

Item: 8

Development and Infrastructure Committee: 7 February 2023.

Local Transport Strategy.

Report by Corporate Director for Enterprise and Sustainable Regeneration.

1. Purpose of Report

To consider a revised Local Transport Strategy to be adopted by the Council.

2. Recommendations

The Committee is invited to note:

2.1.

That the existing Local Transport Strategy, which was published in 2007, is now out of date, with some significant developments since it was produced, particularly the COVID-19 pandemic, Brexit and the declaration of a global and local climate emergency.

2.2.

That, during 2022/23, consultants were appointed to update the existing Local Transport Strategy, utilising funding from the Scottish Government's Smarter Choices, Smarter Places initiative.

2.3.

That the revised Local Transport Strategy has been aligned with the National and Regional Transport Strategies, which were recently updated by Scottish Government and HITRANS, the regional transport partnership.

2.4.

That, as part of the review process, the consultants carried out stakeholder engagement and collaborative working, including community dialogue from the Orkney Matters meetings and the Community Planning Partnership delivery groups on connectivity and community wellbeing.

2.5.

That, should the Local Transport Strategy, attached as Appendix 1 to this report, be approved, further consideration will be required regarding investment in resources, both human and financial, in order to meet the short, medium and long-term goals outlined in the Delivery Plan.

It is recommended:

2.6.

That the Orkney Local Transport Strategy 2022-2042, attached as Appendix 1 to this report, be approved.

3. Background

3.1.

In April 2007, the Council approved a Local Transport Strategy, which is now out of date, with some significant developments since it was produced, particularly the COVID-19 pandemic, Brexit and the declaration of a global and local climate emergency.

3.2.

During 2022/23, consultancy group Systra UK: Global Engineering and Transport Infrastructure Consultancy, supported by local consultants Eylandskyn and McGregor Solutions, were appointed to update the existing Local Transport Strategy, utilising funding from the Scottish Government's Smarter Choices, Smarter Places initiative.

3.3.

The revised Local Transport Strategy (LTS), attached as Appendix 1 to this report, considers actions that will be fundamental to strengthening Orkney's economic and social fabric as society transitions to net zero, while facilitating economic and community equality, empowerment and resilience across the archipelago.

3.4.

A long-term planning horizon (15 to 20 years and beyond) has been considered for the LTS, considering short, medium and long term objectives. A long-term approach is required to the planning and maintenance regimes for all aspects of transport and towards the decarbonisation of transport, particularly in a maritime and aviation context.

3.5.

There is a need for an improvement in cross sectoral and cross government collaboration in order to move forward and meet objectives outlined in the strategy. Transport is an enabler for economic growth, social equity and community resilience. It is therefore key that the LTS takes account and supports existing plans and policies to achieve results, meet outcomes and achieve Best Value.

3.6.

As outlined in the LTS, there are a number of short, medium and long-term actions set out in the Delivery Plan however, to deliver the level of innovation and forward-thinking required to achieve goals, i.e. decarbonisation, will require further investment in resources, both human and financial.

3.7.

Therefore, there is a pressing need for investment in both additional professional time and additional financial resource, both within the Council and partner agencies, and also within the communities across Orkney to facilitate truly place-based and community-enabled, community-designed and community-delivered outputs.

3.8.

As part of the LTS review process, the consultants have carried out stakeholder engagement, collaborative working and gathered evidence from other work/programmes. This has included community dialogue from the Orkney Matters meetings and the Community Planning Partnership delivery groups on Connectivity and Community Wellbeing.

4. Vision and Objectives

4.1.

As outlined in the LTS, the ambition for the Orkney transport network is that it allows people and goods to get to where they need to be safely and efficiently to support a sustainable economy, and in ways that improves people's health and wellbeing, and in a way that contributes to the journey to net zero.

4.2.

The LTS objective reflects the aims and objectives of key policies, particularly the National Islands Plan (NIP), the National Transport Strategy 2 (NTS2) and the local Orkney Community Plan (incorporating the Local Outcomes Improvement Plan (LOIP)), as well as recognising the issues and opportunities identified through stakeholder and community input.

4.3.

The LTS objectives are as follows:

- Enable economic recovery, adaption, resilience and security to build on Orkney's assets and opportunities.
- Deliver climate action, decarbonisation and climate change mitigation.
- Encourage participation and improve health and wellbeing across communities (geographical communities and individuals with shared characteristics) to support community resilience and sustainability.
- Help prevent the long-term persistence of poverty across Orkney.

4.4.

The LTS specifically sets out key priorities in terms of transport around:

- Growing the network of paths across the islands, including routes to promote connectivity and leisure.
- Enhancing cycle networks across the islands and providing support facilities.

- Enabling and encouraging users of walking and cycling routes through signage and information.
- Supporting electric bike usage.
- Enhancing public bus travel to and from hubs and key attractions.
- Connecting bus transport with active travel routes.
- Integrating bus and ferry transport for visitors.
- Simplifying visitor ticketing for bus and ferry.
- Supporting electric car usage.
- Decarbonising public bus and ferry transport.
- Exploring support for electric planes between islands.

4.5.

Decarbonisation is a key driver and core element of the LTS, as part of the major challenge is responding quick enough to meet the emissions targets set by Scottish Government, whilst also considering that services must be fit for purpose and comply with statutory bodies, as well as providing Best Value for the Council.

4.6.

The LTS actions sit within a hierarchy to reflect this with active travel at the top followed by local passenger transport (including internal air and ferry services). The Delivery Plan actions are outlined on page 14 of the Strategy, attached as Appendix 1 to this report.

5. Overview of revised LTS

5.1.

The revised LTS notes a largely dispersed population across Orkney, with the exception of the two main settlements of Kirkwall and Stromness. This can represent challenges when considering an appropriate level of transport connectivity outwith the two main settlements.

5.2.

The Strategy also highlights that, despite a population increase in Orkney from 1998 to mid-2000 by 14%, the 75 and over age range saw the largest percentage increase during this period. This is likely to have implications on housing, care provision and general support services. Orkney is therefore seeing a reduction in the number of working age people and an increase in an ageing demographic requiring a need for more support services. This represents a challenge going forward but is likely to see further demand in public and community transport services.

5.3.

The Strategy highlights that the use of walking, cycling and public transport should be encouraged however it also acknowledges that, due to the dispersed population

and limited public transport services, use of Electric Vehicles and more innovative forms of transport is required in an Orkney context.

5.4.

The Strategy also flags that there is pressure from Scottish Government to reduce the mileage carried out by residents and in order to do this, community and mobility hubs should be considered in rural areas to reduce the number of people travelling to Kirkwall for example to work and encourage a shorter commute which could be carried out by walking and cycling.

5.5.

The Strategy highlights that the Department for Work and Pensions statistics on local child poverty indicate that just over 13% of children in Orkney are living in relatively low income households in 2021 which shows that many families in Orkney are facing real financial challenges. The highest levels of deprivation in Orkney are in the Outer North Isles where access to public transport is limited or not available.

5.6.

From a transport context, the Strategy highlights the limited public transport service provided across the county and in some isles, no services in operation at all. The limited routes and frequency of services therefore means a strong attachment to the private car. That said, the use of public bus services across the county has seen steady growth year on year prior to the COVID-19 pandemic, and figures are steadily increasing back to pre-COVID levels again. The reliance of public bus services across the county is therefore strong, particularly with elderly and young people who may have no alternative means of travel.

5.7.

It is noted that the quality and reliability of school and public bus services has significantly improved following the award of the contract in August 2021, whereby Stagecoach purchased 34 brand new low floored accessible, low emission Euro 6 buses. This did result in considerable budget investment by the Council. An overview of the public bus services is outlined at section 5 of the Strategy.

5.8.

The existing Community Transport service has been considered in the Strategy however this is in the process of being reviewed and will be the subject of a separate report to the Committee in due course.

5.9.

Internal and external air and ferry services are fully outlined within the Strategy, with a focus on the need to progress with the Ferry Replacement Programme for the lifeline inter island ferry service and the associated land side infrastructure requirements.

5.10.

The Strategy also highlights that, in order to take forward its objectives, it will require additional staff resource and funding. This will need to be considered in more detail in order to successfully meet the ambitions of the Strategy.

6. Delivery Plan

6.1.

The Delivery Plan, outlined at section 8 of the LTS, comprises a list of key actions that are proposed to be implemented during the lifetime of this Local Transport Strategy. These actions include a mix of small to large scale infrastructure projects and policy enhancements to be taken forward in the short, medium and long-term.

6.2.

An initial long list of actions was compiled from suggestions made and inputted from the stakeholder engagement and from considering solutions to the issues, challenges and opportunities that have been captured and described in earlier sections as part of the LTS development process.

6.3.

The proposed actions were then subject to an appraisal framework, with each assessed against the LTS objectives, together with feasibility, deliverability and public acceptability, to score each option. The assessment process also considered timescales, priority, responsibility and affordability at a high level. The Islands Community Impact Assessment was also applied to each option.

6.4.

The Delivery Plan is an improvement plan and builds on current activities alongside the delivery of the actions. The LTS Delivery Plan hierarchy has decarbonisation as top priority, followed by active travel and local passenger transport (bus, community transport, internal air and ferry services), with the LTS actions summarised on page 106 of the LTS.

6.5.

The Delivery Plan categorises the Council objectives under decarbonisation, active travel, public and community transport, inter-island connectivity, roads and parking, harbour infrastructure, external ferry services, external aviation services and cross cutting themes, policy and partner projects. The objectives have been considered on a short, medium and long term basis, with costs and lead agencies noted.

7. Equalities Impact

An Equality Impact Assessment has been undertaken and is attached as Appendix 2 to this report.

8. Island Communities Impact

An Island Communities Impact Assessment has been undertaken and is attached as Appendix 3 to this report.

9. Links to Council Plan

9.1.

The proposals in this report support and contribute to improved outcomes for communities as outlined in the Council Plan strategic priority theme of Connected Communities.

9.2.

The proposals in this report relate directly to Priority 6 Orkney's Transport Networks, considering the key infrastructure requirements for transport infrastructure across Orkney.

10. Links to Local Outcomes Improvement Plan

The proposals in this report support and contribute to improved outcomes for communities as outlined in the Local Outcomes Improvement Plan priority of Connectivity but are also linked to community wellbeing and sustainable recovery as transport is an enabler.

11. Financial Implications

The report is to consider the adoption of a revised Local Transport Strategy. There are therefore no immediate financial implications arising from this report. However the Strategy does highlight that additional staff resource and financial input will be required to carry out the actions of the Delivery Plan.

12. Legal Aspects

There are no legal implications arising directly from the recommendations in this report.

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14. Appendices

Appendix 1: Revised Orkney Local Transport Strategy 2022 to 2024.

Appendix 2: Equality Impact Assessment.

Appendix 3: Island Communities Impact Assessment.

ORKNEY LOCAL TRANSPORT STRATEGY 2022 – 2042



SYSTRA



ORKNEY LOCAL TRANSPORT STRATEGY

IDENTIFICATION TABLE

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EXECUTIVE SUMMARY

INTRODUCING ORKNEY'S LOCAL TRANSPORT STRATEGY 2022 – 2042

The landscape within which Orkney Islands Council (OIC) supports its communities and delivers its services is constantly changing and there have been some significant developments since the last Local Transport Strategy (LTS) was published in 2007, including the recent COVID-19 pandemic, Brexit and the declaration of a global and local climate emergency.

Now has been an **opportune time for refreshing and reframing the LTS**, using the Strategy as a tool to identify and draw together actions that will be fundamental to strengthening Orkney's economic and social fabric as society transitions to net zero, while facilitating economic and community equality, empowerment and resilience across the archipelago.

A **long-term planning horizon (15 to 20 years and beyond)** is appropriate for this LTS, driven by the need to establish pathways towards decarbonisation of transport, and the longer planning and delivery horizons associated with aviation and maritime transport, which are core components of Orkney's transport network; plus the need for a long-term approach to the planning and maintenance regimes for all aspects of transport, road, electric vehicle (EV) infrastructure, active travel routes and bus and community transport. That said, there is a pressing need for immediate progress on a number of actions and projects set out in the LTS Delivery Plan, including identifying and implementing 'quick win' opportunities.

There is also a **pressing need for joined up cross-sectoral and cross-government (local and national, and with Orkney's neighbour authorities) collaboration** to achieve greater things in and for Orkney: transport is only part of the wider picture, as an enabler for economic growth, social equity and community resilience. Ensuring this LTS takes account of and supports these other plans and policies will help maximise these synergies and the resulting outcomes, to achieve best value from the investment of time, energy and resource spent developing the LTS itself and in the subsequent delivery of its recommended actions.

The LTS is in many ways aspirational, not only in terms of the number of actions set out in the Delivery Plan, but the magnitude of some proposals and the level of innovation and forward-thinking required to achieve particularly decarbonisation goals. **To deliver this the LTS will require investment in resources, both human and financial.** It is also the case that funding, particularly from external sources, is generally for new infrastructure, which adds to the already substantial financial burden associated with long-term maintenance. Specifically, in order to deliver the actions set out in the Delivery Plan and to thereby make progress against the LTS and wider objectives on which transport has a bearing, there is a **pressing need for investment in both additional professional time and additional financial resource**, both within the Council and partner agencies, and also within the communities across Orkney to facilitate truly place-based and community-enabled, community-designed and community-delivered outputs.

POLICY REVIEW – A CRITICAL FACTOR IN LTS DEVELOPMENT

There are many new and emerging policies and strategies at this time, both nationally and locally, with a particular focus on decarbonisation and changing behaviours within a transport context. Aligning the



LTS with these new strategies and policies is also pertinent with regard to identifying potential funding sources.

The LTS has been **informed by a wide range of relevant national, regional and local policies, strategies and plans**, to help identify the potential and specific ways in which the LTS can deliver on these within an Orkney context. In particular, we have considered the National Islands Plan (NIP), the National Transport Strategy 2 (NTS2) and the Orkney Local Outcomes Improvement Plan (LOIP).

The figure here presents a summary of the plans and policies considered.



LTS COGNISANCE OF ORKNEY CONTEXT

The issues to be addressed include an ageing population, under-employment, low wages and a seasonal economy, high costs of living, fuel poverty, limited affordable housing, limited transport and digital connectivity and constrained access to essential services.

Economic activity is a key determinant of poverty, which is the single largest determinant of ill-health and it is generally accepted that the prevalence of poverty follows a far more dispersed, and often hidden, picture in Orkney, than might be seen in more urban contexts elsewhere in Scotland.

Orkney, on the surface, is a relatively prosperous part of Scotland, and appears to do well on many economic measures, yet still faces challenges brought on by remoteness from traditional centres of government and general trade, including relatively expensive transport connectivity and barriers in developing businesses of scale, especially as the cost of transport on islands is much higher, relative to income, than in the rest of Scotland, and journey times are often long and can require multiple interchanges, including an overnight stay, adding further costs.

Many of these issues may be felt by some groups more than others and can require targeted measures in order to redress the inequality experienced, especially as much of the funding available for tackling Scotland's transport issues is more targeted towards urban networks than remote communities facing island-related barriers.



The LTS recognises that Orkney’s local communities have a key role to play in the co-design and co-delivery of transport services and solutions. It has therefore incorporated the views of a wide variety of stakeholder and *community* representatives, via a stakeholder engagement plan which built on extensive recent engagement carried out to inform a number of other relevant plans and policies and included ongoing dialogue and engagement with key contributors.

‘ISLAND-PROOFING’ THE LTS: ISLAND COMMUNITY IMPACT ASSESSMENT

The LTS development used an **Island Community Impact Assessment (ICIA)** approach to consider its likely impacts on the isles around the Orkney Mainland as well as the Orkney Mainland itself – to validate that policies and actions contained within the LTS are fit for purpose for all inhabited locations within Orkney, and to demonstrate compliance with the Islands (Scotland) Act.

The ICIA has specifically helped shape the LTS Delivery Plan, informing the detail and content of the actions that will be implemented during the lifetime of this LTS, shaping the sifting and appraisal process used to reduce the initial long list of potential actions identified at the start of this LTS Update.

ORKNEY’S TRANSPORT CONTEXT

Transport in and for Orkney comprises **a full range of modes of travel** encompassing land, sea and air. Local, internal transport, as would be expected in a rural, island, context predominantly requires subsidy to operate, and includes local bus services, some community transport, internal ferry services with scheduled services to 13 islands, and internal air services to the six outer north isles. OIC is responsible for the procurement or operation of these services. The 2021-23 Local Outcomes Improvement Plan (LOIP) flags that *‘our ferry fleet is old, polluting, unreliable and fails dismally to meet acceptable standards for modern public transport with regard to accessibility or carbon footprint. This is a serious and longstanding equality failure for those living on, or travelling to, the ferry-linked isles.’*

The Council is responsible for Orkney’s road network and maintenance. Orkney’s roads are in better condition than many other areas throughout Scotland, however it is reported that conditions are now deteriorating fast. OIC is the Statutory Harbour Authority responsible for the safe and efficient operation of harbour areas and 29 piers located throughout Orkney. OIC has supported significant investment in the development of a comprehensive network of EV charging infrastructure across Orkney.

Walking, wheeling and cycling are important, popular and an area of growth in Orkney, both for residents, getting about their community or local area, and for visitors to Orkney. For example, 27% of people walk to work in Orkney compared to just 12% nationally.

Travel to and from Orkney is vital for economic prosperity and social wellbeing, and to facilitate access to some secondary and tertiary health and care on the Scottish Mainland. External transport links are by sea or air, with Transport Scotland-sponsored ferry services as part of the Northern Isles Ferry Services (NIFS) contract between Kirkwall (Hatston) and Aberdeen and between Stromness and Scrabster. Commercial ferry services also operate between St Margaret’s Hope and Gills Bay, and a passenger only service in the summer (only) between Burwick and John o’ Groats. Air services are operated commercially from Kirkwall airport to Sumburgh (Shetland), Aberdeen, Inverness, Glasgow



and Edinburgh. A growing regional offer by Loganair, who operate these services, and codeshare arrangements allow connected access to a range of UK and international destinations.

The COVID-19 pandemic has affected all transport provision, both from a demand and supply perspective; arguably the hardest hit has been aviation, and the external schedules continue to be diminished compared to pre-COVID-19 operation.

Connections on the Scottish Mainland for onward travel and transport are also of significant importance for travel to / from Orkney, including road connections for private car and commercial movement of goods and livestock etc., but also critically onward passenger transport connections by bus, coach, rail and air.

The 2021-23 LOIP flags the main areas of activity through which the Connectivity Delivery Group will contribute:

- Continue to engage with Scottish Government to secure either (i) guaranteed and permanent full funding for the inter-island ferry service or (ii) a Transfer of Responsibility for Orkney’s lifeline inter-island ferry services at no net detriment to the Council (the current service provider).
- Following completion of the Outline Business Case (OBC) currently in preparation, engage with Scottish Government on the sourcing and funding of an accessible and “green” replacement ferry fleet for Orkney’s inter-island ferry services.
- Consider a third aircraft for Orkney’s inter-island air services to improve island connectivity.
- Improve connectivity by integrating air, ferry and bus travel where possible (a budget uplift would be required to enhance services beyond current levels).

IMPORTANCE OF STAKEHOLDER ENGAGEMENT AND INVOLVEMENT

As well as utilising evidence from other work and programmes, the LTS has been shaped with the views and feedback from a wide variety of stakeholders and community representatives, both individuals and via established groups and forums, and both during the LTS process and from reviewing other relevant stakeholder consultations.

Stakeholders have made a substantial contribution to the identification of issues and critically the identification of possible actions, as well as option development and appraisal validation process.



Progressing the LTS will require ongoing engagement and joint progress with a multitude of partners, utilising established groups and building on community dialogue and involvement such as through the Orkney Matters programme of engagement and via Community Councils. Input from the Community



Planning Partnership (CPP) Delivery Groups on Connectivity and Community Wellbeing has been valuable to informing and shaping the LTS, and ensuring alignment with other plans, such as the NHS Orkney requirement to produce a Sustainable Transport and Travel Policy. Embedding this collaborative approach at a strategic level and also as part of the development of individual projects in the LTS delivery plan are critical to the success of the LTS.

LTS VISION AND OBJECTIVES

The purpose of any transport network is to allow people and goods to move around safely and efficiently whether by walking or cycling, passenger transport, lorry, van or car.

The ambition for the Orkney transport network is that it allows **people** and **goods** to get where they need to be safely and efficiently to support a sustainable economy, and in ways that improve people’s **health and wellbeing**, and in a way that contributes to the journey to **net zero**.

The LTS objectives reflect the aims and objectives of key policies, particularly the National Islands Plan (NIP), the National Transport Strategy 2 (NTS2) and the local Orkney Community Plan and Local Outcomes Improvement Plan (LOIP), as well as recognising the issues and opportunities identified through stakeholder and community input.



DELIVERY PLAN FOR ORKNEY’S TRANSPORT SERVICES & INFRASTRUCTURE

The Delivery Plan comprises a list of key actions that should be the focus of implementation during the lifetime of this LTS. These actions include a mix of small to larger scale infrastructure projects, service delivery aspects, and policy enhancements to be taken forward in the short-, medium- and long-term.

An initial long list of actions was defined through consultation with key stakeholders and a review of relevant documents and data to address issues, constraints and opportunities identified; following an



appraisal against LTS objectives and other criteria, a final priority short list of the best scoring actions was determined.

The Delivery Plan is an improvement plan and builds on current activities, it comprises continuing with 'business as usual' activities alongside the delivery of the LTS actions.

Decarbonisation is a key driver and core element of the LTS, as part of the major challenge around decarbonisation of Scotland's transport quickly enough to meet the currently-agreed emissions targets. Being able to progress this decarbonisation in a just and inclusive manner will be particularly important for Orkney's communities.

The LTS actions sit within a hierarchy to reflect this, with active travel at the top, followed by local passenger transport (including internal ferry and air services). Maintaining Orkney's roads, harbours and external ferry and air services are vital for Orkney, but within the context of an overarching impetus to reduce travel demand, particularly that which involves the burning of fossil fuels.



The Delivery Plan actions are set out overleaf.



There should be a focus on co-design and co-delivery of the LTS actions with communities across Orkney, representative of geographical location and shared characteristics or needs. The Delivery Plan sets out discrete actions, but in practice, actions across a number of themes should be developed and considered in parallel to shape the best design and package to address challenges and build on opportunities for each given community / locality. The Delivery Plan is intentionally an ambitious plan fused with realistic actions that can be progressed and delivered in the coming years. Both the quick wins and the stretch deliverables will require the right conditions, notably investment in resources both professional and in terms of capital and wider revenue funding, for operations and maintenance.

SUMMARY OF LTS ACTIONS

Decarbonisation

- Develop Plan for EV Charging Infrastructure
- Decarbonise OIC and Public Sector Vehicle Use
- Develop Community Hubs
- Re-fuel Aviation
- Re-fuel Internal Ferries & Harbour Infrastructure
- Support a Just Transition

Active Travel

- Active Travel Action Plans
- Active Travel Network Maintenance Programme
- Fund for Active Travel Improvements
- Public Realm Enhancements / Further Vehicular Restrictions in Kirkwall Town Centre
- Kirkwall Bike Scheme
- St Margaret's Hope – Kirkwall – Stromness Cycle / Walk Route

Bus and Community Transport

- Plug Geographical Gaps in Services
- Bus / Community Transport Strategy
- Work with Dial-A Bus (DAB) to Improve Services
- Merge Community / Social Transport Assets and Provision
- Develop Orkney Strategy for Flexi MaaS
- Develop Orkney EV-based Car Club Scheme / EV Library / Wheels to Work

Internal Air & Ferry Services

- Develop an Island / Person Connectivity Needs Assessment
- Review Inter-Island Transport Network – Ferry, Air, Fixed Links
- Undertake Ferry Vessel Feasibility & Initial Design
- Increase Inter-Island Air Capacity
- Consider Yield Management Options
- Extend Under 22 Concessionary Scheme to Ferry and Air Services

Roads & Parking

- Long-term Road Maintenance Strategy / Funding
- Address Roads in Particularly Poor Condition
- Undertake Traffic Management Review: Kirkwall and Other Towns
- Town Centre Parking Strategy for Kirkwall
- Parking Strategy for Orkney

Harbours

- Orkney Harbours Masterplan Phase 1
- Orkney Harbours Masterplan Phase 2

External Ferry Services

- Increase Ferry Services Between Orkney and Aberdeen
- Increase Utilisation of Northern Isles Ferry Services (NIFS) Fleet
- Provide Additional Freight Vessel to Build Resilience Across Network / Refit

External Air Services

- Extend Air Discount Scheme
- Implement PSO on Kirkwall – Inverness Route
- Implement PSO across Orkney / Highlands & Islands
- Support Removal of ADP from Incoming Flights
- Lengthen Runway at Kirkwall Airport

Cross Cutting Themes

- Make Case for Additional Funding for Community-based Solutions
- Develop Locality-based Travel Plan Approach



SUMMARY OF LTS ACTIONS

Establish Fit-for-purpose Design Guide with Sustrans
Decentralise Services / Jobs: Develop Community Hubs
Ensure Accessibility is Integral to Design for Ferries, Aircraft, etc
Bring More Health (and other) Services to Remote / Island Communities

MONITORING FOR SUCCESSFUL LTS IMPLEMENTATION

The LTS Delivery Plan has grouped its recommended measures into a series of packages, as described above. The Monitoring and Evaluation (M&E) Plan identifies a set of indicators to monitor progress and evaluate the impacts of each of these packages of measures. This M&E Plan will be supplemented with the development of bespoke monitoring and evaluation plans for individual projects that are commensurate with the nature and scale of the projects, and which meet the specific requirements of the relevant scheme funders.



1. INTRODUCTION

1.1 Introduction

1.1.1 This long format document comprises the detail and evidence that has informed the development of the LTS in its entirety, and this document is accompanied by a sister summary document that focuses on the key aspects, particularly the resulting LTS Delivery Plan that sets out the direction for transport and travel focus and investment for the period 2022 to 2042.

1.1.2 In this initial section we summarise the context for OIC's new Local Transport Strategy (LTS), provide an overview of the approach used to develop it and summarise the structure of this document.

