capital Replacements	£130,500
Maintenance	£160,000
Energy	£202,254
Renewals	£23,000

4.5 Appendix 1 lists the Project Board Meetings, Steering Group Meetings, Workshops and Consultations (with staff, stakeholders and communities) that have taken place since the start of this review on 9 February 2012. The level of feedback was limited and perhaps insufficient to reach a definite conclusion but the opinions obtained have been considered throughout the review process.

4.6 The Roads Service had already identified efficiency savings within the street lighting maintenance regime which were approved for "assessment" as part of the 2012/13 budget setting at the meeting of Council on the 9 February 2012. These have subsequently been implemented as described in paragraphs 4.7 to 4.13.

4.7 An alternative to the existing timing of inspection cycles has been trialled this year. This introduced a summer break from June to August when no inspections were undertaken. This reduced the number of inspections by 3 reducing the expenditure on lighting maintenance by

£18,750. The first post summer inspection has, as is to be expected, found a relatively large number of faults. It was expected that the lighting squad would require the assistance of an electrician for a number of days to address this backlog. However, this did not prove to be the case as the lighting squad could cope with this peak in the number of repairs. This may not be the case every year but the additional cost would be small compared to the saving made by reducing the number of inspection cycles.

- 4.8 This is a reduction in the level of service that is provided and whilst we would still react to serious or hazardous faults reported by members of the public, it is possible that lights may remain faulty for some time before being identified during the first post summer inspection. This will have a negative impact on our performance indicators but hopefully not too significant as the break is only in place for quarter of the year.
- 4.9 There has to date been no reaction from the general public to this change in the inspection regime with no significant increase in the reporting of lighting faults by the public during the past summer. The success of this trial has led to a proposal to operate a reduced inspection cycle at Christmas and New Year. This would save a further £5,000 at a time when the inspection cycle and ability to repair faults is disrupted by the Council and public holidays.
- 4.10 The inspections currently require the squad of two men to drive along planned routes taking in all of Shetland's street lighting within the specified period. This includes lighting at some very remote housing estates such as Shendale Burn in Sandness, Bayview in North Roe and Stakkafletts in Fetlar.
- 4.11 The distance travelled during each inspection is considerable. A possible alternative is to devise routes that could be checked by Building Services staff on the way from their homes to their workplace in the morning. Large stretches of our lighting network could be covered in this way with the lighting squad only needing to inspect the few remaining routes. The lighting squads primary task would then be the actual repairs identified by their colleagues rather than travelling all over Shetland undertaking inspections.
- 4.12 This option would make savings mainly through a reduction in labour costs. There may be a need for a limited amount of overtime. This would allow Building Service employees to make an early start so that they are available through the rest of the day for their usual work. It is difficult to make an accurate assessment of savings before the inspection routes have been finalised. There would though be savings due to the following factors:
- the inspection routes, while covering the same number of lights, require much less travelling distance as the operatives already have to travel on broadly the same route on their way to work;
 - the inspections would be done in a light van with lower fuel consumption than the van with mounted hydraulic lift;
 - repairs would not be done during inspections so there is no need for a second man during lift operations reducing the labour costs of the inspections by approximately 50%;

- the lift would be available for use on other Building Services work retaining payments within the Council and perhaps even reducing costs when compared to hiring in plant.

4.13 However, there would be additional costs due to the travelling time and distance that the lighting squad incur when making repairs. The simpler faults are currently repaired during inspections as they are found. While this time and distance is extra they are much less than the reductions achieved by altering the inspection routes.

4.14 The review process subsequently identified a further 6 options for development and appraised through the review process, as detailed below:

Option	Description
L1	Installation of Electronic Control Gear: The existing lighting operates on conventional magnetic control gear. This would replace these with more efficient electronic control gear.
L2	Reduce hours of street lighting: Replace current photocells with new versions with reduced switching levels to reduce the number of burning hours.
L3	Dimming: Dimming of streetlights between 12am and 6am made possible by replacing existing control gear with “smart” electronic versions.
L4	Part Night Lighting – i.e. switching streetlights off between 12am and 6am Sunday to Thursday
L5	Remove Unnecessary Street Lights – in housing schemes, as streetlights become due for renewal
L6	New Technology: Replace existing street lighting with more energy efficient LED equipment

4.15 This process led to a set of conclusions and actions which fall into the following categories: -

- (i) Actions already implemented within managerial authority and no impact on services (paragraphs 4.7 to 4.13);
- (ii) Able to be implemented but require a Council decision on an element of policy (Table A in paragraph 4.16);
- (iii) Recommended as unsuitable and/ or impractical and therefore removed from the review at this stage (Tables B in paragraph 4.23);