1.2 Opportune time for a refresh of Orkney's Local Transport Strategy (LTS)

1.2.1 The landscape within which OIC supports its communities and delivers its services is constantly changing and there have been some significant developments since the last LTS was published in 2007, including the recent COVID-19 pandemic, Brexit and the declaration of a global and local climate emergency.

1.2.2 Now is an opportune time for refreshing and reframing the LTS, using the Strategy as a tool to identify actions that will be fundamental to strengthening Orkney's economic and social fabric as we transition to a net zero society, while facilitating economic and community equality, empowerment and resilience across the archipelago.

1.2.3 A long-term horizon (15 to 20 years and beyond) is appropriate for this LTS. This is driven by the need to establish pathways towards decarbonisation of transport and the longer planning and delivery horizons associated with aviation and maritime transport which are core components of Orkney's transport network.

1.2.4 As requested by elected members and community-based stakeholders during its development, this LTS will also capture shorter term actions and deliverables, including 'quick wins' which will help deliver specific transport and travel improvements and the associated accessibility benefits for the community.

1.3 A joined-up approach so that transport is aligned where it needs to be

1.3.1 There are many plans and proposals being generated at local, regional and national levels covering a range of topics and sectors, particularly in this management and eradication phase of the COVID-19 era. Many of these will influence the shape of the LTS, while the LTS should play a critical role in informing others' efforts: particularly around planning, the future of maritime and aviation planning, tourism management, decarbonisation and social equality, within an island network context, and in the framework of principles of the Islands (Scotland) Act 2018.

1.3.2 There is a pressing need for joined up cross-sectoral and cross-government (local and national, and with Orkney's neighbour authorities) collaboration to achieve greater things in and for Orkney: transport is only part of the wider picture, as an enabler for economic growth, social equity and community resilience. Ensuring this LTS takes account of and supports these other



plans and policies will help maximise these synergies and the resulting outcomes, to achieve best value from the investment of time, energy and resource spent developing the LTS itself and in the subsequent delivery of its recommended actions.

1.3.3 The COVID-19 experience has further highlighted the strength, resilience and strong networks and organisations and groups that exist right across communities in Orkney, and the LTS has the opportunity to build on this solid foundation, in parallel with other sectors and initiatives. That said, it is also important to note that there are a number of social and economic injustices present in Orkney, including poverty and income inequality, which is often hidden and dispersed, as much as the islands of the archipelago are dispersed themselves. While Orkney on the surface hits the high markers of having adults that are ‘among the happiest, most satisfied and content,’ with ‘high levels of car ownership’ and ‘low levels of deprivation’, these high quality-of-life standards are not universal. The LTS therefore has a role in identifying ways to bridge the gap between the mixed standards of travel choices and access to services currently experienced across the various communities.

1.3.4 The LTS is in many ways aspirational, not only in terms of the number of actions set out in the Delivery Plan, but the magnitude of some proposals and the level of innovation and forward-thinking required to achieve decarbonisation goals. To deliver this LTS will require investment in resources, both human and financial. It is also the case that funding, particularly from external sources, is generally for new infrastructure, which adds to the already substantial financial burden associated with long-term maintenance.

1.4 LTS Methodology

1.4.1 This Orkney LTS 2022 – 2042 sets out a vision for enhancing transport services and infrastructure across Orkney’s mainland and isles, identifying priorities and actions that will deliver economic, social and health benefits for communities (geographically-based and / or with shared characteristics), residents, businesses and visitors alike. This LTS also sets out the evidence base and policy framework that has informed its development.

1.4.2 The development of the LTS comprised a number of key phases, including:

- An initial inception meeting with OIC to agree the scope of work.
- Stakeholder engagement: a core activity comprised extensive dialogue with OIC officers, partners and stakeholders across a wide range of sectors, drawing on their experience, understanding and views on issues and opportunities to inform an up-to-date capture of existing and future issues, challenges and constraints, and to help devise a long list of possible actions.
- Targeted engagement: further opportunities were established to connect via other ongoing consultations and strategy / plan developments, as well as seeking input from targeted groups and communities, including:
 - Orkney Strategic Tourism Infrastructure Plan.
 - Orkney Child Poverty Action Plan.
 - Orkney Renewable Energy Forum – EV Strategy.



- Young people via the Orkney Youth Forum and a Higher Education Student group.
 - Older people via Age Scotland.
 - Isle inputs via the island development trust network meetings.
 - CPP Wellbeing Delivery Group meetings.
 - CPP Connectivity Delivery Group meetings.
 - Invitation to Community Councils across Orkney to share views.
- Review of relevant literature and policy documents: as mentioned above there was a need to be cognisant and align the LTS with various other plans and proposals being developed in parallel; a review of policy at national, regional and local level is presented in section 2.
 - Formulation of a vision and objectives: reflecting relevant policies as well as issues and constraints that were identified.
 - Gateway review of outputs from LTS engagement and emerging issues, constraints and opportunities with Elected Members, together with gathering their views on the route map ahead for the LTS through a Member seminar.
 - Identification and appraisal of potential actions, culminating in a Delivery Plan that sets out short-, medium- and long-term actions, and that is shaped and refined by relevant impact and feasibility assessments.
 - Sense-checking of emerging Delivery Plan with key stakeholders to refine and develop projects, plans and initiatives to ensure they fully and optimally align across sectors, and continue to support multi-faceted issues and objectives for both transport and partners' own aims and intentions.



1.5 Structure of this LTS Full Report

1.5.1 The LTS is structured around nine sections, as shown in Table 1.

Table 1. LTS Structure

SECTION	OVERVIEW
Executive Summary	A summary of the LTS
1 Introduction	LTS aspirations, methodology and structure
2 Policy Review	Review of national, regional and local policies, plans and strategies
3 Context	Highlights relating to the local context within which the LTS is formulated
4 Island Community Impact Assessment	Sets out the approach to employing the principles of ICIA in shaping the LTS
5 Transport Context	Transport provision in Orkney, highlighting key issues
6 Stakeholder Engagement	Describes the approach to developing the LTS with the valuable input and evidence from a wide range of stakeholders and special interest groups
7 LTS Vision and Objectives	The vision and objectives underpinning the LTS and how these link to other key policies
8 Option Development and Delivery Plan	An overview of option development and a Delivery Plan setting out actions, along with how and when they might be delivered (short, medium and long-term considerations)
9 Monitoring and Evaluation	Identification of Key Performance Indicators (KPIs) and monitoring framework, together with the LTS baseline



2. POLICY REVIEW

2.1 Introduction

2.1.1 This section covers relevant national, regional and local policies, strategies and plans. These have been reviewed to inform and shape the LTS, to help identify the potential and the specific ways in which the LTS can deliver on these key other strategies and policies in an Orkney context.

2.1.2 This review has assisted at all stages of development of the LTS – helping to inform the issues and the ‘case for change’, grounding the LTS objectives in the context of the policy environment, and to inform the LTS long list of actions, as well as shaping the appraisal framework to transmute the long list to a LTS Delivery Plan priority list of short-, medium- and long-term priorities.

2.2 Relevant Policies and Plans

2.2.1 Figure 1 presents key national, regional and local policies, with subsequent paragraphs providing an overview of each and its relevance to the LTS.

Figure 1. Relevant Plans and Policies at National, Regional and Local Level

National Planning Framework 4 (NPF4)	National Transport Strategy 2 (NTS2)	Strategic Transport Projects Review (STPR2)	National Islands Plan (NIP)
Scotlands Climate Change Update	A Route Map to achieve a 20% reduction in car km by 2030	Ferries Plan / Island Connectivity Plan / Aviation Strategy	HITRANS Regional Transport Strategy
Orkney Community Plan and LOIP	Orkney's Local Development Plan	Orkney Council Plan	Orkney's Sustainable Energy Strategy
Orkney Harbours Masterplan Phase 1	Orkney Electric Vehicle Strategy	Orkney Child Poverty Action Plan	Orkney Strategic Tourism Infrastructure Development Plan

2.2.2 The **National Planning Framework (NPF)** is a long-term plan for Scotland that sets out where development and infrastructure is needed. The Draft Fourth NPF (NPF4) was published in November 2021. It sets out pathways aligned with the Government’s target for achieving net zero by 2045: *‘we must embrace and deliver radical change so we can tackle and adapt to climate change, restore biodiversity loss, improve health and wellbeing, build a wellbeing economy and create great places.’* At the time of writing this document is still in draft, though it is envisaged that it will be finalised in 2022 and that there could be numerous changes within the document.



- 2.2.3 The document recognises challenges faced in an island context: *‘housing and public service provision, transport, energy consumption and fuel poverty will continue to be significant challenges.’*
- 2.2.4 NPF4 recognises that a bespoke and flexible approach to the popular concept of 20-minute neighbourhoods¹ is required in an island context and that building community hubs could future-proof the viability of dispersed communities: *‘the creation of community hubs where people can easily access a variety of services, which can evolve and grow to support communities and sustain a range of functions.’*
- 2.2.5 The document states that *‘communities will need resilient transport connectivity to maintain accessibility and lifeline links and further innovation will be required to help modernise connections and decarbonise transport systems. A net zero islands air network and decarbonisation of ferry services will help to secure the viability and service stability of island and remote coastal communities.’*
- 2.2.6 NPF4 will influence how Orkney’s next Local Development Plan (LDP) is developed; work is already underway with regard to developing the 20-minute neighbourhood concept in Orkney with a pilot study focussing on Dounby.
- 2.2.7 The **National Transport Strategy 2 (NTS2)** sets out the vision for Scotland’s transport system for the next 20 years: *‘a sustainable, inclusive, safe and accessible transport system helping deliver a healthier, fairer and more prosperous Scotland for communities, businesses and visitors.’* There are four priorities to support that vision within NTS2:
- Reduce inequalities.
 - Take climate action.
 - Help deliver inclusive economic growth.
 - Improve our health and wellbeing.
- 2.2.8 NTS2 feeds into the second **Strategic Transport Projects Review (STPR2)**, which itself was intended to inform transport investment in Scotland for the next 20 years. STPR2 was intended to help deliver the vision, priorities and outcomes for transport as set out in NTS2, and to align with other national plans, such as the NPF4 and the Climate Change Plan. STPR2 sets out for Scottish Ministers a programme of potential transport investment opportunities for the period 2022 – 2042.
- 2.2.9 **STPR2** was described as *“...draft transport recommendations for the next 20 years. STPR2 is one of the mechanisms for delivering the Vision, Priorities and Outcomes of the second National Transport Strategy (NTS2).”* However, STPR2 has excluded all transport interventions, projects and investments that relate to anything other than infrastructure and services that are

¹ A planning concept and urban growth model known as the ‘20-minute neighbourhood’, that has gained significant traction across the world as a means of supporting a sustainable, resilient and inclusive recovery from the COVID-19 pandemic, and in the context of Route Map to net zero and adopting place-based partnership approaches to delivery. Further detail in respect to ‘20-minute neighbourhoods’ and an Orkney approach to this is detailed throughout this LTS.



overseen or commissioned by Transport Scotland, with the exception of broad principles around active travel.

- 2.2.10 As such it is unclear from STPR2 how rural, remote and island areas that are and will be untouched by STPR2 will be supported in terms of investment and development associated with transport to assist towards the NTS2 strategic framework.
- 2.2.11 Specifically, the STPR2 sifting criteria discounted all transport services operated by local authorities, including all of Orkney's inter-island ferry services and associated infrastructure. It also discounted all air services, including lifeline inter-island air services, along with any options relating to revenue funding, including for local roads, and including for discounted travel, or digital connectivity. The sifting process thereby discounted from the list all of the projects which might have contributed to our LOIP priority of Connectivity, and hence what will result as the focus of this LTS.
- 2.2.12 The STPR2 is limited to focus on Transport Scotland's transport responsibilities, and so STPR2 offers limited progress of relevance to Orkney, given Transport Scotland's greater involvement in (Scottish) mainland and notably urban transport services and infrastructure. The one exception to this is the dominance in respect to active travel aspects, albeit much of this focusses on aspects that are more tailored to urban settings.
- 2.2.13 Coming on the back of the Islands (Scotland) Act, which was passed by the Scottish Parliament in 2018, the **National Islands Plan (NIP)** sets out thirteen strategic objectives to improve outcomes for island communities, underpinned by the principles of being *'fair, integrated, green and inclusive.'* One of the objectives is *'To Improve Transport Services'* – island communities should receive equality in terms of access with *'existing and future transport services fully island proofed so that they truly meet the needs of island communities.'*
- 2.2.14 To achieve this objective a number of key actions are listed. For example, a long-term plan and investment programme for new ferries and port developments; partnership working between local authorities and communities to improve walking and cycling infrastructure, the design of place and access to bikes, facilities, promotion and education to make walking and cycling the most popular choice for shorter everyday journeys including as part of multi-modal journeys; and finally the need to explore the potential to reduce the need to travel by using the planning system to promote places which bring people and services together.
- 2.2.15 An **Update to Scotland's 2018 – 2032 Climate Change Plan** reflects the Scottish Government's new targets set by the Climate Change Act 2019 – the commitment to reduce emissions by 75% by 2030 (compared with 1990) and to net zero by 2045. The update sets out a range of measures across key sectors, including transport, making the point that managing transport demand and embedding behaviour change will be of vital importance. Specifically the update comprises the following targets:
- Reduce car kilometres by 20% by 2030.
 - Phase out new petrol and diesel cars and vans by 2030.
 - Phase out new petrol and diesel light commercial vehicles by 2025.
 - Decarbonise scheduled flights within Scotland by 2040.



- Create the world's first zero emission aviation region in partnership with Highlands and Islands Airports (HIAL).
- Decarbonise Scotland's rail services by 2035.
- 30% of Scottish Government owned ferries will be low emission by 2032.
- Majority of new buses purchased from 2024 to be zero emission.
- Support for transformational active travel projects with a £500 million investment over five years.
- Reduce emissions in the freight sector, removing the need for new petrol and diesel heavy goods vehicles by 2035.

2.2.16 The update stressed the importance of a place-based approach and the importance of transport therein: *'The development of low carbon and resilient places across Scotland, for example through 20-minute neighbourhoods, will provide ready access to the facilities for our everyday lives, significantly reducing private car dependency and increase walking, cycling and public transport use, and supporting the wellbeing economy'.*

2.2.17 The report goes on to highlight a number of key funding streams that will be available over the next few years to fund measures associated with the above aims. While this is positive, it is evident that much of the funding is focussed towards tackling transport issues and behaviours within urban rather than rural areas.

2.2.18 Published in February 2022, Scottish Government and COSLA have set out Scotland's draft **Route Map** to achieve a *'national reduction in car kilometres, in order to enable healthier, fairer and more sustainable lives.'* The Route Map is published in response to the Scottish Government's **Climate Change Plan** update commitment to reduce car kilometres by 20% by 2030, to meet Scotland's statutory obligations for greenhouse gas emissions reduction by 2045. However, the Route Map also recognises the benefits that re-thinking the way we travel can have on our individual and community health and wellbeing, as well as the fairness of our society and the inclusiveness of our economy.

2.2.19 The Route Map does not aim to eliminate all car use. It recognises that this would not be realistic or fair, especially for journeys undertaken by disabled people or in rural areas where sustainable travel options may not always be available or practical. Rather, the Route Map encourages all of us to reduce our overreliance on cars wherever possible and identifies four key behaviours that everyone in Scotland should consider when planning a journey:

- Make use of sustainable online options to reduce your need to travel.
- Choose local destinations to reduce the distance you travel.
- Switch to walking, wheeling, cycling or public transport where possible.
- Combine a trip or share a journey to reduce the number of individual car trips made, if car remains the only feasible option.



- 2.2.20 In island communities, for example, the Route Map sets out that it may be more difficult for individuals to replace existing car trips with other modes, particularly where the current level of accessible public transport provision and connectivity is limited. Interventions that focus on alternative digital and hub-based models to allow people to access goods, services, amenities and social connections, as well as opportunities to combine and share car trips will be particularly relevant in these areas. Associated with this, the plan makes clear that the %age reduction target is for an overall national reduction, and it is not expected that car use in rural and island community areas will necessarily reduce at the same rate as in towns and cities.
- 2.2.21 Furthermore, the Route Map highlights that public transport has an important role to play in helping people reduce their car use for both short and long journeys. The impact of COVID-19 on travel demand has had a significant impact on public transport use, and highlighting that there is a need to support a safe and confident return to public transport that not only supports recovery from the pandemic but also ensures there is a viable and sustainable public transport system for the future, recognising that even in the pre-pandemic period there were public transport network coverage challenges, particularly in, but not limited to, rural areas and island communities.
- 2.2.22 That said, the Route Map sets out the following interventions as being particularly relevant for island and rural localities:
- **Intervention 4a: Testing the viability of Mobility as a Service (MaaS)² in Scotland:** this includes the three-year £2 million MaaS Investment Fund which consists of five pilots of innovative digital data driven solutions, providing people with better information and easier access to sustainable transport options, aiming to make public transport travel a viable alternative to the car. This includes a pilot run by HITRANS.
 - **Intervention 4b: Re-promoting the benefits of car-sharing and car-clubs post pandemic:** previous work to promote car-sharing was interrupted by the need to follow COVID-19 guidance on safe travel; however, it is stated that this will resume once it is safe to do so, as car-sharing has the potential to play a significant role in supporting a reduction in private car dependency and use, and recent research shows that there is still a lack of awareness around these forms of travel.
- 2.2.23 And the Route Map further sets out interventions that it states are of particular relevance to remote and rural communities as follows, and which will also be relevant for the LTS:
- **Intervention 1b: Extending superfast broadband to 100% of premises in Scotland:** access to good quality digital connectivity is no longer the barrier it once was, setting out that the Scottish Government is working to ensure that no-one in Scotland is digitally excluded.
 - **Intervention 1d: Issuing a refreshed Fair Work First Action Plan in Spring 2022:** this will set out support for the provision of flexible working arrangements where appropriate, as part of a wider commitment to Fair Work and will include a commitment to offer flexible working as a criterion for public sector grants and procurement under the Fair Work First

² MaaS can be described as a “digital interface to source and manage the provision of a transport related service(s) which meets the mobility requirements of a customer” (The Transport Systems Catapult, 2016) or indeed as digital transport service platforms that enable users to access, pay for, and get real-time information on, a range of public and shared transport options. These platforms may also be linked to the provision of new transport services (UK Parliament, 2017).



approach, as well as ongoing funding for advice and support to employers on how to provide flexible working patterns for workers.

- **Intervention 1e: Progressing the Work Local Challenge Programme:** this will include exploring opportunities for local work hubs formed by repurposing existing buildings, or by developing new ‘pop-up’ communities. This is in order to create quiet, safe, hygienic and connected work environments for office-based roles, capitalising on the benefits of home-working, by offering greater choice, flexibility and security and enabling companies to create productive work environments for a distributed workforce, while overcoming some of the dis-benefits of working in residential environments.
- **Intervention 1f: Delivering the NHS Scotland Climate Emergency and Sustainability Strategy’s actions to reduce the need to travel:** these actions will support a reduced need for travel by patients and visitors, through the continued use and expansion of NHS Near Me; a refresh and modernisation of NHS homeworking policy; the use of 20-minute neighbourhood principles to plan new community health facilities and the exploration of better integrated care to reduce the number of separate appointments and journeys.
- **Intervention 2c: Continuing to embed the Place Principle and promote the use of the Place Standard Tool:** the ongoing development of the Place Standard Tool will support the development of an appropriate 20-minute neighbourhood concept within remote and island communities, promoting collaboration between sectors and stakeholders.
- **Intervention 2f: Introducing a safer speed limit of 20mph on appropriate roads in built up areas by 2025:** this will lead to improvements in road safety and health outcomes, as well as improving place-making, encouraging uptake of active travel, climate change mitigation and place-making. Local authorities will also be encouraged to deliver more Safe to School initiatives, with the aim of ensuring every child who lives within two miles of school is able to walk, wheel or cycle safely.
- **Intervention 3b: Increasing investment in active travel:** the Bute House Agreement³ set out the commitment to increase the proportion of Transport Scotland’s budget that is spent on active travel, so that by 2024-25 at least £320 million or 10% of the total transport budget will be allocated to active travel.
- **Intervention 3c:** investing £50 million in Active Freeways: This will provide high quality arterial active travel corridors enabling sustainable travel between centres of activity, outlying neighbourhoods and other major trip attractors in our cities and towns.
- **Intervention 3k: Introducing a Community Bus Fund:** this will support local transport authorities to improve public transport in their areas, including by exploring the full range of options set out in the Transport (Scotland) 2019 Act, including the option for local authority-run services.

2.2.24 As well as being very relevant for rural and remote communities, these nine interventions will also offer particular potential for island communities, both in terms of reducing car use /

³ Scottish Government. Scottish Government and Scottish Green Party Draft Shared Policy Programme: Working Together to Build a Greener, Fairer, Independent Scotland, 2021.



kilometres, and also wider aims and objectives around reducing social isolation and progress towards inclusive economic prosperity.

2.2.25 The Scottish Ferry Services **Ferries Plan** (2013 – 2022) included recommendations on:

- Where investment should be focussed to make connections better for island and remote rural communities.
- Improving reliability and journey times.
- Seeking to maximise opportunities for employment, business, leisure and tourism.
- Promoting social inclusion.

2.2.26 The Scottish Ferries Plan is to be updated following the completion of STPR2, and will be recast as an **Island Connectivity Plan (ICP)**, with progress expected in 2022.

2.2.27 It is anticipated that this ICP will develop objectives based on supporting delivery of NTS2 and the National Islands Plan and develop proposals to meet those objectives which justify the continued high level of Government intervention. The ICP will be closely linked to the outcomes of the STPR2, in order to consider island connectivity more broadly having regard to aviation, ferries and fixed links, and to connection and onward travel.

2.2.28 At the time of writing, the indication from Transport Scotland is that the ICP will follow the concentration of STPR2 in terms of being limited in scope to only services commissioned by Transport Scotland, and so disregarding the issues associated with Orkney's internal lifeline ferry and air services. As such, it is currently understood that Orkney's internal lifeline ferry and air services are therefore 'out of scope.'

2.2.29 At the same time the Scottish Government is developing an **Aviation Strategy** that it has stated will realise "*our vision for aviation: For Scotland to have national and international connectivity that allows us to enjoy all the economic and social benefits of air travel while reducing our environmental impact.*" Work is underway to develop the aviation strategy, building on the ideas and suggestions from a consultation exercise, as well as relevant Scottish Government strategies and policies. It is expected that the Aviation Strategy will be published at the end of 2022 / beginning of 2023.

2.2.30 The **HITRANS Regional Transport Strategy (RTS)** vision is '*to deliver connectivity across the Highlands and Islands which enables sustainable economic growth and helps communities to actively participate in economic and social activities.*' HITRANS activities aim to contribute to these high-level objectives by supporting and delivering the following transport objectives:

- Reducing journey times and improving journey reliability and resilience.
- Improving / maintaining the safety of transport and travel.
- Tackling capacity constraints across the network.
- Improving the quality, accessibility, affordability and integration of travel.
- Protecting the environment and mitigating the adverse impacts of travel / transport.



- Improve health and wellbeing.

2.2.31 Orkney is one of the five constituent local authorities that make up HITRANS. HITRANS has commenced an update to their RTS in 2022.

2.2.32 The **Orkney Community Plan** and **Local Outcomes Improvement Plan (LOIP)** sets out what the members of the Orkney Partnership (the CPP) aim to achieve by working together. The Orkney Partnership Board comprises all statutory partners as specified in the Community Empowerment (Scotland) Act 2015, plus local and co-opted partners.

2.2.33 The Board has developed a new set of strategic priorities to reflect the need for urgent action to address more immediate problems, to be taken forward by three Delivery Groups:

- Connectivity.
- Community Wellbeing.
- Sustainable Recovery.

2.2.34 The Connectivity Group focusses on delivering better digital connectivity with a focus on working with Scottish Government to accelerate the roll out of the R100 programme, which commits to provide access to superfast broadband of 30 Megabits per second to every home and business in Scotland. And with regard to transport connectivity the Group will:

- Continue to engage with Scottish Government to secure either (i) guaranteed and permanent full funding for the inter-island ferry service or (ii) a Transfer of Responsibility for Orkney's lifeline inter-island ferry services at no net detriment to the Council (the current service provider).
- Engage with Scottish Government on the sourcing and funding of an accessible and "green" replacement ferry fleet for Orkney's inter-island ferry services.
- Consider a third aircraft for Orkney's inter-island air services to improve island connectivity.
- Improve connectivity by integrating air, ferry and bus travel where possible (a budget uplift would be required to enhance services beyond current levels).

2.2.35 The Community Wellbeing Group aims to support Orkney's individuals and communities to withstand and recover from the COVID-19 pandemic and its socio-economic impacts, with target outcomes that:

- Individuals and communities benefit from enhanced support to recover and renew.
- Orkney's fragile communities become more resilient and sustainable.

2.2.36 The **Orkney Local Development Plan 2017 – 2022** sets out a vision and spatial strategy for the development of land in Orkney over the next ten to twenty years. A new Development Plan is being progressed, drawing from the national direction set out in the draft NPF4 described above.



2.2.37 The **Orkney Council Plan 2018 – 2023** comprises five priorities which are aligned with the Orkney CPP’s three strategic priorities within the Orkney Community Plan, which are set out in Table 2.

Table 2. Council Plan Priorities and Outcomes

PRIORITY	OUTCOME
Connected communities	<i>Orkney's communities enjoy modern and well-integrated transport services and the best national standards of digital connectivity, accessible and affordable to all</i>
Caring communities	<i>People in Orkney enjoy long, healthy and independent lives, with care and support available to those who need it</i>
Thriving communities	<i>The Orkney Community is able to access work, learning and leisure through a modern, robust infrastructure which supports all our communities and meets the requirements of 21st-century life</i>
Enterprising communities	<i>A vibrant carbon neutral economy which supports local businesses and stimulates investment in all our communities</i>
Quality of life	<i>Orkney has a flourishing population, with people of all ages choosing to stay, return or relocate here for a better quality of life</i>

2.2.38 The **Sustainable Energy Strategy for Orkney (2017 – 2025)** was developed in partnership by OIC, Highlands and Islands Enterprise (HIE), Community Energy Scotland (CES) and the Orkney Renewable Energy Forum (OREF) on behalf of the Orkney community. It comprises the vision to achieve: *‘a secure, sustainable, low carbon economy driven uniquely by innovation and collaboration, enabling the community to achieve ambitious carbon reduction targets, address fuel poverty and provide energy systems solutions to the world.’* This vision is supported by five targets:

- Ambitious carbon reduction targets.
- Reduction and eradication of fuel poverty in Orkney.
- Positioning Orkney as the globally recognised innovation region to develop solutions for the world’s energy systems challenges.
- Ensuring a secure energy supply during transition to a low carbon future.
- Maximising economic opportunity and investment in Orkney.

2.2.39 The OREF has drafted a Renewable Energy Action Plan, the aim of which is **to develop an integrated local / regional transport policy and strategy to embrace full decarbonisation of land, sea and air in accelerated timescales** and make progressive procurement decisions across all sectors of society to deliver vehicles, boats and aircraft that will deliver on that plan.



- 2.2.40 The **Orkney Harbours Masterplan Phase 1** provides a structured framework for the physical development and transformation of Orkney's harbours over a 20 year period. The Masterplan is a Council approved plan (April 2020) and constitutes Planning Policy Advice (May 2020). Phase 1 covers some of the larger revenue generating projects: the development of Scapa Deep Water Quay, a new deep water facility in Scapa Flow which will facilitate and accommodate activities associated with offshore wind farm developments initially; an extension to Hatston Pier and reclamation to create additional laydown area close to the quay; and enhancements at Kirkwall, Stromness and Lyness. Phase 2 will cover the smaller piers and harbours located throughout the isles and on Orkney Mainland, with cognisance of the OIITS work and outcomes regarding future requirements for ferry vessels and infrastructure.
- 2.2.41 The **Orkney Electric Vehicle Strategy (2018 – 2023)** was produced by OREF and set out a 2050 vision for Orkney: *'by 2050 it is anticipated there will be no fossil fuelled vehicles on Orkney's roads other than "vintage specimens". Not all vehicles will be electric, some will be fuelled with hydrogen. Most EVs will charge at home, in the street or at work. EVs will have greater battery capacity than present requiring less frequent charging. Disruptions of the 20th century ownership model represented by Uber and self-driving vehicles may result in fewer vehicles parked on the road and overall better utilisation of vehicles.'*
- 2.2.42 Work is progressing by the OREF, initially through a Member workshop in which the LTS consultant team participated, to inform the development of a new and updated OREF EV strategy to reflect developments and national directives.
- 2.2.43 Work is underway to publish a new **Orkney Child Poverty Strategy**, with a number of stakeholder workshops facilitated by the Child Poverty Task Force, Community Wellbeing Delivery Group and Orkney Children & Young People's Partnership in late 2021 focussing on the 5Ps of poverty in Orkney:
- **Pockets** - to maximise the financial resources of families on low incomes.
 - **Prospects** - to improve the life chances of children and young people.
 - **Places** - to improve housing and regenerate disadvantaged communities.
 - **Prevention** - to prevent the long-term persistence of poverty.
 - **Priorities** - to focus attention on especially vulnerable children and families.
- 2.2.44 The workshops gathered headline actions – *Big Ideas* – for each P, to focus Orkney's attention on what needs to be done to address child poverty in Orkney. Research with families in advance of the workshops had identified a number of transport-specific challenges faced by families in Orkney. For example difficulties in paying for 'running a car' (as well as rent, Council tax, household insurance, energy bills, childcare, household goods and broadband), and particular comments around transport and travel included:
- *"Public transport in rural areas is very limited and not reliable".*
 - *"Travel to dentist is too expensive via ferry".*
 - *"We had a car but couldn't afford it so had to get rid of it. My parents take us shopping etc... or we would be scuppered! I work full-time too".*



- *“We walk / walk everywhere”.*
- *“Sometimes we are very low on petrol”.*

2.2.45 The Child Poverty Strategy 2022 – 2026 is due for approval at the Orkney Partnership Board meeting when they meet on 30th June 2022.

2.2.46 The emerging **Orkney Strategic Tourism Infrastructure Development Plan** is intended to provide a strategic approach to supporting the post-COVID-19 recovery of Orkney’s tourism industry. Prior to the pandemic, Orkney had experienced a decade of exponential tourism growth which had delivered economic and social benefits. However, that growth is also considered to have adversely impacted on Orkney’s natural and historic environment, which attracts visitors and provides a much-loved backdrop to the lives of local communities.

2.2.47 Orkney’s infrastructure capacity was stretched beyond its limits, there was increasing conflict between visitors and residents, and communities were calling for the implementation of measures to manage growth in a responsible manner.

2.2.48 The post-COVID-19 world offers an opportunity to reset and re-balance tourism on Orkney. Visitor numbers are predicted to gradually return to previous levels and there is a clear need for the responsible management and sustainable development of tourism. This Plan, underpinned by a comprehensive Asset Audit and an Interpretation Strategy Framework, is intended to be a critical step toward the responsible recovery of Orkney’s tourism sector.

2.2.49 The draft Plan highlights that Orkney’s ambition to achieve Net Zero by 2045 will require transformation in many areas of life, including transport and travel; with sustainable means for visitors, as well as residents, vital to achieving this goal.

2.2.50 The draft Plan specifically sets out key priorities, in terms of transport, around:

- Growing the network of paths across the islands, including routes to promote connectivity and leisure.
- Enhancing cycle networks across the islands and providing supporting facilities.
- Enabling and encouraging users of walking and cycling routes through signage and information.
- Supporting electric bike usage.
- Enhancing public bus travel to and from hubs and key attractions.
- Connecting bus transport with active travel routes (primarily pedestrian routes).
- Integrating bus and ferry transport for visitors.
- Simplifying visitor ticketing for bus and ferry.
- Supporting electric car usage.
- Decarbonising public bus and ferry transport.



- Exploring support for electric planes between islands.

2.3 Other Relevant Projects, Studies and Strategies at Local Level

2.3.1 As well as the key policies and strategies outlined above, there are numerous studies, plans and strategies at a local level of relevance, some of which are in the process of being developed.

Table 3. Other Relevant Studies, Plans and Strategies at Local Level

SECTOR	STUDIES
Transport	Orkney Inter-Island Transport Study (OIITS) Kirkwall and Stromness Urban Design Frameworks Low Carbon Access Study for Kirkwall Airport Community Transport Review School and Public Bus Contract Study
Tourism	World Heritage Site Management Plan World Heritage Site Masterplan
Housing	Orkney Housing Strategy Strategic Housing Investment Plan (SHIP)
Multi-sector / Other	Orkney Matters Carbon Report / Carbon Management Programme

2.3.2 The **Orkney Inter-Island Transport Study** (OIITS) was initially commissioned in 2015 by OIC in partnership with HITRANS and HIE, with the main purpose being to further identify and appraise options for inter-island transport, while at the same time developing a ‘case for change’ that would provide an evidence base and rationale for Scottish Government investment and support, whether that be funding towards the capital / revenue costs of new ferry vessels and services, or a full transfer of responsibility to Transport Scotland.

2.3.3 An OBC has been completed for the capital and revenue costs associated with this, and there has been further engagement with isle communities regarding the proposals, particularly North Ronaldsay and Papa Westray where options are being revisited. Further work is required to develop options for the inner and south isles in detail, and to develop and define suitable timetables across the network to inform development. At present there is no indication that Scottish Government will fund the cost of new vessels, nor any additional revenue costs associated with increasing current levels of service.

2.3.4 OIC has however given approval to appoint a temporary (23 month) Ferry Replacement Project Officer to take the OIITS work on further. It is anticipated that the outline design specification for the outer north isles and Rousay, Egilsay and Wyre vessels will be progressed during 2022/23 financial year, ready to commence design and build stage.



- 2.3.5 Furthermore, in respect of funding, OIC approval has been given to submit an application to the Levelling Up Fund⁴ which would be up to £50m towards a transport related project – the proposed project is RoRo conversion for Papa Westray, North Ronaldsay and Graemsay. Work is ongoing to pull together the information to submit an application prior to the July 2022 deadline.
- 2.3.6 **‘What’s Next for Stromness?’** is a Local Place Plan for Stromness, developed following a series of conversations with the people of Stromness during 2019. It comprises a partnership project between OIC, Stromness Community Council and the Stromness Community Development Trust and sets out a shared plan with vision and actions for Stromness for the next five to ten years. Many of the proposal set out in the Plan are relevant to the LTS:
- Project 9: ‘Paths’ comprises the development of path routes within the town centre, along the coast from east to west, up to Brinkies Brae and links to other destinations on Orkney Mainland. There would be linkages with the ferry terminal and bus stops, coastal and inland paths and cycle ways would be appropriately themed and there would be improved signage along paths and within the town centre.
 - Project 13: ‘A Safer Route to School’ comprises the creation of a new cantilever walk and cycle way along Ferry Road, providing a much safer route between the town centre and schools, as well as to the east of the town and Copland’s Dock.
 - Project 17: ‘EV and Parking’ comprises a strategy to accommodate cycling and EV charging needs of the town, with proposals for cycle shelters to be located across the town along with proposed locations for EV community charging points. Other proposals include a survey to inform the reallocation of space to create a more efficient and user friendly parking layout along Ferry Road and feasibility for a multi-level car park.
- 2.3.7 The **Your Kirkwall Urban Design Framework** constitutes a Place Plan for Kirkwall. This was published in 2018 and is a strategic planning document to guide development and change in the town over the next 20-year period. There are many proposals within the Plan that are relevant to the LTS and will be taken forward as part of the Delivery Plan.
- 2.3.8 Community ideas informing the approach were based around the need to enhance active travel and the ability to move around without a car. The strategic objectives of the Plan are supported by a comprehensive set of proposals, including:
- Objective 1: concentrate future residential development within a reasonable walking distance of the town centre (20 minute). No specific actions relevant to LTS although the 20-minute neighbourhood concept is relevant strategically.
 - Objective 2: take a responsible approach to the demand from some people for more car parking. The Plan proposes a number of measures relating to parking management and provision.
 - Objective 3: focus on traffic management to resolve Kirkwall’s traffic issues in the next 5 – 10 years. The Plan identifies problem areas and proposes solutions.

⁴ Levelling Up Fund Round 2 prospectus at: [Levelling Up Fund Round 2: prospectus - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/107442/levelling-up-fund-round-2-prospectus.pdf)



- Objective 4: reduce the demand for short journeys by car and manage visitor numbers sustainably within Kirkwall. The Plan proposes a consolidated town-wide Active Travel Path Network encompassing a number of strategic routes along with complimentary measures such as bike parking / shelters, seating, signage and lighting.
- Objective 5: put in place measures to sustainably manage surface water drainage across the town. No actions relevant to LTS.
- Objective 6: provide better connected functional greenspace. The Plan highlights the importance of linking green spaces through improved walking and cycling networks.

2.3.9 The **Low Carbon Surface Access Scoping Study for Kirkwall Airport** was completed in 2021 and considers options for improving access to Kirkwall Airport with a focus on reducing carbon emissions. The Project considered options and levers with regard to decarbonising vehicle fleets utilised within the airport and vehicles used to transport people and staff to and from the airport. The study identified the potential for a new walking / cycle route between the airport and Kirkwall via Inganess.

2.3.10 A **Community Transport Review** was undertaken in 2015 to consider the current provision of services across Orkney, including demand responsive services, non-emergency transport to health services and services associated with the provision of day care and other care services. The review considered options for enhancing services and achieving greater value for money, and set out alternative delivery structures for future consideration and development.

2.3.11 The **World Heritage Site Management Plan for the Heart of Neolithic Orkney** is a framework document for how the site should be managed over the next five years by identifying a series of key issues and devising specific objectives and actions to address these issues. This includes addressing the transport and access issues, constraints and challenges associated with managing access to the sites throughout the Heart of Neolithic Orkney and on the infrastructure in and around the sites.

2.3.12 Orkney's **Local Housing Strategy 2017 – 2022** sets out OIC's vision for housing over a five-year term, with actions to increase the supply of affordable housing and to reduce homelessness. The **Strategic Housing Investment Plan 2021 – 2026** outlines the affordable housing development priorities and preferences of the Council and its partners. The latest Plan for 2021 – 2026 envisages 297 completed properties over the five-year period, with a further 38 under development. These new properties will be delivered by OIC and Orkney Housing Association Limited (OHAL).

2.3.13 **Orkney Matters** is an initiative set up by the LEADER Local Action Group, OIC and Voluntary Action Orkney (VAO) comprising an Orkney-wide community survey to find out what is important to the people of Orkney within their own communities – whether that be development, the countryside, play areas, sports and leisure, shops and services, activities, connectivity, etc.

2.3.14 An Orkney Matters survey ran from October 2021 to February 2022 – with more than 1,000 responses to the survey obtained, representing around 12% of Orkney's households.





2.3.15 Many of the key findings are relevant to the LTS and what the Delivery Plan will achieve:

- 11% of respondents across Orkney and 13% across the isles report 'transport' as a key area for improvement.
- A key issue reported by 8% of respondents on Mainland Orkney and the linked isles was that roads are unsafe for walking and cycling.
- 66% of respondents felt Very Strongly or Strongly that enjoyment of walking, cycling and the outdoors has had a positive effect as a result of the COVID-19 pandemic.
- 35% of respondents felt Very Strongly or Strongly that being able to work from home had a positive effect.

Transport and the importance of connectivity were raised many times during the responses, and this has been followed up through locality based community workshops (undertaken online as a result of the COVID-19 pandemic), which further and in more detail highlighted the challenges around transport and travel stated above. The feedback from the survey and more detailed comments through the community workshops has been reviewed and used through the development of the LTS.

2.3.16 The **OIC Carbon Management Programme (2016 – 2026)** is a rolling Programme providing a framework for all Council services to identify and understand how their activities affect energy costs and carbon emissions. It sets out actions with a view to reducing carbon emissions over the lifetime of the programme, with an overarching aim to reduce total carbon dioxide emissions in the financial year 2025 by 42% of the baseline year 2004/05. The programme sets out the following actions:

- Examine energy use within specific sectors of the organisation, e.g. Education, Ferries, Community Social Services.
- Work alongside existing and proposed strategies to embed Carbon Management in the day to day operation of the Council.
- New policies will be proposed as a result of the Carbon Management Programme.
- Seek additional funding where possible to develop project work.
- Publish an annual update demonstrating progress toward the vision of a 40% reduction.

2.4 The LTS and Policy Fit

2.4.1 The vision and objectives of the LTS are intended to reflect the aims and objectives of key policies (particularly the NIP, NTS2 and the local Community Plan and LOIP) as well as recognising the issues and opportunities identified from the multitude of other sources as set out and described in this section.

2.4.2 The LTS vision and objectives are presented later in section 7, along with a summary of how they link with above mentioned key policies and their own objectives.



3. LTS CONTEXT

3.1 Introduction

3.1.1 This section sets out the context within which the LTS has been developed and will be delivered – the geo-spatial, demographic, economic, social and environmental landscape of the whole of Orkney. This also sets the context for later the appraisal of LTS options.



3.1.2 Given that Orkney is an entirely island locality, comprised of multiple islands and with differing contexts, then the detail set out in this section also comprises and supports identification of *key island issues* in terms of satisfying the initial stages of the ICIA (for this LTS). That is in terms of defining issues and understanding the situation in respect to island communities. The ICIA process is described in section 4 of this document.

3.2 Orkney – An Overview

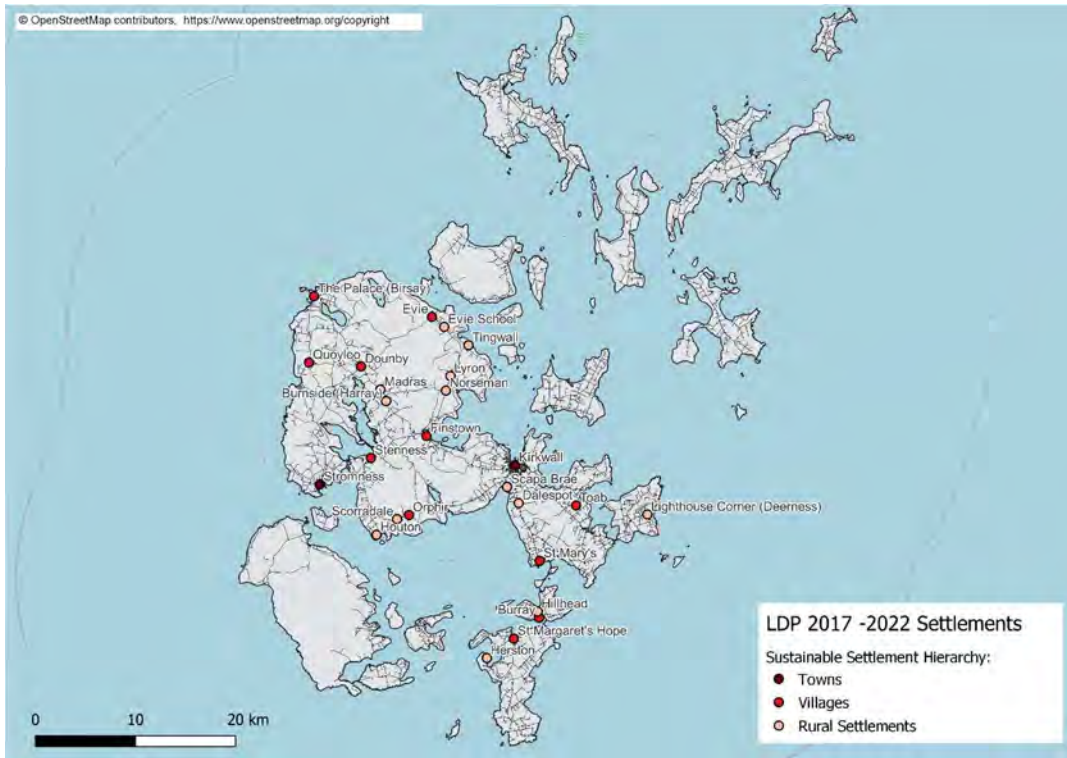
3.2.1 Orkney comprises around 70 islands and skerries, of which up to 19 are inhabited depending on the time of year. With a total land area of approximately 1,000 square kilometres, Orkney enjoys an outstanding natural environment with diverse landscapes, wildlife, flora and fauna, along with a unique and broad cultural heritage, and a diverse economy ranging from agriculture and fishing to cutting edge renewable technologies, research and development.

3.2.2 Nonetheless, the archipelago of islands faces many of the same issues as other island communities: an ageing population, under-employment, low wages and a seasonal economy, high costs of living, fuel poverty, limited affordable housing, limited transport and digital connectivity, as well as constrained access to essential services. There are other challenges affecting the economy brought about by geographical location – the cost and / or time associated with external transport connectivity to the Central Belt and other key centres, distance to and from markets and suppliers and government centres. The issues and impacts felt at the periphery are often underestimated and poorly understood by the centre.

3.2.3 Apart from the two main settlements of Kirkwall (~8,000 inhabitants) and Stromness (~2,000), the remainder of the population is dispersed across the Orkney Mainland and isles.



Figure 2. Orkney Settlements



3.3 Population

3.3.1 Between 1998 and mid-2020 Orkney’s population increased by 14% compared to a 7.7% increase across Scotland as a whole. This is the 6th highest %age change out of the 32 council areas in Scotland over this period.⁵ The 75-and-over age group saw the largest %age increase in Orkney (of +72.2%) during this period.

3.3.2 Mid-2020 population estimates have recently been published for settlements and localities – the settlements of Scotland are built-up areas which round to 500 people or more, with larger settlements divided into localities to reflect areas which are more easily identifiable as the towns and cities of Scotland. There are three “settlements” by this definition in Orkney – Kirkwall, Stromness and Finstown.

Table 4. Mid 2020 Settlement Population

SETTLEMENT NAME	ALL AGES 2020	ALL AGES POPULATION CHANGE 2016-2020	UNDER 16 POPULATION 2020	UNDER 16 POPULATION CHANGE 2016-20	16-64 POPULATION 2020	16-64 POPULATION CHANGE 2016-20	65+ POPULATION 2020	65+ POPULATION CHANGE 2016-2020
Finstown	500	-6%	92	10%	298	-15%	110	15%
Kirkwall	7,500	1%	1,184	0%	4,653	-1%	1,663	8%
Stromness	1,790	-1%	233	-5%	1,091	-3%	466	5%

⁵ National Records of Scotland, June 2021: Orkney Islands Council Area Profile. Available at: [Orkney Islands Council Area Profile \(nrscotland.gov.uk\)](https://www.nrscotland.gov.uk/publications/orkney-islands-council-area-profile)

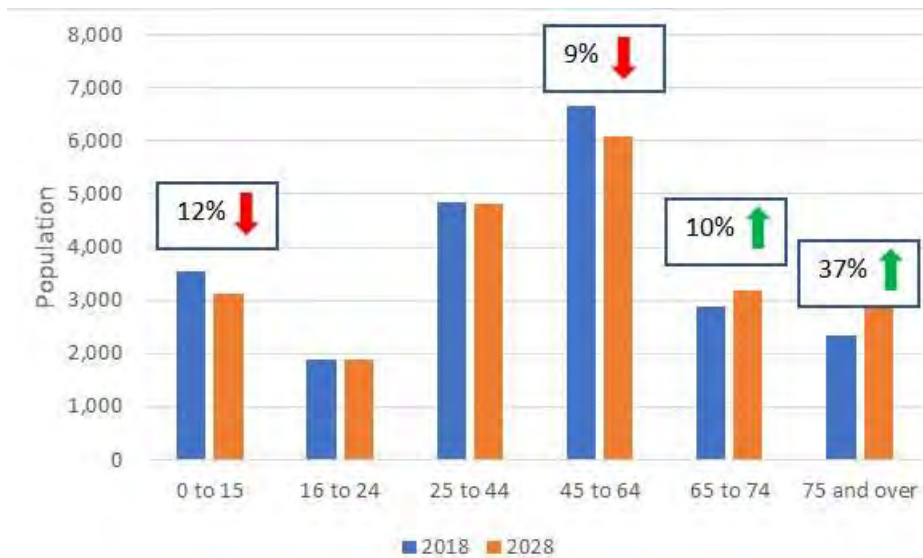


- 3.3.3 These data show that the population for Finstown is estimated to have fallen between 2016 and 2020 (by 6%), while the populations of Kirkwall and Stromness remained roughly the same (+1% and -1% respectively). There is more marked change in different parts of the population however, with the under-16 population having increased by 10% in Finstown, remaining the same in Kirkwall and fallen by 5% in Stromness.
- 3.3.4 At the older end of the spectrum, the population aged 65 and over has increased across all three settlements, and by as much as 15% in Finstown. Consequently, the working age population is shown as declining in all three settlements, by as much as 15% in Finstown, and to lesser rates of 1% and 3% in Kirkwall and Stromness respectively. The increase in the older population is indicative of additional demand for health and care services, while the decline in the working age population is on the other hand suggestive of increasing difficulties in providing those, and other, services. This aspect is further explored below.
- 3.3.5 These data are also helpful in revealing that 44% of the Orkney population live within these three main settlements, with the remaining 56%, or 12,610 people, living beyond these settlements in more rural, remote and island locations.
- 3.3.6 An overall increase in Orkney's population is predicted going forward, but not necessarily across all areas, according to Government statistics, with a very variable picture across the isles forecast in particular.
- 3.3.7 Based on the latest projection published in March 2020, between 2018 and 2028, the population of Orkney is projected to increase from 22,190 to 22,311. This is an increase of 0.5%, which compares to a projected increase of 1.8% for Scotland as a whole. Currently however many stakeholders have observed that Orkney appears to be 'booming' in terms of incoming residents, and it is envisaged that this trend might continue for some time, and taking population growth to be way in excess of the 0.5% projected – as a result of a combination of COVID-19, which appears to have inspired a herd-like desire for nature and space, the perception that Orkney as a better place to live, and the increasing ability and acceptance around 'working from home' all driving this growth.
- 3.3.8 It is envisaged that the 2022 Census will better show the population picture compared to these projections, although it will be some time perhaps until results from the Census are available.
- 3.3.9 The 75-and-over age group was projected to see the largest %age increase between 2018 and 2028 at 37%, a trend similar to other rural and island areas, and significantly higher than at the Scotland level (22%). This will have implications in the provision of housing, and all support and care services. Also, significantly, the real issue of this growth is in fact the corresponding reduction in the proportion of the population of working age that are available to provide the necessary support services for the additional volume of need from the older population.⁶
- 3.3.10 Figure 3 below shows population change 2018 and 2028 projections by age group for Orkney.

⁶ National Records of Scotland, June 2021: Orkney Islands Council Area Profile. Available at: [Orkney Islands Council Area Profile \(nrscotland.gov.uk\)](https://www.nrscotland.gov.uk/council-area-profiles/orkney-islands-council-area-profile)



Figure 3. Orkney Islands Forecast Change in Population by Age Group, 2018 to 2028



3.3.11 In 2020, the number of households in Orkney was 10,635. This is a 0.4% increase from 10,589 households in 2019. In comparison to 2001, the number of households in Orkney Islands has increased by a staggering 27.5%. This is the highest %age change out of the 32 council areas in Scotland and a much more rapid change than at Scotland level (+14.3%). Between 2018 and 2028, the number of households in Orkney is projected to increase from 10,506 to 11,010, a little under 5%, which when compared to the projected population change over the same period, these suggest on average a move towards smaller households in Orkney.⁷

3.3.12 According to the Housing Strategy, Orkney has a very restricted housing stock with housing pressure across all tenures, due to high demand. It is likely that this will serve as a limiting factor in future population growth and therefore, despite the projections showing a significant increase in population, it is unlikely Orkney’s population will reach this level without significant additional housing development. This is particularly pronounced in and around Kirkwall and Stromness, and more recently on many of the isles, where there is limited or no housing available, and especially lack of availability in the private rented sector.

3.4 Planning – Integral to Achieving Net Zero Accessible Transport Networks

3.4.1 The way in which any local authority plans development can be both a constraint and an opportunity for improving transport accessibility – more so than ever now, in the context of reducing the need to travel and supporting the route to carbon neutrality. Many transport and accessibility issues that exist today in Orkney are a clear reflection of historic planning policy and practice – the issue simply being connectivity between where people live and where the activities they want and need to participate in are located.