4.16 The options requiring a decision from the Council, together with the recurring savings these may be expected to yield are given in table A below. Further details of these options are contained in the Background Documents – Specification of Options

A	Council Decision Required	Recurring savings	Impact on Road Users
L4	Part Night Lighting – i.e. switching streetlights off between 12am and 6am Sunday to Thursday	£25,155	Streetlights may be switched off in the early hours of the morning
L5	Remove Unnecessary Street Lights – in housing schemes, as streetlights become due for renewal	£50 per column on energy costs, £1,950 in first year if 3 lighting circuits are removed	Less street lighting in low traffic areas

4.17 There are risks associated with the complete or part-time removal of street lighting which need to be appropriately managed. Therefore, prior to the introduction of any lighting reduction scheme a public consultation exercise and risk assessment must be undertaken.

4.18 There are a number of locations and situations where a reduction in street lighting would not be considered. These restrictions include:

- major traffic routes (A class roads) through developed areas;
- major road junctions;
- sites where streetlights have been installed as an accident remedial measure and sites with a significant night-time traffic accident record;
- town centres where there are CCTV areas, high security premises such as banks and jewellers, a high crime risk and a high concentration of people at night;
- areas with 24hr operational emergency services sites including hospitals;
- sites where the Police are concerned there may be an increase in crime;
- areas with sheltered housing and other residences accommodating vulnerable people;
- lanes and footpaths with steps that would be a trip hazard in poor light; and
- where there is a statutory requirement such as the lighting of traffic calming measures and Pelican crossings.

4.19 The consideration of these restrictions would form the first part of the risk assessment process. This would go on to consider factors such as the presence of bus stops and the proximity of schools to the area.

4.20 When the risk assessment has been completed and any Police requirements have been incorporated, the consultation process for the proposal will begin. This will be by:

- providing scheme details to local Members for their comment;

- providing scheme details to the local Community Council for its comment; and
- a letter drop to properties informing how the scheme can be viewed and commented on.

4.21 Comments received regarding the proposed scheme will be reviewed within the scheme risk assessment process already outlined above. Schemes where a significant community objection is received will be similarly assessed and then reported to the Environment and Transport Committee for consideration.

4.22 Since the schemes will have been risk assessed prior to consultation, the only changes that will be made to the proposals will be for any significant safety risk not previously identified.

4.23 The options that have been considered and discontinued from further consideration following assessment within the review are detailed in table B below. Further details of these options are contained in the Background Documents – Specification of Options

B	Discontinued from further consideration	Main Reason
L1	Installation of Electronic Control Gear	Insufficient return on expenditure if this option is done on a one-off basis as a saving measure. Will be introduced gradually during routine maintenance.
L2	Reduce hours of street lighting	Insufficient return on expenditure if this option is done on a one-off basis as a saving measure. Will be introduced gradually during routine maintenance.
L3	Dimming	Public prefer option L4 when lights would be turned off as alternative
L6	New Technology	Insufficient return on expenditure at present – it merits future consideration when capital is available or technology reduces in price.

4.24 The total recurring savings achievable through the options included in this report detailed below.

Changes to Inspection regime detailed in paragraph 4.7 – 4.13	£23,750
Measures Identified in Table A	£27,105
Total	£50,855

5.0 Implications

Strategic

5.1 Delivery On Corporate Priorities

Development of a sustainable public road network contributes to the “Stronger” section of the Community Plan and also the Corporate aim to use resources sustainably.

Shetland Islands Council Improvement Plan 12/13

Area 6.5 – To deliver the agreed savings reviews within the timescales agreed by Council.

Area 8.1 – Make sure the Council has a comprehensive view of its asset needs and how they are to be most effectively delivered.

Area 11.3 – The development of long term maintenance strategies based on sustainable use of physical resources and whole life costing.

5.2 Community/Stakeholder Issues

Consultation and engagement throughout Shetland with individuals, stakeholders, staff and community representatives on the options generated through the review highlighted concerns and raised issues that have been taken into account of in the review during the decision making process. Consultation has been conducted with:

5.2.1 Communities and Community Councils - a consultation exercise took place in June 2012 across all communities in Shetland and with all Community Councils

5.2.2 Stakeholders – the consultation exercise in June also presented the opportunity for stakeholders to engage in the process

5.2.3 Emergency Services (through Community Planning Partnership) – a workshop with Community Planning partners to assess the impact of the proposed options on service delivery took place in June 2012; a follow-up meeting was also held with these groups on the 12 October 2012.