3.4.2 NPF4 (draft) and Scotland’s Climate Change update develop and embed the concept of ‘20-minute neighbourhoods’ following much interest in the concept over the preceding period

⁷ [Orkney Islands Council Area Profile \(nrscotland.gov.uk\)](https://nrscotland.gov.uk)



across the UK and globally with more people working at and closer to their homes, and spending more time within their immediate local communities.

3.4.3 Twenty-minute neighbourhoods are places that are *designed* so residents can meet their day-to-day needs within a 20-minute walk or cycle from their home or by public transport. The Programme for Government 2021-22 commits the Scottish Government: *'revitalise local communities through development of 20-minute neighbourhoods, investment in town centres and a new focus on place – improving local services and infrastructure, and aiding our ambition to 'live well locally' and achieve a 20% reduction in car kilometres driven by 2030. We will also roll out 20 mph speed limits on appropriate roads in built-up areas by 2025.'*⁸



3.4.4 '20-minute neighbourhoods' focus on:

- Creating networks to support local liveability, reduce the need to travel unsustainably, promote and facilitate walking and cycling, improve access to services, decentralise energy networks and build local circular economies.
- Creating clusters of communities with fair access to a range of services that support sustainable living.
- Rethinking how housing, service provision, city, town or village centres could be re-configured to support new ways of working, homeworking and community hubs in line with localism objectives and reducing demand for motorised travel.
- Using local development plans to support the principle of 20-minute neighbourhoods, including through the spatial strategy, development proposals, associated site briefs and masterplans.

3.4.5 NPF4 and Scotland's Climate Change update make bold statements regarding island connectivity and planning, in that a similar approach to the '20-minute neighbourhood' concept could be adapted to suit more rural, island and isolated communities, and that the identification and development of 'hubs' within such areas should be considered within the planning context – with Place Plans also highlighted as a delivery mechanism whereby communities can play an active role in changing their communities and in informing the Local Development Plan through clarifying their local needs, preferences and proposals for developing local areas.

3.4.6 A HITRANS pilot study is underway with the aim of developing a suitable approach for some of Orkney's localities. There is a need to go further than just consider walking, cycling and public transport services. The inclusion of EVs and more innovative forms of transport is required in an Orkney context (for example, also demand responsive transport (DRT) options, community-owned or operated minibus or taxi services). The concept may also need to be expanded to include non-transport actions such as identification of facilities for hot-desking, decentralisation of public sector jobs (from Kirkwall – and support for the private sector to

⁸ [Supporting documents - A Fairer, Greener Scotland: Programme for Government 2021-22 - gov.scot \(www.gov.scot\)](https://www.gov.scot/supporting-documents/a-fairer-greener-scotland-programme-for-government-2021-22)

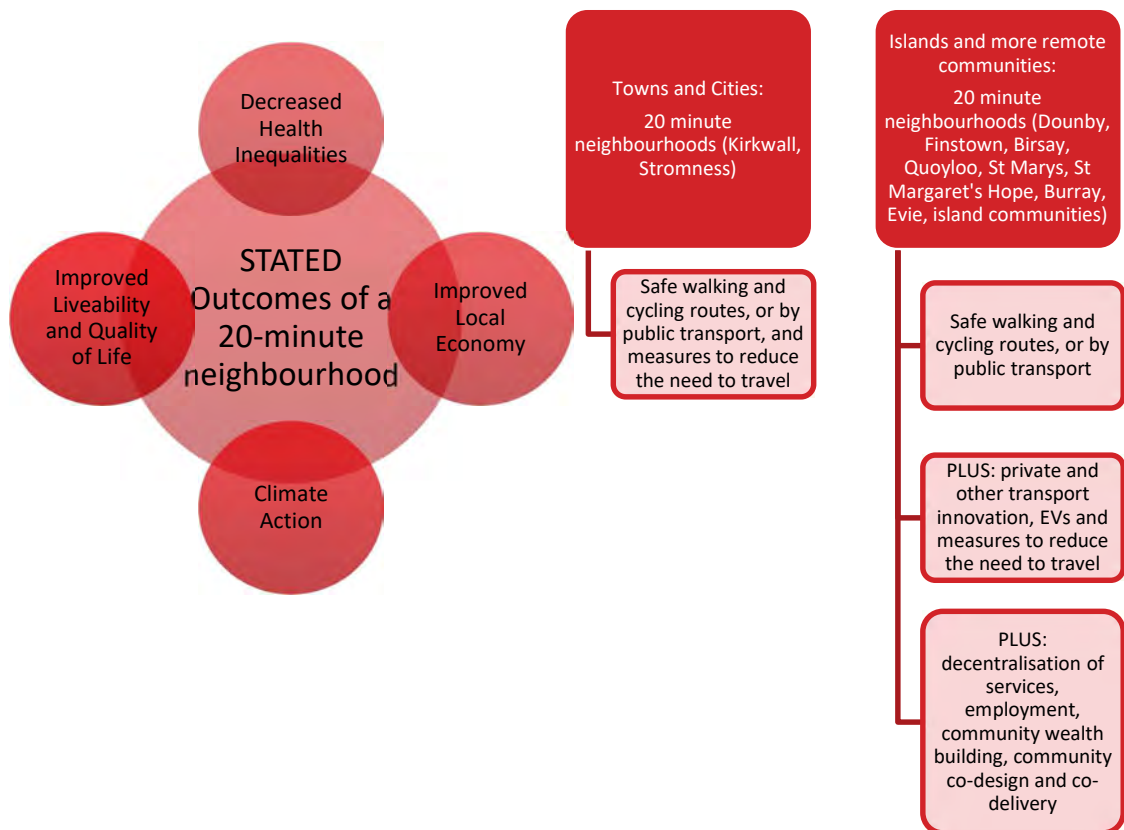


similarly follow suit), digital connectivity enhancements, proactive encouragement for industry investment in particular locations, for example.

3.4.7 There is a need to influence a change in terminology and semantics so that the concept is appropriate for a remote, rural or island context, such as in Orkney. For example, the notion of a ‘neighbourhood’ is not a concept that is recognised in many remote and rural areas; the concept of ‘living locally’ or even just the concept of ‘community’ is more appropriate. Removing the goal or ideal of a ‘20-minute’ catchment may also be appropriate – in some remote areas a 30 – 45-minute threshold may not even be achievable. The semantics around ‘*living well locally*’ from the ‘20% Reduction in Car Km Route Map’ may be more appropriate, but also requires some caution – as this implies first and foremost ‘health’ and ‘wellbeing’: there is a need for the narrative to be inclusive of not only health but the *wealth* of communities, local economies and rural futures.

3.4.8 To reduce car mileage in rural areas will necessitate a radical shift in the provision of public services in rural areas, away from centralisation of services and towards providing services in communities. Trialling community and mobility hubs in rural areas, and ensuring their sustainability, holds significant potential to help people live locally, and to encourage local travel by walking and cycling. While these are areas of activity predominantly for development and planning, travel and transport services and infrastructure are key enablers at the heart of this.

Figure 4. ‘Living well locally’ in Orkney



Orkney’s LDP 2017 – 2022 states that ‘Orkney’s settlements will act as a focus for growth in order to support existing facilities and services such as shops, schools and public transport links.



Facilitating active travel is an integral part of development planning across the County, to include well-integrated footpaths and cycleways within new developments, and to connect any fragmented sections of the existing network to encourage active and healthy living.'

- 3.4.9 The LDP is due to be reviewed and revised; there is an opportunity for the next iteration to be aligned with the narrative of the forthcoming NPF4 and concepts described above. There requires to be flexibility when considering 'living locally' for rural and remote locations such as Orkney and its islands; with the requirement for a joined up approach with land use planning, the delivery of services via the Council and the Community Planning partners. Consideration needs to be given to flexible / home-working, working via hubs throughout the islands and the delivery of ultra-fast broadband. This is not just a question of reducing carbon from transport, but sustaining Orkney's communities.
- 3.4.10 Kirkwall is the most populous town in Orkney, followed by Stromness – and is the main centre for employment, retail, Council services, industrial sites and secondary health care. Both towns have bustling town centres, museums, schools, libraries and harbours. Stromness is home to the Orkney Research and Innovation Campus and Heriot Watt University Campus.
- 3.4.11 Over the last 10 years the number of houses built in and around Kirkwall has increased substantially and there are currently capacity issues in primary schools, at dentists' and doctors' surgeries.
- 3.4.12 Outside of these two towns, the population is very dispersed, with villages located a significant distance from Kirkwall or Stromness, and much of the housing located some distance from any particular village or settlement.
- 3.4.13 In broad terms, there has been limited development of services and facilities in other settlements due to a period of concentrating service provision in fewer sites, which has focussed on Kirkwall, and Stromness to a lesser degree, often concentrating on addressing cost pressures and responding to economies of scale.

3.5 Poverty and Prosperity

- 3.5.1 Economic activity is a key determinant of poverty. Poverty is the single largest determinant of health, and ill-health is an obstacle to social and economic development. Unemployment in Orkney has historically been, and remains, much lower than the Scottish and UK figure, with employment rates consistently close to 90%. Even after the 2008/2009 recession, unemployment in Orkney only rose 1.7 %age points between 2007 and 2011, compared to a 3.5 %age point rise in Scotland overall.
- 3.5.2 However, some residents remain out of work for a variety of reasons, and there continues to be poverty-based challenges for those in low-income employment.
- 3.5.3 Some key features of the Orkney economy and labour market drive these aspects⁹. These are discussed briefly below. Part-time work is much more prevalent in Orkney than it is in other parts of the country. In 2018, total employee jobs in Orkney were estimated at 11,000 (5,000 of which were part-time). This ratio is significantly higher than the equivalent figure for

⁹ Orkney Islands Economic Review August 2020, accessed from: [Item 12: Orkney Islands Economic Review](#)



Scotland, with 46% of all jobs in Orkney were part-time, compared to a Scottish average of 33%.

Table 5. Employee Mean Annual Gross Pay (2021)

	ORKNEY £	SCOTLAND £	%AGE DIFFERENCE
Annual Gross Pay all employees	26,991	29,798	9% ↓
Annual Gross Pay full-time staff	33,964	35,913	5% ↓
Annual Gross Pay part-time staff	11,680	13,876	16% ↓

3.5.4 As shown in Table 5, employees in Orkney earn on average 9% less than their counterparts in Scotland as a whole, whereas the difference, as shown, is far more pronounced among part-time staff. This is perhaps due to a combination of fewer part-time hours through the year due to the local economy being more seasonal than the Scottish average, coupled with lower hourly wages due to the structure of the economy, which is described further in section 3.6. Average weekly earnings in Orkney generally lie slightly above those of Scotland – £598.80 versus £576.70 per week respectively, but this appears to be driven by a substantial difference between male and female earnings, with one of the largest gender pay gaps in Scotland. Full-time male earnings are nearly 9% higher in Orkney than in Scotland, while female full-time earnings are nearly 17% below the corresponding national average.

3.5.5 These data in Table 5 are based on employees only, and exclude self-employment, which is higher in Orkney than in Scotland, perhaps again reflecting the nature of an island economy. The number of Orkney residents with second jobs is also be higher than the Scottish average, but official statistics are often considered unreliable in this regard.

3.5.6 Another way in which the health of an economy can be measured is via the experiences of those who live there. A well-functioning economy should be able to ensure that people have a good standard of living – one indicator of living standards is the relative poverty rate, in other words *the number of people who have income below 60% of UK median income*. Low household income indicates that people may struggle to buy basic goods and services and be unable to fully participate in normal activities enjoyed by the rest of society, such as leisure, sporting and cultural activities. It is often considered that this cohort of the community comprises both those households including those out of work as well as many also including those in employment – the so-called *working poor*.

3.5.7 The Department for Work and Pensions (DWP) experimental statistics on local child poverty indicate that just over 13% of children in Orkney are living in relative low income households in 2021 – and while this is lower than the *worst* performing local authorities in Scotland, this nonetheless shows that many families in Orkney are facing real financial challenges.¹⁰

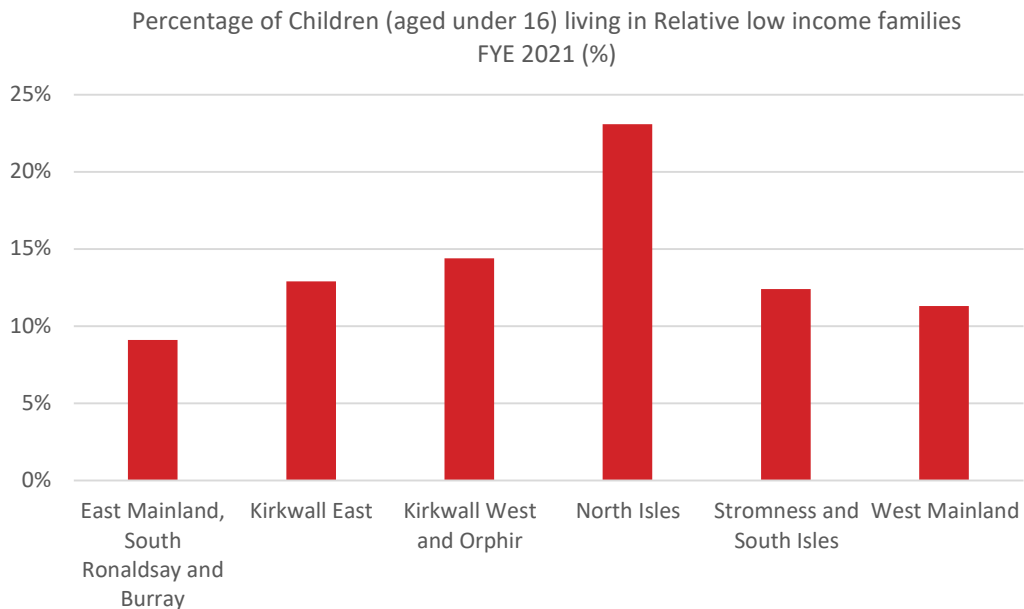
3.5.8 Figure 5 indicates how this share differs across Orkney, showing the highest rates of deprivation in the North Isles ward; it is generally accepted that the prevalence of poverty

¹⁰ [Children in low income families: local area statistics 2014 to 2021 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/children-in-low-income-families-local-area-statistics-2014-to-2021)



follows a far more dispersed, and often hidden, picture in Orkney than might be seen in more urban contexts elsewhere in Scotland. The shares of children as described in Figure 5 represents some 463 children in Orkney.

Figure 5. Relative Child Poverty by Ward (Before Housing Costs) – Orkney (2021)



3.5.9 Orkney is presently developing a collaborative Child Poverty Action Plan as described from Section 2.2.43. This is a commitment by the Orkney CPP, the Orkney Partnership, to mitigate, reduce, and prevent child poverty in Orkney using every mechanism available, to ensure Orkney’s children and young people have the best possible chances in life, and to avoid perpetuating the impact of poverty on future generations.

3.5.10 Rural and island poverty has its own set of characteristics and presents its own set of unique challenges that may not be the uniform experience of poverty across Scotland. Rural households face an increased cost of living of between 10% to 30% more than children and families living in urban Scotland, and this premium is even higher in the smaller isles.¹¹

3.5.11 Children’s Neighbourhoods Scotland published a review of evidence¹² in November 2020 into the effects of rural poverty and social exclusion on children and young people. Among their key findings are:

- Children and young people are vulnerable to the risk of poverty in rural areas because their needs tend to be invisible behind the ‘rural idyll’.
- Rural lone parents are particularly affected by greater distance and cost to access employment and childcare, and limited social housing options.

¹¹ <https://www.hie.co.uk/media/6441/aplusminimumplusincomeplusstandardplusforplusremotepusruralplusscotlandplus-plusapolicyplusupdateplus2016.pdf>

¹² <https://childrensneighbourhoods.scot/wp-content/uploads/2020/11/CYP-Rural-Review-02112020.pdf>



- Sub-standard and expensive public and private transport infrastructure can exclude rural young people from the education system / labour market.
- Many specialist health / support services are distant from rural communities, creating social inequalities for those without private transport.

3.5.12 The *'Measuring inclusive growth in the Highlands and Islands: a typology'*¹³ report sets out to describe the creation of a detailed typology of inclusive growth performance, at the small area level, for the Highlands and Islands of Scotland. This identified through analysis that cluster 9 (which comprises eight Data Zones in the very remote outer islands of Orkney and Shetland) is notably disadvantaged, while other clusters seem to reflect different types of trade-off. Extreme values imply significant demographic and economic challenges, and poor services. For example, the average old age dependency ratio is the highest of any of the clusters, and the 'Big output', 'Private sector' and 'Small diverse businesses' mean scores are each the lowest of the nine clusters. As a whole, this area lost over 4% of its population from 2011 to 2019.

3.5.13 Orkney and its islands are often seen as the rural idyll referred to above, and much of the available data backs up this view, with consistently high satisfaction rates whenever people are interviewed regarding their quality of life on the islands. The lack of visible poverty can make it more difficult to evaluate the true nature of the problem and therefore the policy and practice necessary to mitigate effectively against its effects. Orkney does not have any datazones in the most deprived 20% in Scotland but due to the dispersed pattern of poverty in Orkney (in comparison to a more concentrated pattern in more urban areas), there will be individuals and families in all areas experiencing multiple deprivation.

3.5.14 In 2021, a survey of families in Orkney – *Making Ends Meet* – was undertaken to inform the development of the Child Poverty Action Plan; with salient findings and comments from the survey including:

- Respondents reported difficulty in paying for: bus fares (35%), ferry fares (30%), other public transport (17%), travel to school or college (13%), travel to work (35%), travel to medical or dental appointments (43%), running a car (78%).
- "Public transport in rural areas is very limited and not reliable."
- "Travel to dentist is too expensive via ferry."
- "We had a car but couldn't afford it so had to get rid of it. My parents take us shopping etc... or we would be scuppered."
- "We walk. Walk everywhere."
- "Sometimes we are very low on petrol."

3.5.15 Extracted from the Scottish Government's Poverty logic model, Figure 6 sets out the transport relationship to raising children out of poverty.

¹³ [Note Measuring inclusive growth in the Highlands and Islands a typology.pdf \(hutton.ac.uk\)](https://hutton.ac.uk/wp-content/uploads/2019/07/Measuring-inclusive-growth-in-the-Highlands-and-Islands-a-typology.pdf)



Figure 6. Extract from Scottish Government Poverty Logic Model: Places



3.5.16 Following the COVID-19 outbreak, a *Positive Destinations Group* was established in Orkney to ensure that young people leaving school are appropriately supported into a positive post-school destination. As part of the work they were undertaking, the group developed a Youth Employment Survey to better understand how COVID-19 has impacted young people and their options regarding education, training and employment, as well as better understand young people’s knowledge of the support services that currently exist in Orkney.

3.5.17 The survey was open to all young people aged up to 25 years, and the survey was open for responses between the 2 October and 30 October 2020.

3.5.18 Thirty (61%) respondents indicated that COVID-19 had disrupted their plans for the year. The disruption included, but is not exclusive to:

- Losing their job which impacted on finances, preventing them taking the next step.
- Travel restrictions preventing opportunities further afield being taken up.
- A lack of job opportunities.

3.5.19 When asked if they had any barriers to engaging with support services, 23 people (48%) indicated they did, or sometimes did. The biggest barrier was suffering from anxiety (13 people = 68%) followed by limited or no access to transport (nine people = 47%).

3.5.20 Respondents were also asked what they believed was currently missing in Orkney to support them in moving into further education, training or employment. They said:

- Opportunities for those with fewer further or higher qualifications.
- More opportunities through apprenticeships or in-job training.
- Good transport links with the isles.

3.5.21 In Orkney, the assessment of the public transport network that is described in detail in section 5, highlights the challenge of achieving a ‘high-quality affordable conventional public transport network’, and hence it can be concluded that:

...the LTS needs to take a bold and innovative approach to achieving the result as set out in Figure 6 to address the transport challenges for children, families and young



people (as well as others across the Orkney community) rather than relying on the conventional approach to public transport provision, if *transport* is to make a full contribution to ensuring Orkney’s children and young people have the best possible chances in life.

3.6 The Orkney Economy

- 3.6.1 As reported in the 2020 Orkney Islands Economic Review¹⁴, Orkney is a unique economy within Scotland, and has a number of economic strengths. It is clear that Orkney is a relatively prosperous part of Scotland and does well on many economic measures, including ‘wider’ measures of success such as wellbeing. Like many island communities Orkney faces challenges brought on by its remoteness from traditional centres of government and general trade, including relatively expensive transport connectivity and barriers in developing businesses of scale. Its focus upon some key areas of the economy help it achieve benefits from specialisation, but at the same time, this makes it arguably less resilient to economic shocks.
- 3.6.2 The Orkney economy has had a long-standing traditional reliance on **agriculture** and **fishing** given its fertile farmland and marine environment. While there has and continues to be considerable diversification these are still dominant sectors with 44% of business identified as being within the agriculture, fishing and forestry sector.¹⁵
- 3.6.3 Fishing and **aquaculture** support a substantial number of businesses and jobs – there are around 90 local business units that represent 5% of businesses overall, with the vast majority of these being small with less than four employees. A high volume of shellfish is landed in Orkney annually (circa 3,000 tonnes¹⁶), mostly comprising crab¹⁷.
- 3.6.4 There are two prominent aquaculture companies operating in Orkney employing more than 100 people between them and producing in the region of 20,000 tonnes of farmed salmon annually¹⁸. One of these companies reported spending £1.2 million per annum on its local supply chain in 2018.¹⁹
- 3.6.5 Orkney has a key role to play in Scotland’s transition to net zero given its track record and future potential in the **energy** sector. For example, the Crown Estate Scotland’s ScotWind leasing process has opened up 15 ScotWind ‘zones’, with 17 leases announced in January 2022. Sites to the west and east of Orkney were awarded leases and there are several offshore wind farm developers interested in utilising harbour infrastructure in Orkney for construction / assembly and / or Operations & Maintenance activities associated with their proposed offshore wind farm developments. The Orkney Harbours Masterplan document embraces these opportunities – supporting decarbonisation and a transition away from fossil fuels – and includes a range of infrastructure enhancements across key locations around the Orkney

¹⁴ Orkney Islands Economic Review (2020) Fraser of Allender Institute. Accessed from: [Item 12: Orkney Islands Economic Review](#)

¹⁵ Orkney Islands Economic Review (2020) Fraser of Allender Institute.

¹⁶ Scottish Sea Fisheries Statistics 2019.

¹⁷ Orkney Islands Economic Review (2020) Fraser of Allender Institute.

¹⁸ www.orkney.com

¹⁹ Scottish Sea Farms Economic Impact Study, 2018.



mainland, including a new deep-water facility in Scapa Flow – which is considered crucial to realising the ambition to deliver social and economic benefit from offshore wind energy.

3.6.6 Orkney’s Scapa Flow has proved to be an optimal location for Ship-to-Ship (STS) transfers of **oil and gas**; there were 59 STS oil transfers involving 111 vessels in 2018/2019, double that of the year previous. The Flotta Oil Terminal was set up in the 1970s to receive oil from fields in the North Sea – at its peak the terminal processed in excess of 400,000 barrels annually – indeed Flotta handled around 10% of the UK’s oil output. Activities to date have brought in substantial harbour revenues and enabled the creation and growth of a Strategic Reserve Fund for the Council.

3.6.7 It is envisaged that Flotta Oil Terminal will be repurposed to become a core storage and distribution facility for **net zero fuels** alongside a sister facility on the Orkney Mainland (known as the Future Fuels Hub) and that through transition to decarbonisation Orkney will foster and develop new economic opportunities – for example through the manufacture, assembly, operations and maintenance of **offshore wind** farms. As part of the Orkney Harbours Masterplan Phase 1 major port developments are planned to facilitate this.

3.6.8 Orkney is home to the **European Marine Energy Centre (EMEC)**, the world’s first and foremost test site for real life deployment of marine energy devices, with much of its work now focussing on how to produce, store and deliver net zero fuels and technologies. EMEC estimates that more than 300 people in Orkney work in marine renewables after a quarter of a century of related academic activity and a decade of research and development (R&D) facilities.

3.6.9 **Tourism** is a key sector for Orkney and a growth sector for Orkney and for Scotland overall. It is envisaged that volumes will return post-COVID-19, with a particular emphasis on staycations and local holidays. Pre-COVID-19, Orkney’s tourism industry underwent rapid change over the prior decade or so. There had been a dramatic growth in numbers of visitors and significant changes in the market profile of those visitors. Pre-2020 Orkney was receiving an almost equal number of cruise / trade and independent guests. Cruise / trade visits were brief in nature (in and out in one day) with independent travellers staying longer and contributing more.

3.6.10 This growth had brought significant economic benefit to Orkney, both in terms of direct harbour fees and indirect jobs and revenue. But it also brought conflict and problems. Conflict between guests and communities, overcrowding on peak days, damage to sites, and increased pressure and focus on certain ‘honeypot’ attractions. This has led to a perception and reality that the benefits of tourism are not necessarily being evenly or equitably distributed throughout Orkney.

3.6.11 In 2019 there were just over 190,000 visits to Orkney not including cruise passengers (OIC and VisitScotland) and around 60% of these were first time visitors to Orkney.

3.6.12 In 2018 Orkney was the most popular cruise destination in Scotland and the UK, as well as being voted ‘Best Overall Destination in Western Europe’ by Cruise Critic. In 2018, 138 cruise ships visited Kirkwall bringing 124,000 visitors to Orkney. In 2018, tourism facing industries in





Orkney employed around 1,250 people, representing more than 10% of all employment. This compares with 8.3% for Scotland as a whole.²⁰

- 3.6.13 Visitors are largely concentrated in the summer months from May to September, with a peak in July and August. Key visitor attractions include the St Magnus Cathedral, Skara Brae, Maeshowe, the Italian Chapel and the Bishop's and Earl's Palaces, alongside major festivals such as the Orkney Folk Festival, St Magnus Festival and the Orkney International Science Festival. There is a desire to grow the tourism economy in Orkney as highlighted above, including focussing on dispersal of visitors beyond these key sites and events, and including to the isles and more remote locations and sites, and beyond the peak summer months.
- 3.6.14 The **public sector** is a major employer in Orkney accounting for 31% of all employment – compared to a Scottish average of 26%.²⁰ Much of this employment continues to be concentrated in Kirkwall, although COVID-19 has seen the establishment of working from home practices; public sector employment, particularly in schools, is important in more rural and island communities across Orkney, although in a much lower concentration than the number of jobs based in Kirkwall.
- 3.6.15 There is growing interest and moves towards greater *Agile Working* practices, that is finding the most appropriate and effective way of working by bringing together: people, processes, connectivity, technology, time and place.
- 3.6.16 In practice, and on the back of the rapid adoption of homeworking practices during the COVID-19 pandemic, consideration could be given to the re-distribution of public sector employment beyond Kirkwall through opportunities to work from home, work in community hubs or hybrid models – where roles and duties have a combination of home and specified locations.
- 3.6.17 With regard to the 'Orkney brand', there are many products exported globally, particularly from within the **food and drink** and **craft** sectors. Exports from Orkney in 2016 were valued at £100 million.²⁰ Well known Orkney brands include a range of textiles, jewellery, pottery and paintings, knitwear and tweed designers, whisky, gin, meat, shellfish, biscuits, cheese and beers.
- 3.6.18 There has been growth in the number of businesses based in Orkney over the last few years, largely in the private sector. Orkney has a higher business stock per head of population than the Scottish economy as a whole. However, most businesses are small in nature – just over 90% (1,360) businesses have fewer than 10 employees. Indeed, there are no 'large' employers (that is employing more than 250 people) and only 10 medium-sized employers (with between 50 and 249 people).

3.7 Health and Care

- 3.7.1 NHS Orkney (NHSO) is the smallest territorial health board in Scotland, and is responsible for the health care of the population of Orkney. NHSO employs around 620 staff and provides a comprehensive range of primary, community-based and acute hospital services.
- 3.7.2 NHS Orkney's General Hospital and Healthcare Facility opened in June 2019 to serve the patient population of the Orkney Islands. The facility contains office accommodation, General

²⁰ Orkney Economic Review (2020) Fraser of Allender Institute.



Practitioner (GP) Practices, Macmillan (cancer treatment and palliative care), Maternity, Dental Department, Theatres, Clinical Decisions Unit, Outpatient Consulting rooms, a Pharmacy, Laboratories, Mortuary, Emergency Department and the Scottish Ambulance Service, making this a multi functioning healthcare facility, comprising 48 in-patient beds, replacing the old Balfour Hospital built over 90 years ago.

3.7.3 Figure 7 shows the connectivity to Balfour Hospital and available GP level healthcare sites by scheduled bus routes (as further discussed in Section 5.2.6). GP services are also available within the Balfour Hospital site covering Kirkwall and the parishes of St Ola, Orphir, Tankerness, Toab, Deerness, Holm, Firth and parts of Stenness and Rendall.

3.7.4 GP and / or Nurse Practitioner-led practices are also located for and in the communities of Dounby (covering the West Mainland), Stromness (and surrounding area), St Margaret’s Hope (South Ronaldsay and Burray), and on Hoy, Westray, Papa Westray, North Ronaldsay, Shapinsay, Flotta, Rousay, Sanday, Stronsay and Eday.

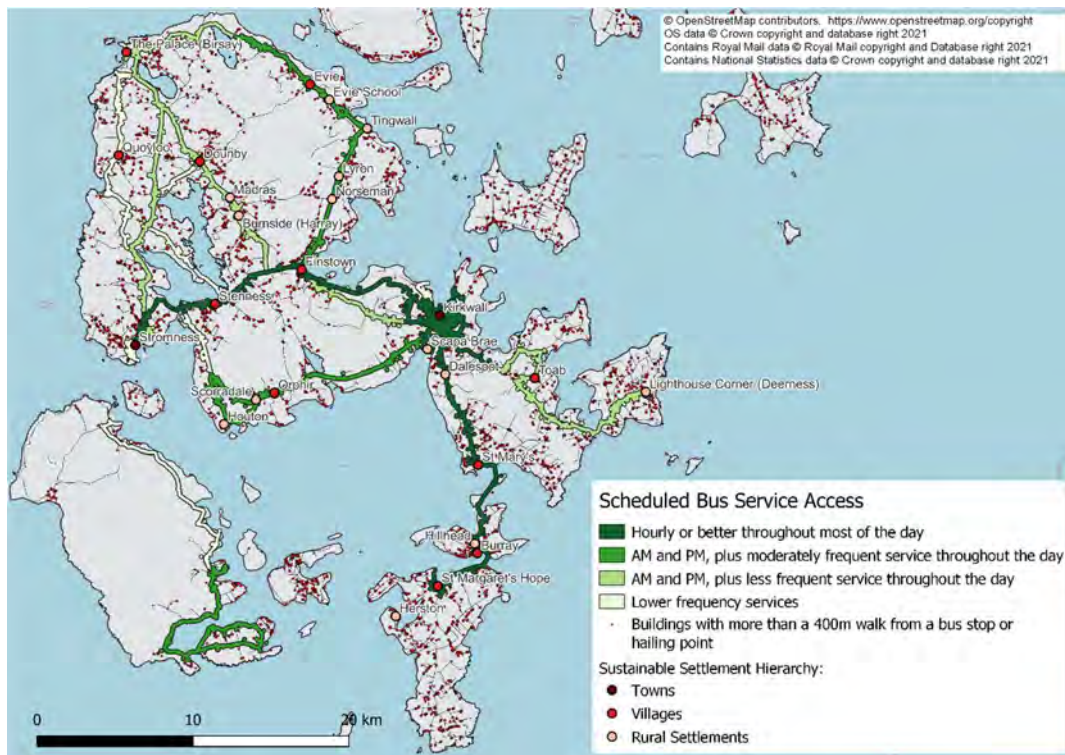


Figure 7. Scheduled Bus Service Access – Balfour Hospital and GP Sites

3.7.5 In recognition of the NHS Scotland declaring a climate emergency, The Scottish Government and NHS Scotland Assure²¹ have developed a draft Climate Emergency and Sustainability Strategy 2022 to 2026 for NHS Scotland, which was subject to consultation to 10 March 2022.

²¹ Part of NHS National Services Scotland, NHS Scotland Assure works with health boards to improve the healthcare built environment.



This Strategy set out a number of salient aspects, including, under the heading of sustainable travel how NHS Scotland intends to support the shift to ‘transform Scotland's transport system from one based on fossil fuels to one based on renewable energy and active travel.’

3.7.6 The Strategy sets out that NHS Scotland will make it easier to walk, wheel, cycle and take public transport to use NHS services, by improving access for all, particularly those with low incomes, improving health and helping to tackle the climate emergency. By reducing the need to travel and supporting the shift to active travel and vehicles powered by renewables, NHS Scotland will help improve air quality and cut carbon emissions.

3.7.7 The broad topics of relevance set out in the Strategy include:

- Support the continued use and expansion of NHS Near Me and other forms of remote consultation where it is clinically appropriate. This is backed by £3.4 million of annual funding from the Scottish Government and is of particular benefit to people who live in remote areas.
- Thousands of NHS staff have been working from home throughout the pandemic and they will be supported to continue to do so. The current Homeworking Policy that sets the standard for NHS Scotland is being refreshed and modernised to reflect the changed working environment.
- Aim to bring care closer to home, to make it more accessible to people, and to work with communities and other partners to make 20-minute neighbourhoods a reality across the country.
- NHS Scotland will encourage staff, patients and visitors to use active travel means where they can. For short journeys, active travel is the most convenient and affordable mode of transport. Active travel can also bring other health benefits. Creating the space and infrastructure for people to walk, wheel and cycle can bring opportunities for creating green and blue spaces on the NHS estate which have proven mental health benefits and supports the improvement of local biodiversity.
- Improving public and community transport links will help with ambitions to reduce health inequalities, as it reduces reliance on cars and car ownership which are difficult for people on lower incomes to access. NHS Scotland will work closely with local authorities to identify where public transport links to NHS sites need to be improved and accessibility by public transport will be a fundamental consideration in decisions about where to develop new NHS facilities.
- NHS Scotland will develop links with the Community Transport Association UK and the volunteer community transport groups to make it easier for patients to access their healthcare in the most effective and streamlined way. NHS Scotland states that it is aware that some people find it difficult to use public transport for good reason and will ensure that appropriate and dignified disabled access to public and community transport options is a key part of these discussions.
- NHS Scotland states that they are committed to ensuring that the whole fleet (around 9,300 vehicles nationally), both owned and leased, has net zero greenhouse gas as early as possible, encouraging sustainable travel by NHS staff for work purposes and reducing



the need to travel by private vehicle. Further, it is stated that they want to use the power of their own actions and purchasing power as a large organisation to help bring about the shift in vehicle technology that is necessary to protect us all from climate change.

- And specific relevant actions include:
 - Carry out annual travel surveys at each site to monitor shifts in modes of transport in travel to and from NHS sites.
 - Establish a target to reduce the number of journeys taken by car (staff, patient and visitor).
 - Support the continued use and expansion of NHS Near Me.
 - Refresh and modernise the Homeworking policy.
 - Plan new facilities in the community using the principles of 20-minute neighbourhoods.
 - Explore options for the better integration of care to reduce the number of separate appointments and journeys.
 - Work with local authorities, third sector organisations and other partners to link NHS facilities to active travel routes and networks in the wider community.
 - Make outdoor spaces and sites easier, safer and more enjoyable for people to walk, wheel and cycle on including through improving wayfinding.
 - Work towards every Health Board achieving the 'Cycling Friendly Employer Award' from Cycling Scotland by no later than 2026.
 - Provide detailed information to all patients and visitors on how to avoid using a car when accessing our sites including details of cycle routes and paths, cycle parking, facilities and public transport options.
 - Actively promote the health, environmental and cost benefits of active travel to staff, patients, and visitors, providing information and advice on personal travel planning.
 - Ensure that new NHS facilities (including pop-up clinics, vaccination centres and screening sites) prioritise access for people travelling actively and sustainably.
 - Work closely with local authorities to identify where public transport links to NHS sites need to be improved.
 - Make accessibility by public transport a fundamental consideration in decisions about where to develop new NHS facilities.
 - Work with Community Transport Association UK and volunteer community transport groups to improve patient access.
 - Replace fleet of fossil-fuelled small and medium vehicles with vehicles powered by renewable alternatives by 2025.
 - No longer buy or lease large fossil-fuelled vehicles by 2030.
 - Include greenhouse gas emissions arising from business travel (including grey fleet) as part of the annual Climate Change reports.
 - Explore options for using e-cargo bikes to transfer goods between NHS sites.



- Explore ways of minimising travel in the delivery of services, e.g., through freight consolidation and the use of Geographical Information Systems (GIS) for better route planning.
- Create travel policies which state that where business travel is unavoidable, a travel hierarchy is applied, promoting active travel, public transport, car sharing and low carbon vehicles before single occupancy standard vehicles.
- Review and amending NHS Scotland mileage reimbursement rates and allowances to encourage staff travelling by sustainable means including by bicycle.
- No longer support travel by domestic flight where suitable train or bus alternatives, video or conferencing are available and practical.

3.7.8 Following the consultation period and publication of the final Strategy, from October 2022, each Health Board will publish an annual report, approved by its Chief Executive, summarising its progress against the aims of this strategy. These reports will form a key part of each Health Board's annual ministerial review. Starting in 2023, NHS Scotland will then publish an annual NHS Scotland Climate Emergency and Sustainability Report setting out the progress being made across all of NHS Scotland in implementing this strategy.

3.7.9 What is not clear however is what role the NHS Boards will have in addressing some of the above noted issues, particularly of relevance to this LTS, supporting improvements in public transport to sites where they have been identified as needing improvement, supporting Community Transport operators to deliver improvements, and delivering better links to and with active travel networks to NHS sites.

3.8 Community, Leisure and Participation

3.8.1 There is a thriving community spirit across Orkney, with many events and activities organised locally throughout the year across the mainland and isles. The majority of facilities and major events are located predominantly in Kirkwall, followed by Stromness, as this is where the main venues are. The Pickaquoy Centre for swimming, sports, cinema (and conferences) is the main leisure facility and is located in Kirkwall; there is also a swimming pool in Stromness, and on Sanday, Stronsay, Westray and Hoy there are swimming pools within Healthy Living Centres; the Healthy Living Centres also accommodate community-based fitness suites – in seven communities, all based at the community's school: North Walls, Rousay, Sanday, Shapinsay, St Margaret's Hope, Stronsay and Westray. The Dounby School and Community Centre also has a fitness suite and sports hall.

3.8.2 For much of the community, participation in leisure activities can involve significant travel – both in terms of distances and time. As leisure is often associated with an out-of-work time activity, it can be taken that much of this access must be accommodated via private transport, often car, rather than public transport, which has a tendency to focus more on providing access to a standard 9am – 5pm working day. Full detail of the public transport network is set out in section 5 of this document.

3.8.3 Festivals and events in Orkney offer opportunities for community (in the widest sense of the word) to come together, and to welcome visitors to the islands. Both elements are even more so important as we progress through and beyond the COVID-19 pandemic. In normal times, a busy annual programme of festivals includes the prestigious St Magnus International Festival,



as well as the popular Folk, Science, Blues and Storytelling festivals. There are festivals that celebrate a wide breadth of subjects, such as books, shopping (Stromness), aviation and gardens, and there are festivals that have developed in response to particular needs, such as securing the continuation of North Ronaldsay's famous seaweed-eating sheep. A recent Economic Impact Study of the Festivals and Events sector has revealed a number of transport-related issues, notably a lack of public transport on the Orkney Mainland to access events beyond Kirkwall, and limited connectivity to the islands, and markedly between the isles, which makes the development of programmes in the isles (including connected to larger established festivals) more of a challenge to achieve, which limits the dispersal of the economic (and wider) benefits associated with festivals and events.

- 3.8.4 The Grant Thornton Vibrant Economy Index considers a range of measures (economic performance, community trust, health and wellbeing and inclusion) to rank places; Orkney was ranked number one for community, trust and belonging and health, wellbeing and happiness. Another Quality of Life survey (Lloyds, 2020) ranked Orkney a⁵ 1st in Scotland and 1⁸th in the UK for 'quality of life.'
- 3.8.5 From the NIP Survey Final Report²² the most popular forms of cultural participation for islanders (across the whole of Scotland) are the cinema (including mobile), with 41% of islanders attending more than once a year, culturally specific festivals (39%), historic places (38%) and live music events (37%). Different islands have differing patterns of participation, however. People living on Orkney Mainland have higher rates of attendance at culturally specific events – 49% attend more than once a year, and at live music events, 40% of respondents attended at least once a year – compared to those on the outer islands.
- 3.8.6 The *A Connected Scotland: Our strategy for tackling social isolation and loneliness and building stronger social connections*²³ highlights that social isolation and loneliness manifest themselves in different ways in urban and rural communities. Accessible transport is highlighted as vital to people being able to meet face-to-face and stay socially active, particularly for those in rural areas or later in life, a challenge that has been intensified through the COVID-19 pandemic experience.
- 3.8.7 The Strategy has a vision whereby all *'individuals and communities are more connected, and everyone has the opportunity to develop meaningful relationships regardless of age, stage, circumstances or identity.'*

²² National Islands Plan Survey Final Report, accessed from: [National Islands Plan Survey: final report - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/national-islands-plan-survey-final-report/)

²³ Available at: <https://www.gov.scot/publications/connected-scotland-strategy-tackling-social-isolation-loneliness-building-stronger-social-connections/>



4 ISLANDS COMMUNITY IMPACT ASSESSMENT

- 4.1.1 An ICIA is a statutory requirement emanating from the Islands (Scotland) Act. It is intended to describe the likely significantly different effect of a policy, strategy or service on island communities. It must also assess the extent to which the authority considers that the policy, strategy or service can be developed or delivered in such a manner as to improve or mitigate, for island communities, the outcomes resulting from it.
- 4.1.2 In the context of this LTS for Orkney, the ICIA considers impacts on the isles around the Orkney Mainland as well as the Orkney Mainland itself – to validate that policies and actions contained within the LTS are fit for purpose for all inhabited locations within Orkney, and the ICIA has assisted in shaping the LTS Delivery Plan so as to address the factors that can disadvantage residents of the isles, or particular localities. The ICIA has hence and advantageously been used as part of the appraisal tool for the long list of possible LTS actions (Appendix 1), assisting with the development, sorting and refinement of these options.
- 4.1.3 The ICIA has been aligned with the development of the LTS, with a view to screening any potential impacts at an early stage of its development, and the ICIA criteria as set out below are a key element of the appraisal used to assess the long list of LTS options. The ICIA has been thoroughly embedded throughout the process rather than being a separate or standalone exercise.
- 4.1.4 Each LTS action is considered against the following ICIA criteria:
- Are there potential island impacts that differ from mainland impacts?
 - Does the policy effectively address the unique transport challenges faced by island communities?
 - Does the policy protect and increase the economic prosperity of island communities?
 - Does the policy address the unique social challenges faced by island communities?
 - Does the policy impact on the islands' infrastructure or natural environment and biodiversity?
 - Can the policy be developed or delivered to improve or mitigate, for island communities, the outcomes arising from it?
- 4.1.5 And as part of this LTS process a further ICIA criteria has been added to consider any differential impacts on an island-by-island basis; for example, considering where a positive impact on one island may result in possible adverse impacts to another, or if progress for one island might in effect make connectivity for another (although unchanged) seem worse comparatively.
- 4.1.6 Further details of the ICIA approach and evidence to support completion of this duty are set out in Appendix 1: Island Community Impact Assessment (ICIA). It is also worth highlighting here that it is endorsed that this approach to ICIA should be continued throughout the future development and delivery of LTS actions within the LTS Delivery Plan, the ICIA being an embedded way of working in the spirit of the Islands (Scotland) Act.

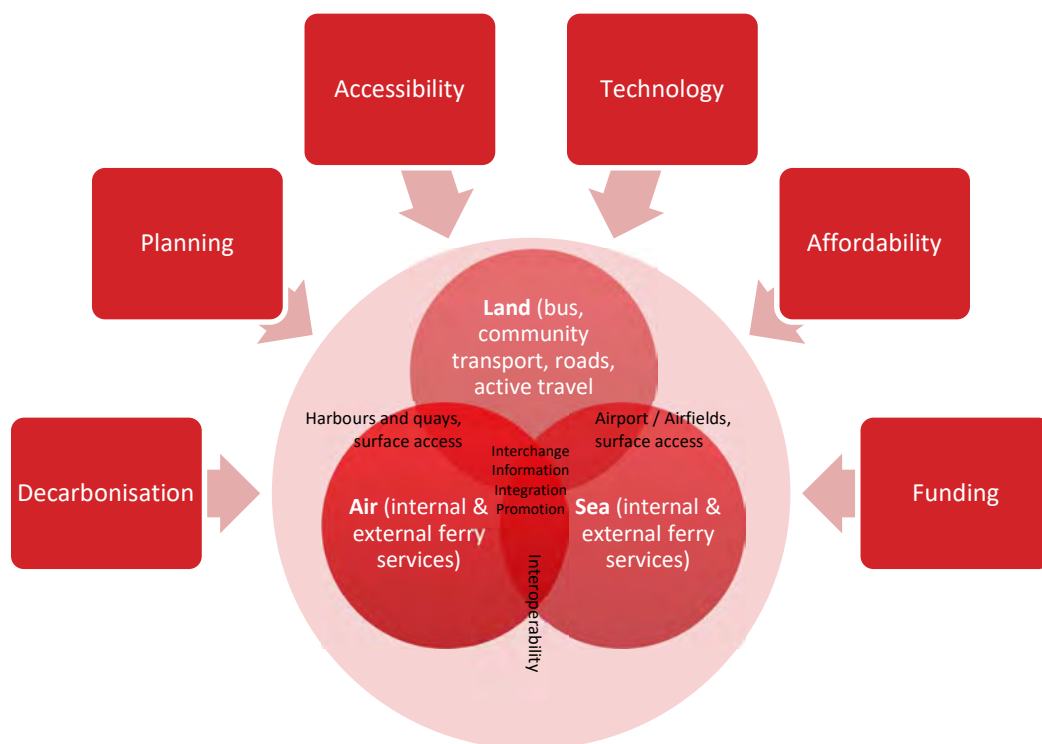


5 TRANSPORT CONTEXT

5.1 Introduction

5.1.1 This section sets out the transport context for Orkney. Figure 8 describes transport for Orkney, transport interactions between modes and services, as well as key external factors that influence transport and will have a future impact on the shape of transport in the coming years.

Figure 8. Orkney Mapping of Transport and Transport Interactions and External factors



5.1.2 Each of these transport aspects, interactions and external factors are described in turn in the remainder of this section.

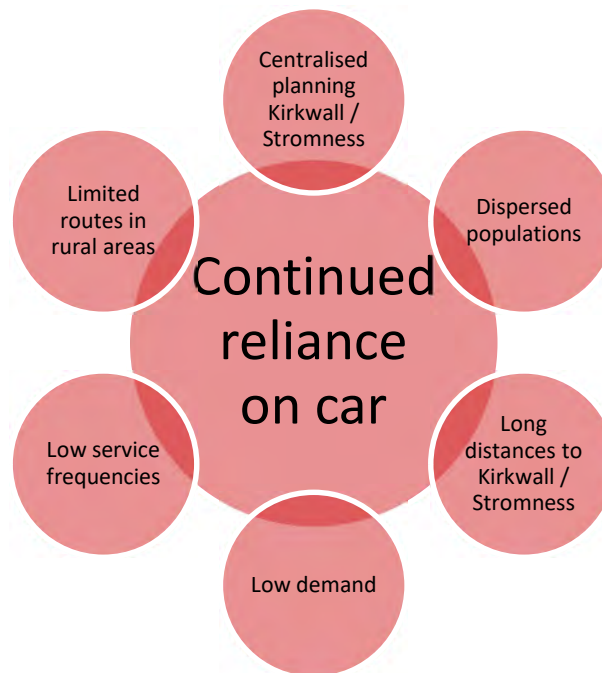
5.2 Provision of Public and Community Transport in Orkney

5.2.1 The public transport network of services in Orkney on the one hand offers value for money in terms of funding available and what has been delivered through the latest procurement exercise. It can also be seen that in some parts of the network there is very limited service provided, indeed insufficient to attract people away from their cars, or often no services at all. The issue is, however, that to provide a conventional public transport service of sufficient frequency and covering adequate routes to get close enough to a majority of origins and destinations would be unaffordable. This is a complex equation, with many interrelated factors, including aspects such as the very dispersed pattern of housing as has been described in earlier sections.



- 5.2.2 The issues are embedded in the geography and in this context of historical planning. Public transport services are primarily driven by the need to get to or from Kirkwall and Stromness, as well as ferry terminals and airports for onward travel.
- 5.2.3 Outside of Kirkwall and Stromness the population is dispersed with villages located a significant distance from Kirkwall or Stromness, and much housing dispersed away from any particular village or settlement. It is also the case that there has been limited development of services and facilities in other settlements due to the concentration on Kirkwall, and Stromness to a lesser degree.
- 5.2.4 On the Mainland, distances to Kirkwall range up to ~20 miles, from Birsay in the west and around Burwick in the south, for example. Deerness to the east is around 12 miles from Kirkwall. There are multiple route options across this geography, adding to the challenges of devising a comprehensive conventional bus network.
- 5.2.5 A combination of factors culminates in the often reliance on private car for getting about in Orkney (see Figure 9).

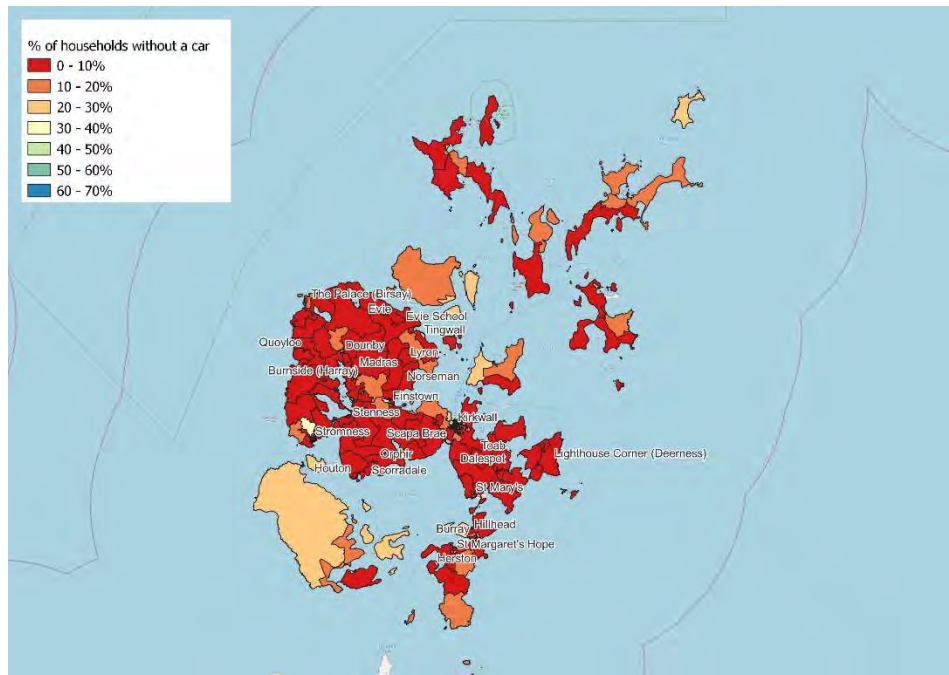
Figure 9. Drivers of Reliance on Private Car



- 5.2.6 Figure 10 demonstrates the high level of car ownership across Orkney; at the same time there are areas where up to 30% of households do not have access to a car or van. That said, even in areas with lower levels of households with no car available – up to 10% of households – this can still represent accessibility barriers, for example, in terms of the cost of running that vehicle, or indeed competing demands placed upon that vehicle to access the multitude of needs that a household will have.