5.2.4 Staff and Staff Unions – a series of meetings have been held between the Directors of Infrastructure Services and Development Services and senior delegates from the Staff Unions

The Executive Manager Roads Service has held a series of consultative meetings with Unions representing Roads Service staff

Additionally, the Project Manager has consulted with senior Roads Staff and Area Foremen on the proposed changes, including the effect changes may have on staff and service users

5.2.5 Other Council services – Project Staff have held dialogue with staff from other frontline services, including Children's Services, Social Care and Building Maintenance

5.2.6 Appendix 1 includes a list of the Workshops, Meetings and Consultations. The notes of these meetings are included in the Background Documents.

5.2.7 A Communications Strategy has been drafted to inform the public and road users of the approved changes to the Winter Service (see Appendix 2).

5.3 Policy and/or Delegated Authority

In accordance with Section 2.3.1 of the Council's Scheme of Delegations the Environment and Transport Committee has responsibility for the Roads Service; however, Shetland Islands Council has the overall responsibility for staffing, safety and budget matters.

5.4 Risk Management

Failure to reduce the net ongoing running cost of the Council carries a significant risk of breach of the Council financial policies which will require a further draw on Reserves.

There could be significant disadvantages with the removal of streetlighting with possible consequences being an increase in night-time accidents, reduced social inclusion, and an increase in crime and in the fear of crime. It is crucial that savings made by the Council are not just transferred to wider society such as to the Police through an increase in crime levels, for example. Therefore, prior to the introduction of any lighting reduction scheme a risk assessment must be undertaken.

Whilst a monitoring programme will be in place to identify, so far as is possible, the numbers, types, and trends of incidents occurring in areas of reduced street lighting, it should be noted that the Prescription and Limitation (Scotland) Act 1973 (as amended by the 1984 Act) permits a considerable period of time for claimants to come forward with intimation of a civil claim for personal injury for example and, in that regard, there is a reasonable possibility that in a number of cases the Council will have no knowledge of accidents or incidents until perhaps 2-3 years or more into the future, and in those circumstances only when legal proceedings are brought against the Council via a third party and/or his/her solicitor. It is not therefore possible to ensure completely that there will be no detrimental effects – only that such action will be taken, as deemed necessary, on the basis of the knowledge the Council possesses at any given time.

It should be further noted that, in the event of an increase in insurance claims, the settlement costs (where appropriate) could have the potential to eliminate the value of any savings made. That said, however, if none of the aforementioned risks become a reality then the projected savings can be realised.

5.5 Equalities, Health And Human Rights

This has been addressed within the review process through Equalities Impact Assessments.

5.6 Environmental

Carbon Management

We are working to reduce the Council's carbon footprint, and our electricity costs, by ensuring that only energy efficient lighting is

installed in new schemes and that older inefficient lights are replaced with more efficient lighting units whenever the opportunity arises.

Light Pollution

The most obvious impact of light pollution is interference with the view of the night sky but there are other affects such as harming people's quality of life. For example disturbance of sleep caused by excessive light shining into homes. There is also energy wastage due to light being dispersed into the night sky rather than onto the road surface and surroundings where it is required. The Roads Service has, for a number of years, been installing "flat glass" lanterns when replacing existing lighting infrastructure. This more modern type of lantern is designed to reflect the light it emits downward so that glare and upward light is limited.

Resources

5.7 Financial

The following table sets out the Council's current capital and revenue budget provision for streetlighting:

Maintenance	£160,000
Electricity	£202,254
Equipment Purchase/Licence Agreement	£4,400
Roads Service Support Costs	£46,858
Capital Replacement Costs	£130,500
Overall Total	£547,012

The proposals in this report represent total recurring savings of £50,855 achievable over a 5 year period.

The approved Medium Term Financial Strategy is to achieve financial sustainability by reducing the annual draw on reserves from £36m to £5m over the term of this Council. At present the Council's level of expenditure is not sustainable and if left unchecked will result in reserves becoming fully depleted by 2016/17. It is therefore vital to the future economic wellbeing of the Council that its reduction in budget, incorporating that of the Infrastructure Directorate is delivered in full.

5.8 Legal

The Council's statutory duties are defined by Section 35 of the Roads (Scotland) Act 1984 which requires that "*a local roads authority shall provide and maintain lighting for roads, or proposed roads, which are, or will be, maintainable by them and which in their opinion ought to be*

lit.” Should the Council be of that opinion, lighting must be provided. Whether the Council does or does not believe lighting to be necessary, that opinion must have a reasonable justification.