Figure 10. Orkney Car Ownership



5.3 Public Transport Services on the Orkney Mainland

- 5.3.1 Public transport services on Orkney Mainland comprise a number of commercial and supported scheduled bus services. Stagecoach was awarded a contract to provide public bus services across Orkney Mainland, commencing in August 2021 for a duration of eight years. The contract includes the provision of (most) school bus services alongside a number of smaller operators.
- 5.3.2 Engagement with Stagecoach suggests that the profitability of the commercial services is somewhat dependent on the overall package of public and school bus services within the contract as this provides critical mass for the operator to effectively manage common operational costs, as well as support passenger demand across the network as a whole.
- 5.3.3 Stagecoach operates 32 school bus routes on the Orkney Mainland, utilising a shared fleet with the scheduled local bus services. As such, the provision of school services impacts on the operational scope of the scheduled services. This most commonly manifests in local bus service timetable gaps, where these vehicles are used for school operations. As school operations are timebound, there is little scope for changing this without providing additional vehicles and drivers. Hence, this would come at significant cost to fill these gaps in service. The capacity requirements, and particularly the size of vehicle, of the bus fleet are also driven primarily by school requirements. School timetables are similar Monday through Thursday, then with an early finish at Kirkwall Grammar School on a Friday, meaning also then a change to the local bus service coordinated timetables on Friday.
- 5.3.4 The award of tenders secures the operation of school and public bus services across Orkney from 16 August 2021 for a period of eight years, with the option to extend the contract up to a maximum of a further two years. Stagecoach are operating the mainland public bus services using 34 brand new vehicles, with all vehicles being low-floored accessible and meeting Euro 6



low emission standards. The cost of School and Public Bus Services for the first full year of operation (all operators) is £5,379,899, compared with an existing budget available of £3,050,760 which is a very significant increase in investment for improved services for Orkney by the Council.

- 5.3.5 There are twelve bus routes, which have registered local bus services, all operated as hail and ride beyond the main travel centres in Kirkwall and Stromness in order to cater for the dispersed nature of development across the islands, and to maximise the useability of the services within the towns and other settlements along the routes.
- 5.3.6 Services on four of these routes (X1, 5, 8 and the T11) are provided ‘commercially’ with the remainder supported financially by OIC.
- 5.3.7 Table 6 summarises the bus services on the Orkney Mainland, and then each service is described in detail.

Table 6. Bus Routes on Orkney Mainland

BUS ROUTE	SUMMARY
X1	Stromness – St Margaret’s Hope (via Kirkwall) via Balfour Hospital Entrance
2	Kirkwall – Houton Ferry Terminal via Balfour Hospital Entrance
3	Kirkwall – Deerness (via Tankerness), via Balfour Hospital Entrance
4	Kirkwall – Kirkwall Airport – Kirkwall (incorporating town service elements) and via Balfour Hospital footpath end
5	Stromness – Houton Ferry Terminal
6	Kirkwall – Tingwall Ferry, Evie & Birsay, via Balfour Hospital Entrance
7	Kirkwall – Birsay (via Dounby), via Balfour Hospital Entrance
8	Stromness Academy – Stromness Travel Centre – Stromness Academy – Golf House – Stromness Travel Centre (on school days only)
8S	Kirkwall – Skara Brae – Kirkwall and on to Balfour Hospital Entrance
9	Kirkwall Town Service, and via Balfour Hospital footpath end
X10	Hatston Ferry Terminal Link to Stromness (via Kirkwall)
T11	Stromness & Kirkwall to Skara Brae, Ring of Brodgar circular back to Kirkwall

BUS ROUTE X1: STROMNESS – ST MARGARET’S HOPE (VIA KIRKWALL)

5.3.8 The X1 is a core bus route on the Orkney Mainland, and constitutes almost half of all scheduled service miles operated. It connects the settlements / localities of Stromness, Finstown, Hatston Industrial Estate, Kirkwall Town Centre, St Mary’s Village, Burray Village and St Margaret’s Hope. The X1 has multiple route variations spread across a relatively complex timetable. Depending on the route variation, the X1 serves key destinations such as:

- Kirkwall and Stromness, and their Travel Centres – almost all X1 services.
- Balfour Hospital in Kirkwall – approximately three quarters of X1 services.



- St Margaret's Hope Ferry Terminal – approximately half of all X1 services.
- Hatston Ferry Terminal – two services, at 9:23pm and 10:23pm, to connect with external ferry services to Aberdeen / Shetland.
- Stromness Academy – during school term at 3:40pm and 4:57pm Monday to Thursday, and additionally at 2:00pm on a Friday.
- Stromness Ferry Terminal.

5.3.9 On weekdays, the X1 operates from early morning, with its first buses leaving from Stromness at 5:40am, Kirkwall at 5:05am, and St Margaret's Hope at 07:37am. In the evening, last buses leave Stromness at 10:02pm, Kirkwall each direction at ~9:30pm, and St Margaret's Hope at 10:07pm.

5.3.10 **Weekday** frequency for each direction varies from approximately half hourly (Stromness – Kirkwall) to hourly (Stromness to St Margaret's Hope), depending on the time of day and the origin / destination served as per the route variations listed above. Gaps of over an hour exist in the morning and afternoon on weekdays, when buses are used to provide school services.

5.3.11 **On Saturdays**, the X1 bus service undertakes similar routeing, with no complication of variation for school services. The first buses leave from Stromness at 8:00am, Kirkwall at 6:05am, and St Margaret's Hope at 7:47am. Last buses leave Stromness Travel Centre at 9:02pm, Kirkwall at 9:33pm, and St Margaret's Hope at 10:07pm.

5.3.12 **On Sundays**, there are no direct bus routes from Stromness to St Margaret's Hope. However, separate Stromness to Kirkwall and Kirkwall to St Margaret's Hope bus services each operate every two hours in each direction from morning until early evening.

BUS ROUTE 2: KIRKWALL – HOUTON FERRY TERMINAL

5.3.13 The number 2 bus service connects Kirkwall with the Houton Ferry, via the A964 and Scorradaile Road. This route is highly rural, with dispersed development along its route, including however a connection through Orphir village. The service between Kirkwall and Houton Ferry Terminal is an important public transport connection for people travelling to / from Hoy and Flotta and possibly for people who work at the Ferry Terminal too. The service operates via the Balfour Hospital, and Kirkwall Grammar School in the mornings – thus enabling Hoy and Flotta residents to access the hospital by public transport, and bus connections for those within the statutory travel distances that are not otherwise entitled to home to school transport.

5.3.14 **On weekdays**, the first bus departs Kirkwall Travel Centre at 7:15am with additional stops at Kirkwall Grammar School and Papdale Hostel, followed by one bus after every two hours until 5:10pm. There are six services daily on weekdays scheduled to meet with ferry arrivals / departures. The bus will wait for up to 15 minutes should there be any ferry delays. As such, the timetable may be subject to variation of up to 15 minutes.

5.3.15 The current bus timetable allows for a meaningful amount of time to be spent either on one of the isles (Hoy or Flotta) or on the Orkney Mainland, and Kirkwall in particular. While it would be possible to commute in either direction, the service only really aligns with the standard 9 – 5 working day or thereabouts.



- 5.3.16 There are fewer bus services on Saturdays and Sundays to coincide with fewer ferry sailings. On **Saturdays**, the number 2 service operates one less service, with the first and last buses departing from Kirkwall at 8:30am and 5:00pm respectively. Additional buses leave at 9:15am, 1:50pm and 3:45pm to connect with ferry arrivals and departures. **Sunday** operation is limited to two bus services departing Kirkwall at 9:10am and 4:15pm.
- 5.3.17 The service sees only around 50% of the annual peak patronage in winter months compared to summer. This may, in part, be due to fewer tourists travelling in winter.

BUS ROUTE 3: KIRKWALL – DEERNESS (VIA TANKERNESS)

- 5.3.18 The number 3 bus service connects Deerness and Kirkwall, calling at the Sheila Fleet Jewellery attraction in Tankerness, Toab, Dingieshowe and Lighthouse Corner in Deerness. The service also calls at the airport and Balfour Hospital entrance. **On weekdays** the first bus departs from Kirkwall Travel Centre at 7:15am. This first bus comprises a positioning run to coordinate with the inbound (closed) school bus service connection from Deerness to Kirkwall Grammar School. The afternoon departures from Kirkwall are at 12:55pm and 5:25pm, with an additional departure at 3:55pm on Fridays only during school term and weekdays during school holidays.
- 5.3.19 From Deerness Lighthouse Corner the first bus departs at 8.16am, then 9.26am, 1.26pm, 4.26pm (the run back in from the outbound Kirkwall Grammar School home to school transport run). and the last bus departing at 5:56pm.
- 5.3.20 Weekday services enable a full 9am – 5pm working day or shorter, either morning or afternoon, half days in Kirkwall.
- 5.3.21 Three buses operate in each direction at **weekends**. The first bus departs Kirkwall at 7:45am, followed by 12.55pm and 5:25pm. Similarly, from Deerness the bus departures are at 8:16am, 1.26pm and 5:56pm.

BUS ROUTE 4: KIRKWALL – KIRKWALL AIRPORT

- 5.3.22 The number 4 bus service operates between the Kirkwall Travel Centre and Kirkwall Airport. In both directions, the bus stops on New Scapa Road adjacent to the Balfour Hospital. The 'Airport Bus' as it is commonly known provides a half-hourly service between Kirkwall Travel Centre and Kirkwall Airport, running between 6.15am and 7.40pm on weekdays. There is a break mid-afternoon (Monday to Thursday) to facilitate school bus contract operation. Thus, there are only 3.15pm and 3.45pm airport runs on Fridays during school term and on weekdays during school holidays.
- 5.3.23 The last bus departs from the airport at ~7:15pm is subject to the arrival of the last flight and will depart 10 minutes after the landing of the last flight and up to a maximum of 20 minutes from the scheduled departure time.
- 5.3.24 **Weekends** have a reduced number of services compared to weekdays, with Saturday services beginning at 6:45am and finishing at 4:15pm, with a half hourly frequency. On Sundays the first bus departs Kirkwall at 9:45am, then every 1.5 hours up to 7.30pm.
- 5.3.25 From Kirkwall Travel Centre the route incorporates Palace Road and New Scapa Road adjacent to the Balfour Hospital, while on the return leg from the Airport New Scapa Road and Pickaquoy Road are served (where supermarkets are located).



5.3.26 Due to the circuitous route that the service takes through Kirkwall, the regular, clock-face service is popular as a town-type bus service along the route that it takes within Kirkwall also.

BUS ROUTE 5: STROMNESS – HOUTON FERRY TERMINAL

5.3.27 The number 5 bus service connects Stromness with the Houton Ferry, via the A964 and the A965. It operates on **weekdays only**, with two buses departing Stromness Travel Centre at 9.32am and 12.52pm; returning from Houton Ferry Terminal 10:15am and 1:15pm.

5.3.28 Kirkwall tends to be the focus for many trips, with the concentration of services etc. that are available in Kirkwall, however, there has often also been a call for improved access to Stromness. This service meets this requirement, and particularly for residents of Flotta, who are served in terms of primary care by the Stromness Surgery.

BUS ROUTE 6: KIRKWALL – TINGWALL FERRY TERMINAL, EVIE & BIRSAY

5.3.29 The number 6 bus service operates between Kirkwall and Birsay Palace, at the north westerly point of the Mainland, via Finstown, the Tingwall Ferry Terminal and Evie on the A966. It provides an important public transport connection for the communities of Rousay, Egilsay and Wyre in particular, by enabling residents to commute (to Kirkwall). It also affords a meaningful day trip on any of the three islands or on the Mainland, though only with Kirkwall as the main destination. Morning service calls at Kirkwall Grammar School enabling bus connections for those within the statutory travel distances that are not otherwise entitled to home to school transport.

5.3.30 From mid-morning services also call at the Balfour Hospital – while this does not enable commuting it will enable island residents to access the hospital by public transport.

5.3.31 **On weekdays and Saturdays**, the service departs Kirkwall Travel Centre at 6:55am, and from Balfour Hospital entrance after 11:15am. The bus operates seven times a day, with services operating via Woodwick Road on the inbound and in both directions at 5:10pm. **On Saturdays** the pattern of bus service is similar to weekdays except that it does not cover Kirkwall Grammar School. Only five services operate on a **Sunday**, and only as far as Tingwall Ferry from Kirkwall. Balfour Hospital is not served on a Sunday.

5.3.32 All ferry arrivals / departures at Tingwall Ferry Terminal are met by the bus, while three of the services call at Evie and two call at Evie and Birsay.

5.3.33 The service does enable commuting trips from Evie, as well as the ability to spend half a day in Kirkwall, though does not suit working arrangements that involve shift patterns.

BUS ROUTE 7: KIRKWALL – BIRSAY (VIA DOUNBY)

5.3.34 The number 7 service covers the settlements of Kirkwall, Finstown, Harray, Dounby, Twatt, Birsay and Stromness and operates **Monday through Saturday only**. It operates four times a day, and the service is integrated with the X1 in the morning and evening. The morning integrated X1 bus services depart Kirkwall Travel Centre for Stromness Hamnavoe Estate at 6:05am and at 6:55am. Both of these then become the 7 service as they leave Stromness Hamnavoe Estate for Balfour Hospital Entrance, via Dounby, Harray, Finstown and Kirkwall Travel Centre.



- 5.3.35 This bus route provides a commuter link running from Stromness to Kirkwall via Harray, Birsay and Dounby in the morning and evening. On weekdays and Saturdays there are two early morning departures from Stromness (6.36am and 7.36am) which arrive into Kirkwall for 8am or 9am, also calling at the Balfour Hospital, enabling folk to commute into Kirkwall or attend morning appointments at the hospital.
- 5.3.36 There is one service returning from Kirkwall and the Balfour Hospital just after 1.30pm and then one service in the evening departing the Balfour Hospital and Kirkwall just after 5.30pm.
- 5.3.37 The service only allows for a full or half day to be spent at the hospital or in Kirkwall and only aligns well with the standard 9am – 5pm / 8am – 4pm working day.
- 5.3.38 Travelling to Dounby or Birsay from Stromness involves either a very long day (e.g., from around 7am to 6pm) or a half day commencing in the afternoon (e.g., from around 2pm to 6pm).
- 5.3.39 In the afternoon, two services operate from Balfour Hospital Entrance. The first bus leaves at 1:37pm bound for Harray, Twatt, Dounby, Finstown and back to Kirkwall Travel Centre. The service at 5:37pm leaves from Balfour Hospital Entrance but travels to Stromness Hamnavoe Estate where it becomes the X1 service to Kirkwall Travel Centre.

BUS ROUTE 8: STROMNESS ACADEMY – STROMNESS TRAVEL CENTRE

- 5.3.40 Service 8 operates once a day during school terms only. It provides a short route within Stromness, departing Stromness Travel Centre and 8.40am then serving Stromness Academy, and Golf House. Limited operational data is available for this service.
- 5.3.41 The service provides connections for those travelling to school and who are within the statutory distances and hence not eligible for the statutory free home to school transport.

BUS ROUTE 8S: KIRKWALL – SKARA BRAE

- 5.3.42 The 8S service covers Stromness, Stenness, Finstown, Kirkwall, Skara Brae, Dounby and Twatt settlements. The bus service operates twice a day on Monday and Thursday, and four times on Saturday.
- 5.3.43 **On Monday** morning the service departs Kirkwall Travel Centre at 8:45am, bound for Finstown, Stenness, Dounby, Twatt, Marwick junction, Skara Brae and Stromness Travel Centre and then to Harray, Finstown traveling back to Balfour Hospital Entrance. **On Thursday** the first bus operates from Balfour Hospital Entrance at 12:25pm hours before undertaking the same route.
- 5.3.44 The services on Monday and Thursday operate in the reverse, both leaving from Balfour Hospital, but terminating at Kirkwall Travel Centre, rather than returning to the hospital.
- 5.3.45 On weekends the services follow a similar routeing, departing at 8:30am from Kirkwall Travel Centre and 12:25pm from Balfour Hospital. In the reverse the services leave at 10:25am and 4:40pm from Balfour Hospital.
- 5.3.46 There is a sharp contrast in patronage between summer peak and winter low months, with the lowest month having just 15% of the peak month ridership. This is likely due to this route being used for largely tourism purposes in the summer.



BUS ROUTE 9: KIRKWALL TOWN SERVICE

- 5.3.47 **On weekdays**, the number 9 Kirkwall Town Service operates from 7:30am until 5:30pm with a service frequency of one bus every hour creating a loop around Kirkwall, originating and completing at Kirkwall Travel Centre. Key destinations include Balfour Hospital, Orkney College and Kirkwall Grammar School. There is a gap in service during school term times on Mondays to Thursdays, with the 3:30pm service only operating on Fridays during school terms and during school holidays.
- 5.3.48 **On Saturdays**, the service operates as during the week, without the gap at 3:30pm to cover school service contracts. **On Sundays** four services operate between 10:45am and 4:45pm, providing one service every two hours. Reduced routeing also only covers Papdale East, Hatston Park, Rope Walk and Soulisquoy Place.
- 5.3.49 Of the Mainland services for which there is patronage data available²⁴, the Town Service shows the most stable ridership across the year. The lowest winter month patronage was 67% of the peak summer month patronage, on average between 2015 and 2019; however, in spring, summer and autumn, ridership is much closer to the peak (generally well over 80%), suggesting a greater proportion of travel on this service is by Orkney residents compared to other services, which see more dramatic variation across the year.

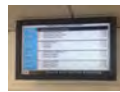
BUS ROUTE X10: HATSTON FERRY TERMINAL LINK TO STROMNESS (VIA KIRKWALL)

- 5.3.50 The X10 bus service operates daily in two legs: departing Kirkwall Hotel at 10:45pm to Stromness Travel Centre, and departing Stromness Travel Centre at 11:25pm bound for Kirkwall Travel Centre. The service calls at Hatston Ferry Car Park and Passenger Terminal, Kirkwall Ayre Hotel, Finstown and Brig O'Waithe. The X10 service provides a public transport connection to Hatston Ferry Terminal and all evening arrivals and departures of the Serco NorthLink ferry service between Kirkwall and Aberdeen / Shetland.
- 5.3.51 The service can be subject to alteration at short notice depending on the arrival and/or departure of the external ferry services. If the ferry is late, the bus service will depart ten minutes after the arrival of the vessel. If the ferry is scheduled not to operate, or is cancelled, this bus service does not operate.
- 5.3.52 As might be expected, this service has highly seasonal ridership, with the average winter low month being just 18% of the summer peak month, on average from 2015 to 2019, which corresponds with the variability of ferry passenger carryings on services to Shetland and Aberdeen.

BUS ROUTE T11: STROMNESS & KIRKWALL – SKARA BRAE

- 5.3.53 The T11 is a hop-on, hop-off 'tour' bus which is registered as a local bus service, and with hail and ride, allowing passengers to board or alight anywhere on the route. The bus service generally operates daily throughout the summer from April to October.
- 5.3.54 In the past the service has departed from Kirkwall in the morning, travelling west along the coast and covering Stromness, Skara Brae and the Ring of Brodgar, with a return leg covering

²⁴ Data is not available for the X1, 5 or T11.



Stenness before returning to Kirkwall. Tickets in prior years have cost £16 per person and are valid for unlimited travel on the T11 bus route as well as any other Stagecoach Orkney bus on the same day.

5.3.55 It is understood that in 2022 in response to changes in the operation and management of access to Skara Brae meaning that access is unavailable for people who have not pre-booked, that the T11 will run an amended route that will also take in sites to the east, including routeing via the Italian Chapel.

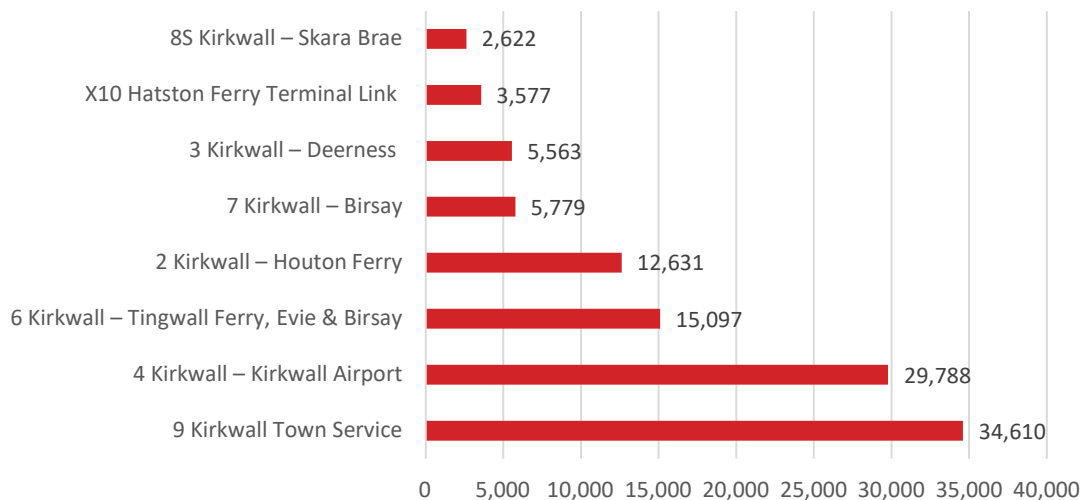
5.4 A Snapshot of Bus Patronage on Services on the Orkney Mainland

5.4.1 Information on patronage is available for supported bus services on the Orkney Mainland. In 2019 109,667 passenger journeys were made on these bus services – 60% of these journeys were made on bus services in and around Kirkwall, namely the Kirkwall Town Service (34,610) and the Kirkwall Airport Service (29,788).

5.4.2 Services connecting Kirkwall with ferry terminals and services (no. 2 and no. 6) carried fewer passengers with the volume on each service accounting for in the region of 12 – 13% of total patronage.

5.4.3 As would be expected there is generally lower patronage on the services with less frequency – the X10 only operates when there are Serco NorthLink ferry services arriving / departing from Hatston Ferry Terminal and the 8S which only operates on several days during the week.

Figure 11. Bus Patronage on Mainland Supported Scheduled Services – 2019



5.4.4 As shown in Figure 12 overall patronage increased by approximately 12% between 2015 and 2019: an inverse mirroring of the trend in Scotland overall, which saw a reduction of 12% in bus journeys over this period.²⁵

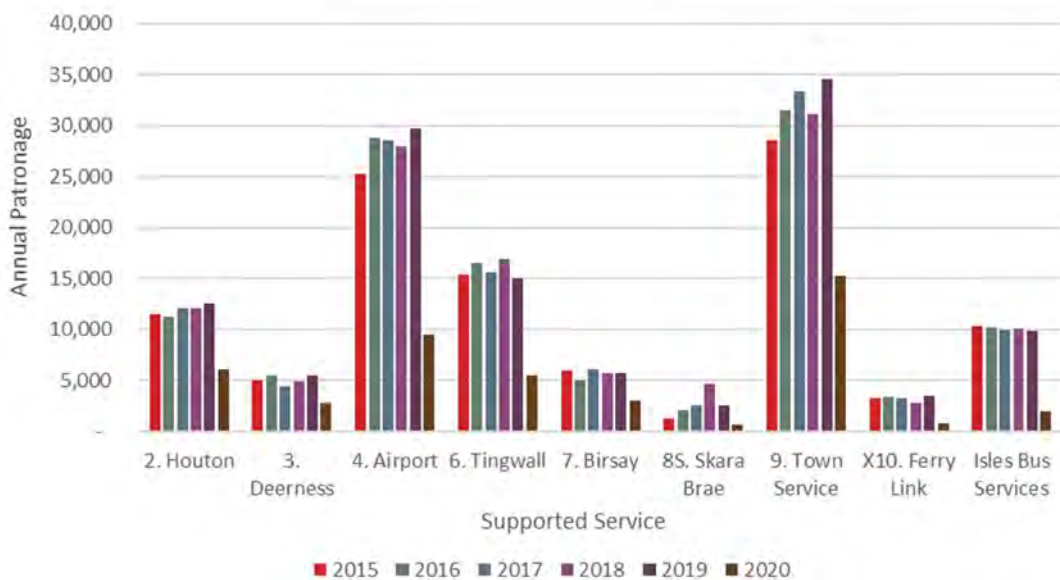
5.4.5 Understandably, there was a significant decrease in patronage in 2020 due to COVID-19 restrictions, with total patronage in 2020 (45,851) diminishing to only 38% of the 2019 figure (119,561) for supported Orkney Mainland scheduled services. The X10 and 8S routes had

²⁵ Transport Scotland, Scottish Transport Statistics, No 39. 2020 Edition



almost no patronage at all during 2020 – as is expected: there were very few tourists in Orkney during 2020 and the Serco NorthLink ferry service was only transporting a small number of passengers.

Figure 12. Bus Patronage on Mainland Supported Scheduled Services 2015 – 2020



- 5.4.6 As Figure 12 shows most services saw an increase in patronage between 2015 and 2019: Kirkwall Town Service (no. 9) saw growth of 21%, closely followed by the Kirkwall Airport Service (no. 4) with 18% growth. There was growth of 8 – 10% growth across bus routes 2, 3 and X10.
- 5.4.7 The Skara Brae Service (no. 8S) saw passenger journeys more than double between 2017 and 2018, dropping back to previous levels in 2019.
- 5.4.8 Only two routes experienced a slight decline: Kirkwall – Tingwall (no. 6) and Kirkwall – Birsay (no. 7) both experienced a -2 to -4% decline although intervening years show a relatively stable patronage trend.
- 5.4.9 Seasonal variation in patronage was observed across the bus network. Table 7 shows the trend in patronage by month in 2019 across all supported services. As discussed earlier, some services were affected more heavily than others, such as the 8S and X10. This seasonal variation suggests that bus use by visitors is important for sustaining patronage, and that catering for these users is valuable. Clear and easy to understand information, timetabling and ticketing tends to be key for visitors.