5.9 Human Resources

This has been addressed within the review process.

5.10 Assets and Property

Any reduction of capital budgets will involve liaison with Capital Programmes Service.

6.0 Conclusions

- 6.1 The Council’s Infrastructure Service has undertaken a review of the Council’s Streetlighting
- 6.2 The Council is asked to note the contents of this report, including the appendices, and to approve the recommendations detailed in sections 2.1.

For further information please contact:
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22 October 2012

List of Appendices

Appendix 1 – List of meetings, consultations and workshops
Appendix 2 – Communications Strategy

Background Documents:

- 1. Specification and Appraisal of Options

APPENDIX 1

List of meetings, consultations and workshops

Stakeholder Consultation

24 May 2012	(Emergency Services forum)
7 June 2012	(Council and essential services)
15 June 2012	(Drop-in session, Yell)
23 June 2012	(Drop-in session, Lerwick)
22 August 2012	(Internal stakeholders)
25 September 2012	(Internal stakeholders)
8 October 2012	(Co-ordination with Blueprint for Education)
12 October 2012	(External)

Staff Union Consultation

22 August 2012
5 September 2012
4 October 2012

Staff Consultation

13 June 2012	(Sellaness staff)
15 June 2012	(Isles Roads staff)
21 June 2012	(Roads staff, Murrister)
23 June 2012	(Lerwick; open to all Roads staff)
5 September 2012	(Team Leaders and Depot Foremen)

Public Consultation (drop-in sessions)

14 June 2012	(Whalsay)
15 June 2012	(Yell)
18 June 2012	(Unst)
19 June 2012	(Bressay)
21 June 2012	(West & Central)
22 June 2012	(Fetlar)
23 June 2012	(Lerwick)
26 June 2012	(Cunningsburgh)
27 June 2012	(Brae)
28 June 2012	(Scalloway)
30 June 2012	(Tingwall)
4 July 2012	(Papa Stour)
7 July 2012	(Skerries)

Community Council Meetings

14 June 2012	(Whalsay)
15 June 2012	(Yell)
18 June 2012	(Unst)
19 June 2012	(Bressay)
21 June 2012	(Sandness & Walls / Sandsting & Aithsting)
22 June 2012	(Fetlar)
23 June 2012	(Lerwick)
26 June 2012	(Sandwick / Dunrossness / Gulberwick, Quarff & Cunningsburgh)
27 June 2012	(Delting / Northmavine)

28 June 2012 (Burra & Trondra / Scalloway)
30 June 2012 (Tingwall, Whiteness & Weisdale / Nesting & Lunnasting)
4 July 2012 (Papa Stour community representative)
7 July 2012 (Skerries)

Roads Options Review Workshop

31 July 2012

Roads Options Filtering

12 September 2012

Communication Meeting

2 October 2012

Appendix 2

Communications Strategy – Streetlighting Review

Given the immediacy of some of the changes to Streetlighting, and the shortening days going into the winter months, it is important that the relevant information is communicated as soon as possible to staff, partner organisations and the wider public. The following measures will be taken to make sure this is done.

1. SIC website

An information bulletin will be placed on the website as soon as possible, bullet-pointing the changes and giving timescales. Contact details will also be included for any individual queries from the public – to be directed to:

Reception Phone: 01595 744866

Email: roads@sic.shetland.gov.uk

A link 'Find information on street lighting' can also be added under the 'How can we help you' box.

2. Media release

This information will also be issued to the media, and appropriate members of staff will be identified who will brief accordingly.

3. SIC Website – individual service pages

The appropriate pages on the SIC's website will be updated as soon as possible to reflect, highlight, and explain any changes to services. This must be done within three working days of the Council's decision.

The navigation of the Roads section of the website will be slightly adjusted so that 'Street Lighting' is more prominently displayed and not hidden under 'Asset and Network Management'.

4. Community Councils, SIC outreach offices, etc.

Electronic copies of the brief outline of service changes will also be emailed to Community Councils within three working days of the Council's decision. Hard copies of a brief outline of the service changes to Winter Roads maintenance and Streetlighting will be sent out as soon as possible to Community Councils, SIC community offices, care centres, and schools. Again, the public can contact Roads Service using the details above to clarify any changes to services in their area.

5. Social Media

Links to the brief outline of service changes will be issued through SIC's Twitter account.

6. Shetland News banner advert

An advert will appear within the rolling banner advert space on the home page of the Shetland News website, with a direct link to a PDF outlining changes.