Table 7. Patronage as a Proportion of the Peak Month (2019)

	2. Houton	3. Deerness	4. Airport	6. Tingwall	7. Birsay	8S. Skara Brae	9. Town Service	X10. Ferry Link	Month Average
January	48%	47%	62%	67%	69%	15%	70%	20%	56%
February	51%	48%	61%	67%	56%	21%	75%	23%	57%
March	56%	60%	73%	74%	70%	25%	82%	32%	65%
April	83%	88%	94%	86%	100%	92%	86%	100%	83%
May	80%	72%	90%	75%	76%	93%	87%	87%	82%
June	83%	88%	94%	86%	100%	92%	86%	100%	88%
July	100%	100%	100%	100%	97%	91%	100%	98%	100%
August	96%	78%	98%	96%	98%	100%	99%	76%	95%
September	76%	83%	89%	82%	83%	51%	94%	69%	79%
October	83%	61%	84%	63%	81%	30%	98%	56%	77%
November	78%	57%	68%	61%	85%	22%	93%	31%	68%
December	64%	46%	63%	53%	74%	18%	78%	23%	58%
Average	75%	69%	81%	76%	82%	54%	87%	59%	76%

5.5 Contract Service Costs for (supported) Bus Services on the Orkney Mainland

5.5.1 Contract service costs are available for supported services, as summarised in Table 8 below.

Table 8. Bus Service Contract Costs

SERVICE NUMBER	TOTAL CONTRACT COST	ANNUAL MILEAGE	COST PER MILE	PATRONAGE 2019	COST PER PASSENGER	MILES OPERATED PER PASSENGER
2	£135,636	49,520	£2.74	12,631	£10.74	3.9
3	£121,499	46,504	£2.61	5,563	£21.84	8.4
4	£188,813	82,197	£2.30	29,788	£6.34	2.8
6	£169,126	95,732	£1.77	15,097	£11.20	6.3
7	£130,717	47,447	£2.75	5,779	£22.62	8.2
8S	£90,880	22,937	£3.96	2,622	£34.66	8.7
9	£170,084	56,896	£2.99	34,610	£4.91	1.6
X10	£120,875	13,360	£9.05	3,577	£33.79	3.7
Overall	£1,127,630	414,595	£3.52	109,667	£18.26	3.8

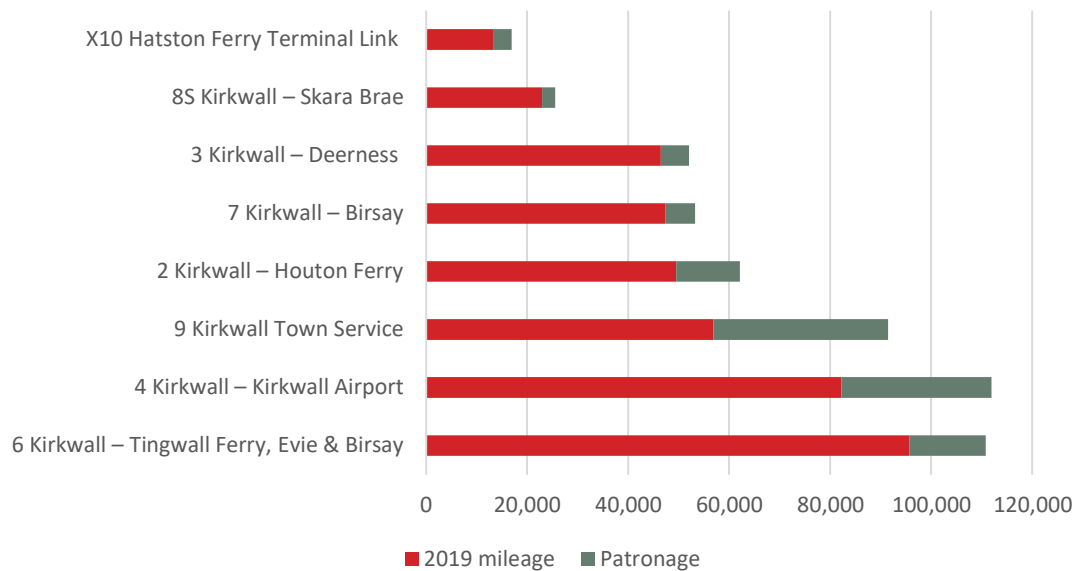
5.5.2 It can be seen that contract costs range from between £1.77 to £9.05 per mile; however, the majority of services cost between £2 and £3 per mile, with the service X10 as a major outlier. For costs per passenger, the most cost-effective services are the number 9 Town Service and number 4 Airport service at £4.91 and £6.34 per passenger journey. This is in line with their higher patronage. Other service costs are between £10.74 and £34.66 per passenger journey.



This is a relatively high cost per passenger and reflects the dispersed nature of development on the Orkney Mainland and the relatively low ridership achieved.

5.5.3 Figure 13 shows the relationship between bus mileage and patronage on each of the supported services, again indicating low levels of patronage on routes with high mileage.

Figure 13. Bus Patronage Versus Mileage 2019



5.6 Orkney Mainland Network Coverage and Accessibility

5.6.1 Figure 14 maps the scheduled bus services²⁶ across the Orkney Mainland including the scheduled services on Hoy, which are discussed in Section 5.5 within this report. Services mapping has been combined into three categories, based on frequency and service function, as follows:

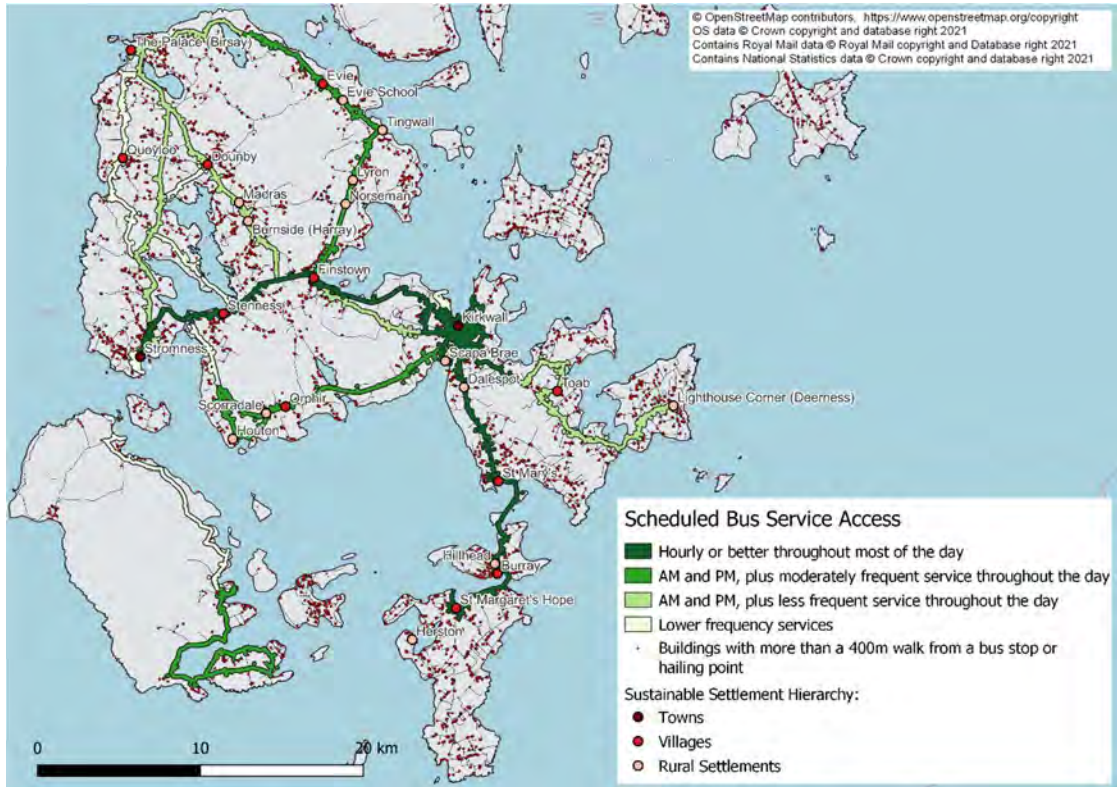
- Hourly or better service throughout most of the day²⁷ – including the X1, 4 Airport Service, and 9 Town Service.
- At least one service in the AM and PM peak periods, and further services throughout the day, of lower frequency than hourly – including the 2, 3, 6 and 7 on the mainland and the Hoy 1 service.
- Services of lower frequency, often those services designed to connect with ferries – including the 5, 8, 8S, X10, and Hoy 2 services.

²⁶ This excludes the T11 tour service.

²⁷ Gaps exist to cover school service contracts.



Figure 14. Scheduled Bus Service Network Access



5.6.2 It shows access to these services from buildings and along routes (in green) and highlights those buildings which are more than 400m walk distance from a bus stop or hailing point (in red). Ferry terminals (in orange) and Kirkwall Airport (in pink) have also been mapped to show where these connect with the bus network.



Table 9. Scheduled Bus Routes on Orkney Mainland²⁸

BUS ROUTE	~NO. OF HOUSEHOLDS WITHIN 400M WALK OF ROUTE	% OF MAINLAND HOUSEHOLDS ²⁹ WITHIN 400M WALK
X1 Stromness – St Margaret’s Hope (via Kirkwall)	2,253	27%
2 Kirkwall – Houton Ferry Terminal	2,500	28%
3 Kirkwall – Deerness (via Tankerness)	1,614	18%
4 Kirkwall – Kirkwall Airport	1,914	22%
5 Stromness – Houton Ferry Terminal	366	4%
6 Kirkwall – Tingwall Ferry, Evie & Birsay	846	10%
7 Kirkwall – Birsay (via Dounby)	1,951	22%
8 Stromness Academy – Stromness Travel Centre	775	9%
8S Kirkwall – Skara Brae	1,812	20%
9 Kirkwall Town Service	3,438	39%
X10 Hatston Ferry Link to Stromness (via Kirkwall)	1,233	14%
Mainland Services Combined	5,790	65%

5.6.3 From this map, and the service-by-service descriptions earlier, the following observations can be made:

- There is a clear gap in bus network coverage on South Ronaldsay, to the south of St Margaret’s Hope.
- Some areas of highly dispersed development are not covered by a service on the Mainland, such as, to the west of Stromness, to the east of St Mary’s; and generally, for properties away from the main A-roads. This might be expected in such an operating environment and it is not unreasonable to suggest that a scheduled service is not the most appropriate public transport mode for these areas.
- There are some sections of duplicated services, such as the number 4 Airport service and the 3 Deerness service. There are other overlaps between the Kirkwall Town Service and those that go further afield, such as the number 2; however, as these services can be less frequent and also subject to delay to wait for ferries, it is not necessarily possible to integrate these services fully or replace one with the other for part of the journey.
- Service frequency varies greatly across the Mainland, and hours of operation can be limited on many services – with the only frequent evening service being the X1. This can

²⁸ Excludes the T11 tour service.

²⁹ Based on Census 2011 Household data for postcode area, with access calculated from each building using TRACC accessibility software to bus stops and hail and ride points.



restrict access for journeys which require travel outside of the daytime which are not on this route.

- Timetables can be highly complex, with multiple variations, which could be difficult to understand for those unfamiliar with using bus services in the area.
- Many services have gaps in the morning and mid-afternoon to cater for school contracts to be carried out on weekdays.

5.6.4 Further analysis using TRACC assessed accessibility by bus to and from key destinations and travel hubs. Key findings include:

- 62% of all households on the Mainland and South Ronaldsay can access Kirkwall Travel Centre within 90 minutes of bus travel between 7am and 9am, and 62% of households can access a 5pm – 7pm journey home.
- 27% of households can access Kirkwall Travel Centre within 90 minutes between 5am and 7am; households in Stromness, Stenness and Finstown can access Kirkwall Travel Centre during this time period but there is no bus access prior to this time.
- For returning journeys (Kirkwall), 29% can access a return journey between 7pm – 9pm, reducing to 12% for journeys between 10pm and midnight.
- 57% of all households on the Mainland and South Ronaldsay can access Balfour Hospital by bus between 8am – 10am on a standard working day; and 54% can access a return journey between 4pm and 5pm.
- Looking at Stromness Travel Centre; 87% can access the first ferry departure, and 70% can access the first ferry departure from St Margaret's Hope. A lower proportion can access the later morning or afternoon sailings.
- 59% of all households on the Mainland and South Ronaldsay can access Kirkwall Airport last mainland departure within 90 minutes of bus travel, whereas only 29% can access Kirkwall Airport within 90 minutes between 5:30am – 7:30am.

5.7 Informal Park and Ride Behaviour

5.7.1 Engagement has highlighted that some informal Park and Ride behaviours take place on the Mainland. This may be, in part, to combat the lack of services in the earlier mornings and evenings in many areas and to take advantage of higher frequency services, mainly the X1, where they do exist.

5.7.2 One such site identified is at Harray Road End (A986), which runs north-south, as it intersects with the A965, which runs east-west, between Stromness and Finstown, and onwards to Kirkwall. Formalised bus stops are present at this location with Sheffield cycle stands, and bus shelters, and a nearby layby is used for car parking. Bus service numbers 7, 8S X1 and X10 are available at this location.



5.8 Fares and Tickets on Orkney Mainland Services

5.8.1 Stagecoach offer multiple ticket options for their scheduled services, these include:³⁰

- Single and return tickets.
- DayRider.
- MegaRider (seven or 28 days).
- MegaRider Extra (recurring ticket of longer than a month).
- Flexible Tickets (five ticket carnets).

5.8.2 Discounted tickets are available for students, and each of the ticket types listed above are available for different ticket zones on the Mainland, covering Kirkwall, Kirkwall plus, and Orkney-wide, as shown in Figure 15.

Figure 15. Orkney Mainland Scheduled Service Ticketing Zones³¹



5.8.3 Ticket information for passenger boardings is available for supported Mainland scheduled services in 2019. Approximately 47% of boardings on these services were undertaken using the National Concessionary Travel Scheme (NCTS), with services such as the X1 and 8S having levels of NCTS use significantly below this, at 20% and 19% respectively. The national Scottish average for NCTS use was 38% in 2019/20.³²

5.9 Bus Fleet for Orkney Mainland Local Bus Services

5.9.1 Stagecoach committed to providing 34 new low-floored, accessible, Euro 6 emission standard vehicles as part of the schools and public bus services contract, which came into effect in

³⁰ Stagecoach Bus [Ticket website](#), current in November 2022.

³¹ Stagecoach Bus [website](#), current in November 2022.

³² Transport Scotland, [Scottish Transport Statistics, No 39. 2020 Edition](#).



August 2021. The new fleet arrived between October 2021 and January 2022. This fleet renewal will improve the reliability, accessibility and environmental impact of bus services. Reliability, in particular, has been an issue which has caused passenger dissatisfaction with both school and public services over the last five years.

- 5.9.2 As noted previously, the capacity and number requirements of the scheduled bus fleet are also affected by school contract needs.
- 5.9.3 While the tender process for the schools and public bus contract encouraged the potential use of electric and hydrogen powered buses, no tenders were received which committed to this. However, the contract awarded includes a 'low carbon innovation clause' which enables the Council to pursue external funding opportunities as they arise, and work with operators to introduce low and zero emission vehicles to the fleet.

5.10 Community Transport – Dial-A-Bus (DAB)

- 5.10.1 The role of DAB as a community transport provider has been comprehensively covered in previous reviews, including the most recent Orkney Day Care and Community Transport Review in June 2017. DAB is the majority provider of community transport services on the Orkney Mainland.
- 5.10.2 The eligibility criteria for DAB comprise people who are disabled, people with mobility difficulties and people aged 60 or over. The core hours of service are 8am-7pm, but the service does run later in the evening if groups of more than five wish to travel. Members of DAB who are classified as elderly (over 65) or disabled members are eligible for the Council's local concessionary travel scheme and are entitled to one return free trip per week on the service. All members of DAB pay an annual membership of £15.
- 5.10.3 As reported in the 2017 review, DAB's fare structure had been relatively recently revised, with the standard fee charged for a single, one-way journey remaining the same, but for journeys undertaken specifically for work, education or medical purposes now requiring an increased fee to cover the overall bus running costs (in other words these particular journeys do not benefit from OIC subsidy to DAB). Fares are charged according to zones of travel and the increase in fare reflects an increased demand for trips of this nature that are outside of DAB's initial remit of travel for social and leisure purposes. Passengers travelling on DAB are not eligible for the Scotland-wide local concessionary travel scheme, with passenger fares and OIC's contribution to DAB used to cover the gap in operating costs. The %age of fares funded by OIC had remained consistent over the three years to 2017.
- 5.10.4 In 2016/17 DAB carried 12,317 passengers, comprising 8,035 concessionary passengers, and the remaining 4,282 that were fare paying. Around two-thirds of fares are paid for by OIC.
- 5.10.5 Pre-COVID-19 DAB operations comprised a mix of regular journeys undertaken each week (e.g., shopping trips) coupled with infrequent and one-off trips – demand responsive – for their members. Non-regular journeys are combined with regular journeys where possible to reduce dead mileage and be more efficient. At the time of the 2017 review, DAB had three full-time drivers and eight relief workers who provided support on an ad hoc basis. The operation comprised four minibuses (14 – 16 passenger capacity) and two EV cars that can accommodate a wheelchair and up to four passengers. Typically, three of the six vehicles in DAB's fleet were



active through the day (except for Thursday when four vehicles were routinely in operation), with other vehicles available for supplementary demand responsive trips.

- 5.10.6 DAB operates its community transport services under a Section 19 permit. This permit allows organisations operating on a not-for-profit basis to provide transport services for a charge without the need to hold a Public Service Vehicle (PSV) Operator’s Licence. It doesn’t permit vehicles to carry members of the general public, although it does allow DAB to claim the Bus Service Operators Grant (BSOG) which reimburses a %age of fuel costs and helps operators keep passenger fares down. DAB claimed £21,000 back via this route in 2016/17. As with many other community transport services across Scotland, DAB is not eligible for the national concessionary travel scheme because its routes have no fixed points and cannot be registered as a public bus route. As such the only free travel for eligible members and passengers is the single journey per week that is provided on a concessionary basis and funded in full by OIC.
- 5.10.7 The 2017 Community Transport review reports that unmet demand for community transport in Orkney is not related to a shortage of transport vehicles, but the main issue underpinning unmet need is a lack of coordination between existing services and the limited availability and flexibility of an on-call driver and volunteer or paid workforce.
- 5.10.8 Through COVID-19 DAB has seen a reduction in passenger carryings, but has still provided for essential trip-making; and has further offered delivery services using their vehicles for people isolating at home for example.
- 5.10.9 On the Orkney Mainland (pre-COVID-19) Day Care transport was provided to three centres that provide day care. The Lifestyle Centre (Kirkwall) is for people aged 18 to 65 who have physical disabilities and / or sensory impairments and operated two buses daily. The Gilbertson Day Centre has a catchment area of the East Mainland including Kirkwall and the linked Southern isles. It hosted between 9 and 17 service users daily from Monday to Friday and has a total of 47 registered users, operating two buses daily. The West Mainland Day Centre has a catchment area of the west of Orkney Mainland, including Stromness and west from Finstown and Orphir. It hosted between 11 and 14 daily attendees from Monday to Friday and operated with a single bus.

5.11 Public Transport Services on Orkney’s Outer Isles

- 5.11.1 The ability to get about the isles without your own transport ranges from very limited on a small number of isles to non-existent on others. There are registered public transport services on Hoy, Sanday and Westray only, and these operate in differing ways. On many islands there are no public transport services nor other options such as car hire or taxi – where this is the case there can sometimes be informal arrangements established for some, including reliance on family and friends – although it is important to note that those familial connections are considered to be declining as a result of population migration.
- 5.11.2 Table 10 presents an overview of ‘formal’ and established transport services available across the isles.



Table 10. Summary of Public Transport, Community Transport and Other Services on the Isles

ISLAND ✓ ESTABLISHED X NO SERVICE	REGISTERED BUS	DRT BUS	BIKE HIRE	CAR HIRE	TAXI	OTHER
Egilsay	X	X	X	X	X	X
Eday	X	X	X	✓	✓	X
Flotta	X	X	X	X	X	X
Graemsay	X	X	X	X	X	X
Hoy	✓	✓	✓	X	✓	X
North Ronaldsay	X	X	✓	X	X	✓
Papa Westray	X	X	✓	X	X	✓
Rousay	X	X	✓	✓	✓	X
Sanday	✓	✓	✓	✓	X	X
Shapinsay	X	✓	✓	✓	X	✓
Stronsay	X	X	✓	✓	✓	X
Westray	✓	✓	✓	✓	✓	X

5.11.3 On **Hoy** the main public transport route comprises a two-hourly connection between Longhope and Lyness over an 11-hour period commencing at 6.30am, Monday to Friday. This is a Hail and Ride, scheduled service and can accommodate wheelchairs with advance notice. There is a second route which operates only on a Sunday between Moaness and Longhope. These services are managed by the Hoy Development Trust, who have received funding from the Council’s DRT Fund. As they are registered services, those with a National Concessionary NEC cards can travel for free – the operator reclaims a share of the equivalent single fare then from Transport Scotland.

5.11.4 There is a daily bus service operating on **Sanday**, which is scheduled to meet every ferry arrival from May to October. The bus can carry a maximum of 16 passengers and pick up and drop off can be arranged at any roadside location on the island. For the remainder of the year the service is a pre-booking service only, again focussed on connections for ferry arrivals / departures. Bookings during the summer are preferable as the bus can be busy, and general practice is that any bookings should be made before 6pm the previous evening. The service is managed by the Sanday Development Trust and operated under contract to the Council. It is registered as a local bus service, and so national concessions are available.

5.11.5 On **Westray** there is a scheduled service operating between the Pier at Pierowall and Rapness to make connections with ferry arrivals and departures each day. During the winter months all travel on the service must be pre-booked – up to four hours before departure. While the



service is a Hail and Ride service, so alternative pick up or drop off points can be accommodated. Only fold up wheelchairs can be accommodated on the vehicle. The service is operated by a private operator under contract to the Council, and it is a registered local bus service, so again national concessions are available.

- 5.11.6 On **Rousay** there was previously a Thursday (only) bus service which operated between 7am and 7pm, but that has now ceased operation. This was operated under contract to the Council as part of an open call during the previous tender round to supply services in the isles, but without a Council-specified schedule.
- 5.11.7 On **Shapinsay** the Development Trust operates two electric people carriers and provides a community transport service for residents and community groups. The service is available Monday to Friday between 9am and 5pm, and bookings can be made at any time during the service operation. There is no charge for residents, but donations are accepted.
- 5.11.8 Not all islands have car hire or taxi availability and where there is availability there may not be many vehicles available and standards are variable. Taxi services on the islands do not need to be licenced with the local authority, as would be the case with such services on the Orkney Mainland. It is often the same company offering taxi, tours and car hire – often with only one or two vehicles available.
- 5.11.9 There are privately operated taxi services and hire car services advertised for a number of islands – Rousay, Westray, Eday, Stronsay and Hoy, for example. Often transport is organised ad hoc when someone arrives, with local people providing lifts or even a car.
- 5.11.10 Rousay offers EVs for daily hire for residents and visitors, which enables island residents to take a car into town on the ferry at a reasonable hire cost. Other islands do have EVs in operation, such as Shapinsay (for their community transport an electric car and 12-seater minibus are used), and on Eday two 6-seater EVs are used for the school bus runs (under contract to OIC, but no community transport provision currently exists).
- 5.11.11 Having bicycles, including e-bikes, for hire on the islands can benefit residents and visitors. A number of islands have bicycles and e-bikes for hire at present; based on information publicly available it is possible to hire bicycles on each of Rousay, Shapinsay, Stronsay, Westray, Sanday, Papa Westray and North Ronaldsay. Of these, for example, Shapinsay has seven electric bicycles for hire and Stronsay offer bicycles, including e-bikes for free. Bicycles are sometimes, but not always available at the pier or airfield on the isles, which when they are can be attractive for visitors travelling on foot / by air.
- 5.11.12 There is an out of hours small fast boat service between Shapinsay and Kirkwall that is regularly available for connections beyond the operating day of the Orkney Ferries' services, including for example connections to early and late onwards travel to mainland Scotland. There is also an on-demand boat service between Papa Westray and Westray which can be utilised for attending events such as sports clubs and youth groups on Westray. The Shapinsay service is operated by the Shapinsay Development Trust, and they are, at the time of writing, carrying out a 'post-COVID-19' review of the out of hours boat service. A community consultation is prefaced with the context that with a reduction in usage (due to COVID-19) and the rise in fuel costs, there is a need to look at the whole service, what's working, what's not and to try to find ways to either increase usage or create efficiencies. The views of the Community / boat users are being gathered to explore various options.



5.11.13 Based on the above information it is clear that some islands have very little transport provision available at present. It should also be noted that apart from public transport services which are often contracted over a certain length of time, the provision of taxis, hire car and bicycles is often aligned with particular individuals residing on the island – and the availability of services changes as people move away. Indeed, there is often wrong information (especially on line and in older visitor brochures) provided about service provision on the islands due to this.

5.11.14 There has repeatedly been calls for more transport to be provided on the islands, this was reiterated in LTS discussions with both some of the isle-based Community Councils and with Development Trust officers. From these sources, and as had previously been reported in multiple pieces of work, there is a growing need and demand (although generally unquantified) for *community* transport provision across the isles. Development Trust officers reported however a lack of capacity and expertise in order to pursue activities in this field.

5.11.15 There are some key issues regarding the provision of services on the islands. The main issues are around resource, capacity and ongoing funding: In small communities there tends to be limited resource and capacity regarding the availability of people and skills to initiate and manage ongoing services and schemes. For example, who will be responsible for a cycle hire scheme, managing the bookings, maintenance, paperwork, etc. and especially if this is not / cannot be undertaken on a commercial basis? It can be relatively easy to obtain (capital) funding for such initiatives, but it is the medium- to long-term management that can be difficult to fund and continue.

5.11.16 Many of the islands are struggling to fill jobs at present. So, even if the Development Trust or another community group has the funding to explore some exciting opportunities with EVs and community transport for example, there can be issues with hiring drivers and others to operate the scheme, for example, or to recruit and maintain volunteers for services.

5.12 Public and Community Transport Summary of Issues and Opportunities

5.12.1 Figure 16 sets out the key issues that have been captured in respect to public and community transport, with a particular focus on the issues highlighted by stakeholders contributing to the development of the LTS.



Figure 16. Issues and Opportunities – Public Transport

- Tourist attractions report that it is difficult to secure staff, particularly young folk with no car (limited bus services linking people with employment sites in rural locations)
- Even though a bus can be hailed the distance from home to the route can be too long - as only a limited number of roads are served - for some, including the elderly or those with mobility issues
- Lack of frequency makes travelling by bus difficult - it is not possible to leave work early or to work anything beyond a 9-5 work pattern as there are no bus services
- There is an opportunity to enhance public transport around tourism - better demand management at attractions and more capture of unmet demand
- There are clear gaps in service provision in the afternoons due to school run requirements, particular in relation to the airport bus service
- There are clear gaps in service provision across the County, with many routes and islands with no public bus provision
- Public transport and community transport on the isles particularly - with limited funding for longer term operation and maintenance; potential lack of capacity and human resource

5.13 Active Travel

5.13.1 Active travel refers to walking, cycling and wheeling, which can be part of a multi-modal journey or a means of travel itself; it is becoming an increasingly important policy theme at all levels of government given its potential contribution to decarbonisation, health and wellbeing, modal shift and environmental protection. It is also pivotal in attracting and growing domestic and visitor tourism. Active travel for example appears to have a prominent position within the STPR2, within NPF4 and the Route Map to achieve a 20% reduction in car kilometres by 2030. This is to be accompanied through the Bute House Agreement (between Scottish Government and the Scottish Greens) that will see an increase in the proportion of Transport Scotland’s budget spent on Active travel initiatives so that by 2024-25 at least £320m or 10% of the total transport budget will be allocated to active travel³³.

5.13.2 An Active Travel Audit commissioned by HITRANS in 2009 identified a number of key barriers inhibiting active travel in Orkney, which were highlighted in the 2016 Green Travel Plan³⁴.

- *Incoherent Cycle Routes: lack of continuity between new off road cycle tracks and existing road network.*
- *Shared spaces in town centres experience excessive use by motorists which reduces the attractiveness of the area and impedes pedestrians.*
- *Residents are used to parking where they want and when they want.*

³³ WORKING TOGETHER TO BUILD A GREENER, FAIRER, INDEPENDENT SCOTLAND, available at: [SG+SGP+Talks+-+Draft+Policy+Programme+-+FINAL+-+OFFSEN.pdf \(www.gov.scot\)](#)

³⁴ Available at: https://www.orkney.gov.uk/Files/Transport/Green_Travel_Plan.pdf



- *Traffic management schemes appear not to consider pedestrian and cyclist movements.*
- *Orkney Roads Development Guide is car orientated (although it should be noted that this has been superseded by the National Roads Development Guide).*
- *Limited / poor quality cycle parking in Kirkwall town centre and other key sites.*
- *Limited promotion of walking and cycling.*

5.13.3 Orkney has long aspired to create a network of attractive, safe and well used active travel networks. Indeed, there have been some developments over the last few years:

- Cycle tracks in and around Pickaquoy Road, Ayre Road and Hatston Industrial Estate.
- ‘Path to Health’ at the Peedie Sea in Kirkwall comprising four short walking trails with all-weather surfacing and solar-stud lighting.
- Consultation and proposals for paths in Kirkwall and Stromness were developed as part of Urban Design Frameworks. For Kirkwall this included improving the walk from Hatston Terminal where cruise ships call into Kirkwall.
- The Council and NHS Orkney promote the Cycle to Work Scheme to employees.
- Walking groups have been established in Orkney with Walk Leaders trained at NHS Orkney and the Council.
- Wayfinding signage was installed in Kirkwall as part of the Kick Start Kirkwall Initiative.
- Through the North Isles Landscape Partnership scheme the main core paths around the North isles are being improved (Eday, Westray, Sanday, Stronsay, Shapinsay, Rousay, North Ronaldsay).
- The creation of the St Magnus Way provides Orkney with its first long distance walking route.

5.13.4 There is a network of Core Paths across Orkney’s parishes and isles. This was last updated in 2018 and the report contains maps showing all Core Paths across Orkney. These are across various types of ground, including moorland and coastal paths. WalkHighlands.co.uk recommends 15 walking routes on Mainland Orkney plus the St Magnus Way *pilgrimage* trail.

5.13.5 A number of cycle routes are promoted by Serco NorthLink Ferries via their website, and Sustrans promotes a 79-mile cycle route from Burwick to Stromness via Kirkwall, although this is now not part of the National Cycle Network as it previously was prior to a re-classification of the National Cycle Network that was intended to “make it (NCN) more accessible and to provide a consistent user experience for everyone³⁵.”

5.13.6 A survey of employees within NHS Orkney and OIC was undertaken as part of the Green Travel Plan and sheds some light on travel behaviour in Orkney. A total of 676 staff completed this survey in 2015.

³⁵ Details available at: [Reclassification of the National Cycle Network FAQs - Sustrans.org.uk](https://www.sustrans.org.uk/reclassification-of-the-national-cycle-network-faqs)



- 5.13.7 More than 80% of respondents reported their main place of employment to be in Kirkwall. While many lived in Kirkwall (37%), a substantial number travelled to work from outside Kirkwall (63%). The majority of staff travelled to work by car (61%), although a high number also cycled to work (17%) compared to a very low number that walked (2%).
- 5.13.8 While many staff work between 9am and 5pm, there is also a significant proportion of staff (more than half) who work different hours, most likely early, late and night shifts within NHS Orkney in particular.
- 5.13.9 34% of staff reported travelling more than 10 miles to work; 14% travelled between four and 10 miles. Interestingly, 37% of staff live within two miles of their place of work, a distance that would be considered feasible for both walking and cycling.
- 5.13.10 Those who do not walk to work report a need for better quality footpaths, changing facilities, including showers and lockers at work and park and stride facilities (for those that travel from further to work). Those who do not cycle to work at present reported that there are too many cars on the road, that the weather is too poor, that traffic travels too fast, that there is a need for better infrastructure, better changing facilities, showers, lockers, and drying facilities.
- 5.13.11 Respondents were asked about their views on working from home – more than 30% stated that they would be willing or want to do this, while the report suggested further investigation regarding outsourcing of jobs from Kirkwall to other parishes including the isles using a mobile working / hot-desking approach.
- 5.13.12 Figure 17 presents a summary of key issues and opportunities arising during the stakeholder engagement on the LTS, while Figure 18 highlights comments made in the ‘Your Community Your Choice Consultation’ conducted in 2021.

Figure 17. Issues and Opportunities – Active Travel (Your Community Your Choice)

- There are limited segregated cycleways or walking paths across Orkney
- May be difficult to create suitable ways on existing road infrastructure
- There are issues with a number of paths in local towns and villages
- Lack of walking paths connecting cruise terminals at Hatston and in Stromness
- Lack of cycleway or walking path to Kirkwall Airport
- Lack of facilities and infrastructure to support cycling
- Limited electric bike hire opportunities in Orkney
- Opportunity to create bike trains / bus bike routes



Figure 18. Issues and Opportunities – Active Travel (Your Community Your Choice)

More joined up walking routes around town

Traffic management / calming for speeding cars

More benches and picnic benches

Need for dedicated cycle lanes

Better lighting for active travel in evening after school or work in winter

Better path maintenance - can be muddy and slippery

More off-road walks like Crantit, down to Scapa, etc

5.14 Roads and Maintenance

- 5.14.1 The Council is responsible for Orkney’s road network and maintenance. Orkney’s roads are in better condition than many other areas throughout Scotland: in 2020 it had the lowest volume of roads requiring maintenance out of all local authorities³⁶; however it is reported locally that condition is now deteriorating fast as it is not possible, with given budgets now to maintain the current infrastructure in a steady state.
- 5.14.2 There are no proposals for radical changes to the road network and no major projects planned. There is no medium- to long-term strategy for developing or enhancing the road network as there is limited funding available internally.
- 5.14.3 Some parts of the road network have suffered from degradation caused by large vehicles (e.g., farm vehicles / lorries / buses), including as these have got larger and heavier over time, where the carriageways are narrow and were not necessarily built for the type of traffic using them today – there are particular issues around key visitor attractions which are often served by single track roads. There are also some bridges that require repair for which funding has been applied but not yet awarded. There is a rolling asset replacement and maintenance programme which prioritises work.
- 5.14.4 From the consultation there was concern from Eday representatives regarding the current condition of the West Side Road there, which has been recognised by the Council as one of the poorest roads in terms of current condition; this particular issue has been caused by large vehicle / heavy movements over a prolonged period of time, associated with agricultural traffic and traffic associated with renewables accessing the landside aspects of EMEC tidal test site off the west side of Eday. A further road that has been flagged as requiring major attention in the near future is Rackwick Road on Hoy.

³⁶ Scottish Transport Statistics No. 39 2020, Table 4.6.



5.14.5 The Churchill Barriers have also been highlighted as needing attention by some stakeholders for a variety of reasons. The Barriers are closed for a number of hours several times each winter as a result of weather / tidal conditions. While some stakeholders feel that more should be done to prevent these closures the actual number of such closures is small (less than ten times in any one winter) and with much improved information provision, the impacts have been mitigated and reduced as far as possible.

5.14.6 Others have commented that the underlying structures of the Barriers are in poor condition and that some form of replacement / enhanced protection is required. There is no evidence to substantiate this claim and it would be recommended that the current position is fully captured and factored into a long-term programme. A tender process is underway to commission a survey.

5.15 Parking

5.15.1 There are more than 40 major car parks in Orkney with most located in Kirkwall – according to the OIC website there are six Pay & Display (with 213 spaces), twelve Long Stay (with 453 spaces) and two Short Stay (with 13 spaces) in Kirkwall. There are two Pay & Display car parks in Stromness and car parks in other towns and villages such as St Margaret’s Hope, Dounby, Finstown, Burray and South Ronaldsay.

5.15.2 There are 30 EV units across Orkney, which provide for 60 EV spaces as each can accommodate two parked vehicles. These are located in Kirkwall, Stromness, St Margaret’s Hope, Dounby and Houton.

5.15.3 There are many more car parks, including at ferry terminals and visitor attractions; there are many sites with informal parking taking place at present. Parking at key visitor attractions is becoming a challenge, particularly in the years running up to the COVID-19 pandemic, with far more traffic and coaches than could be accommodated.

5.15.4 There are formal car parks across the islands, predominantly at ferry terminals and airports, as well as at key facilities such as schools, shops and visitor attractions; however, there can be a lack of parking spaces for visitors to access particular visitor attractions or beaches, for example.

5.15.5 The most recent Car Parking Strategy (2014) proposed that an in-depth review of parking should be undertaken. It also highlighted that there is a perception that parking is a problem:

‘The perceived availability of parking in Orkney is a concern to a number of stakeholders including businesses, residents and shoppers. Except for a small number of areas identified within this strategy, where there is a perception that parking is a problem, Orkney has sufficient levels of existing parking to meet the needs of the area. However proper management is required to ensure best use is made of the available parking.’

5.15.6 Car park charges in Orkney are relatively low compared with town centres elsewhere; charging for car parks has been a contentious issue in Orkney over the years. Parking at the Council buildings at School Place remains free: if charges were to be applied here much objection would be expected from Council staff – that would be the most directly affected – and from residents on neighbouring streets – for fear of staff being more likely to park in these residential areas. There was significant complaint when parking charges were introduced at



Kirkwall Airport, though this was followed by acceptance when users realised that they could now access a parking space far more easily as a result of those charges having dissuaded some from parking at the airport, creating additional availability.

- 5.15.7 Car parking (in charged spaces in Kirkwall) is free for the first hour in the winter months and then costs incrementally more for each hour thereafter. In some Short Stay car parks, it can cost more than £5 for three hours. The free parking was introduced to encourage more 'local' shopping in town centres; however, the amount of free parking time at only one hour is questioned as to whether this is long enough and may continue to deter people from doing so.

5.16 Visitor (Destination) Parking

5.16.1 In terms of visitor parking beyond Kirkwall and Stromness, the Strategic Tourism Infrastructure Development Plan describes the dispersal of visitors as a key aim for Orkney's tourism sector; and sets out that this requires investment and physical change – to ensure the conservation of Orkney's sensitive landscape and to develop self-supporting critical mass for the tourism industry. The Plan therefore describes a focus on establishing and reinforcing a number of hubs across Orkney where facilities would be accommodated.

5.16.2 Specific parking requirements as part of this hub approach and an initial long list of projects for the Plan that are highlighted includes:

- Birsay Hub Infrastructure: Additional parking c. 20 spaces, plus coach spaces.
- St Margert's Hope Hub: expansion of parking may be required.
- Dounby Service Hub: Formalised and signed car parking area, with electric charging points for cars and bikes.
- Yesnaby Reserve: Includes localised rewilding of degraded landscape areas, new parking away from cliff area, new signage, paths and interpretation.
- Royal Oak memorial and bay: Remodelling of the Memorial Garden, car parking and local area along with an enhancement of the memorial building and display.
- Click Mill access and activation: Improvements to access through formalisation of parking layby.
- Happy Valley: Formalisation of parking.
- Broch of Gurness: Limited upgrades and formalisation of car park to improve capacity (without expansion).

5.17 Road Safety and Traffic Management

5.17.1 Road Safety and Traffic Management: Scotland's Road Safety Framework to 2030 was published in 2021. The current Orkney Road Safety Strategy and Action Plan 2016 – 2020 is in the process of being updated. The Strategy focusses on Education, Engineering and Enforcement: education is a key element of this with many initiatives offered to Orkney schools: support with School Travel Plans, Streetsense2, Hands Up Survey, Bikeability and Play



on Pedals, Safe Drive Stay Alive, and Junior Road Safety Officers (JRSO) programme. JRSOs are very active in many primary schools and can be involved in STP development.

5.17.2 While Orkney does not experience the same kind of traffic-related issues as might be found in larger towns south, there is a notable increase in traffic in Kirkwall and Stromness at particular junctions experienced at busy times; there is also anecdotal evidence of speeding and dangerous overtaking on routes such as Kirkwall to Stromness, and through Finstown on that route, for example. Similarly, there is evidence of driving at speed past schools located in remote and rural areas, and the Council in 2021 backed a plan that will see 20mph speed limits delivered to all schools in Orkney over the next two years.

5.18 Internal Ferry and Air Services

5.18.1 Internal, or 'local', lifeline ferry services are operated by Orkney Ferries Limited between the Orkney Mainland and thirteen of the smaller isles, using a fleet of nine vessels. Orkney Ferries is a company wholly owned by OIC. The services comprise:

- South isles: the mv Hoy Head serves Flotta and Hoy and the mv Graemsay serves Graemsay and Moaness in the north of Hoy.
- Inner isles: the mv Eynhallow serves Rousay, Egilsay and Wyre and the mv Shapinsay serves Shapinsay.
- Outer north isles: Eday, North Ronaldsay, Sanday, Stronsay, Papa Westray and Westray are served by the mv Earl Sigurd, mv Earl Thorfinn and the mv Varagan.
- The mv Golden Mariana, a small passenger ferry, provided the service between Papa Westray and Westray for many years. As the oldest vessel in the fleet (built in 1973) it is being replaced by a new vessel – the Nordic Sea – during 2022.
- mv Thorsvoe serves as a relief vessel and is able to deploy on both the hard ramp services to the Inner Isles and Shapinsay or the linkspan operation to Hoy and Flotta.

5.18.2 The South and Inner Isles benefit from the highest frequencies and shortest crossings with four or more departures on weekdays: at the same time a number of islands have typically no Sunday services at all during the winter months (Hoy, Flotta, Rousay, Egilsay and Wyre). A winter Sunday service has been operated for the first time in 2021/22 for Rousay, Egilsay and Wyre as part of additional funding provided by the Scottish Government to OIC as part of the Fair Funding dialogue. Hoy and Flotta will have a Sunday service commencing this winter (2022), subject to staffing.

5.18.3 With the current ferry service configuration travellers from the Inner Isles can make a reasonably long day trip to Kirkwall (e.g. approximately 9am – 5pm); this is generally not the case for those travelling from the outer north isles.

5.18.4 The larger of the outer north isles (Sanday, Westray, Stronsay, Eday) generally have two departures on weekdays and Saturdays in the winter, and during the summer there are additional mid-day boats on two or three days during the week. There is one departure on Sundays, meaning that a day trip is not possible during the winter months. It should also be noted that the departure times vary for some of the outer north isles, as do journey times –

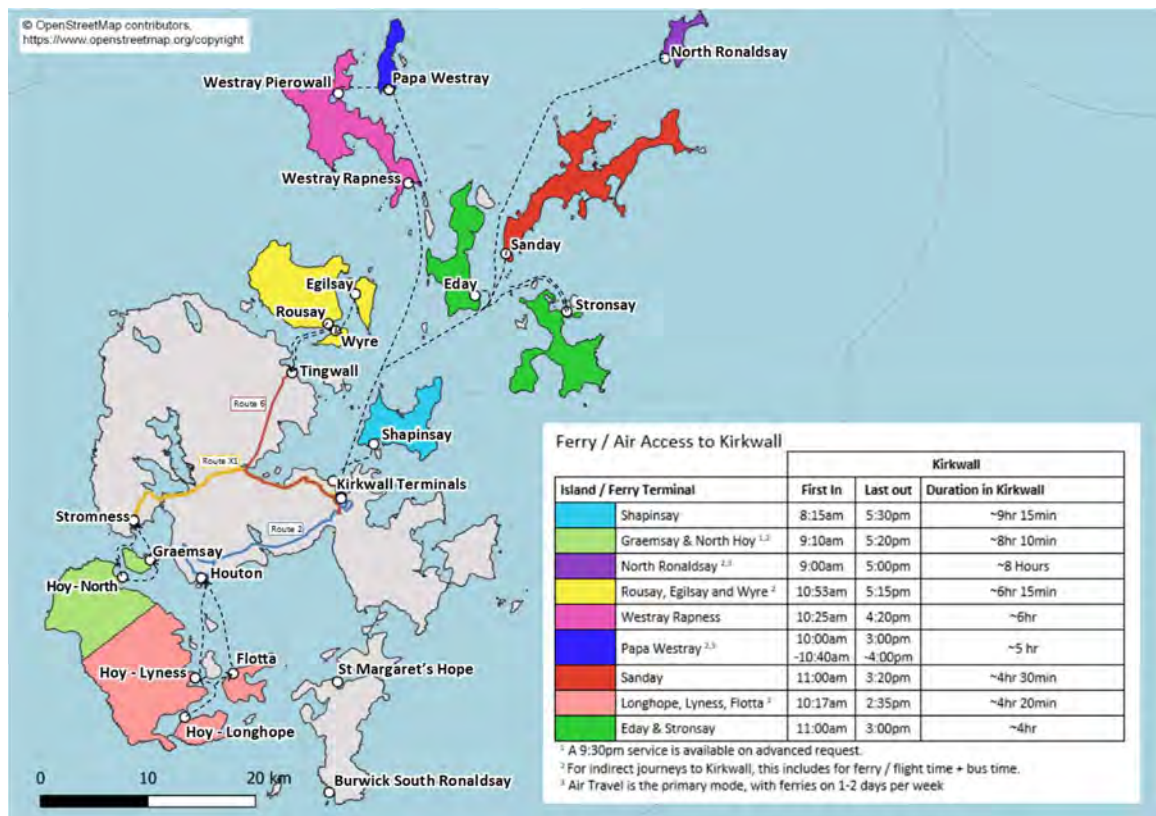


there are a number of indirect sailings whereby there can be up to three island calls in one sailing, which can increase the journey time significantly. This is particularly the case during the refit period which lasts for around 12 weeks between January and March each year, during which time the service to the six isles is operated with two vessels. During this period, on many days one sailing can include three islands calls, to Sanday, Eday and Stronsay resulting in journey times exceeding three hours in each direction. Indeed, the general variability in departure and arrival times, direct versus indirect sailings, and journey time means that there can be large variations in the amount of time available at the hub or on the island, and across the week days are much shorter.

5.18.5 It is the case that for most islands the timetables, both for air and ferry, change throughout the year, leading to confusion for users – not just visitors but residents also.

5.18.6 Figure 19 shows air and ferry services and the time that can therefore be spent in Kirkwall.

Figure 19. Ferry / Air Access to Kirkwall



5.18.7 Papa Westray and North Ronaldsay have one or two ferry sailings per week, primarily for the transportation of freight; these are most prone to disruptions through the winter due to sea and tidal conditions on the approach to, and at the islands’ piers which do not have RoRo access.

5.18.8 Graemsay is also highlighted as being reliant only on a LoLo service, albeit on a far more regular basis than the services to North Ronaldsay and Papa Westray, with four or five sailings per day during the week and two or three sailings per day at the weekend.



5.18.9 The inter-island Public Service Obligation (PSO) air service in Orkney is presently operated by Loganair, with connections between Kirkwall and the outer north isles of Stronsay, Sanday, North Ronaldsay, Papa Westray, Westray and Eday. The PSO contract is managed by OIC.

5.18.10 North Ronaldsay and Papa Westray have on average three return flights per day all year round – the air service is the main form of transport connecting these two islands to the Orkney Mainland.

5.18.11 There are two return flights per day (Monday to Friday) all year round for Stronsay, Sanday and Westray and there is one return flight once a week (on Wednesdays) for Eday, together with reduced services for Stronsay, Sanday and Westray at the weekends. There is also an early morning Monday to Kirkwall service for Eday which is in place to enable high school age children (in S1 and S2) to travel to Kirkwall on a Monday morning rather than requiring to travel in Sunday night (by ferry)



– S1 and S2 (as well as S3 and S4) pupils from the other isles of Sanday, Stronsay, Westray and Papa Westray are able to attend a Junior High School for S1 to S4 on their home island, while students from Papa Westray in this age group are able to attend the Westray Junior High School on a daily basis.

5.18.12 The Eday Monday AM air service can be booked by intending passengers from Sunday afternoon onward only. Eday also benefits from an additional Saturday air service during the ferry refit period (January to March) so that a transport connection between Eday and Kirkwall is maintained, while during this period the ferry service for the islands comprise a single rotation in the morning. Similarly, the other islands of Sanday, Stronsay and Westray receive an additional air service rotation during this ferry refit period in order to enable, for all, the ability to make a day return to / from Kirkwall.

5.18.13 A PSO is designed for scheduled services between any airport and an airport serving a peripheral region within its territory, especially on a thin or non-commercial basis. The PSO establishes the basis for specifying and then tendering an air service, and the PSO defines the minimum frequencies that should be operated and the maximum fares that can be charged on the routes in question.

5.18.14 The timetable is generally structured around maximising connectivity for North Ronaldsay and Papa Westray, and then the need to get itinerant teachers from Kirkwall to and from each of the islands on a daily basis during the week – there are Junior High Schools on Sanday, Stronsay and Westray, which each operate with a varying mix of resident and visiting itinerant teachers, and itinerant teachers also visit each of the *peedie* primary schools (Eday, Papa Westray and North Ronaldsay) to teach specialist subjects such as music, art and physical education.

5.18.15 The timing of departures varies considerably during the year, both in summer and winter. Firstly, during school holidays, the times are altered to enable longer days on the islands; and secondly, during the winter the departure times change as the amount of available light decreases and increases – the air service is generally operated under Visual Flight Rules – meaning that the service intended to operate in visual meteorological conditions (VMC, i.e., fair and clear weather). These operational control factors are then also coupled with the aim



of optimising teaching time on each of the islands. A number of the flight rotations serve more than one island, which further adds to the complexity of timetabling, but at the same time severely constrains the availability of seats on the aircraft.

5.18.16 Generally speaking, the inter-island air service enables a day trip to Kirkwall, with various lengths of day available during the year, depending on the islands and day of the week, the hours of daylight etc. The service as a whole operates with two Britten Norman Islander Aircraft, both are used during the shorter hours of operation in the winter months (shorter days mean the aircraft must depart from the isles no later than around 1540 and can't commence services until daylight in the morning) when there is a relatively short operating day due to daylight. In the summer months, with a longer operating day available, the service is operated with a single aircraft flying multiple rotations, which allows the redundant aircraft to proceed through its mandated engineering and service checks and maintenance etc.

5.18.17 The need to replace the ageing ferry fleet and address the multitude of built-in problems and constraints, coupled with the probable need to increase air connectivity has led to a considerable amount of work over the last 20 years, and most recently over the last five years as part of the OIITS, with the overall aim of determining the most appropriate recast of the network with replacement vessels and infrastructure, and coupled with attracting funding from the Scottish Government to commence and secure delivery.

5.18.18 The work done to date on OIITS, and the outputs from many consultations, document the many and diverse issues and constraints with both the ferry and air service provision at different levels, namely:

- Lack of parity with other ferry services in Scotland with regard to connectivity, costs and quality.
- Lack of capacity on specific routes / sailings, particularly for vehicles and in terms of available tonnage.
- Limited capacity on air services due to teacher travel, often no seats can be booked at all as space has already been filled prior to booking being opened up to the public. The planes are able to carry 7 or 8 passengers, and with a rotation often serving two islands, and transporting teachers to both, there can be very few and no seats left available for the general public to book.
- Timetables do not fully meet community needs – ability to make certain trips, time required on Mainland, connections to south, weekend travel, livestock and freight carriage.
- Lack of inter-island connectivity, with most focus, in terms of timetable structure, being placed upon travel to / from the Orkney Mainland rather than moving goods and people between the islands.

While OIITS is ongoing there is a need to take stock of the current position, review work done to date and consider the connectivity requirements for each island, asking the following questions:

- Are the islands connected to the right places by the right means?



- Can residents, businesses and visitors access the facilities and activities that they need to in a timely and cost-effective manner?
- Are there other interventions that can be considered?

5.19 External Ferry Services

- 5.19.1 There are four ferry routes connecting Orkney with the Scottish Mainland. Serco NorthLink Ferries, under the NIFS contract with Scottish Government operate two routes: Aberdeen – Kirkwall – Lerwick and Scrabster – Stromness; Pentland Ferries Ltd operate a commercial service between Gills Bay and St Margaret’s Hope, and the John O’ Groats passenger only (commercial) service operates between John O’ Groats and Burwick during the summer months.
- 5.19.2 While the route to Aberdeen takes the longest (around seven hours), it can be undertaken overnight from Kirkwall, and there are good connections onward south from Aberdeen (including via bus, coach, air and train services) as well as internationally through the airport. This compares to arriving in Scrabster or Gills Bay where public transport connections are limited and there are relatively long journey times to destinations including Inverness and beyond. At the same time arriving at either Scrabster or Gills Bay with a car enables a relatively quick journey to Inverness.
- 5.19.3 There are limited Kirkwall – Aberdeen services during the winter months, with sailings departing only on Wednesdays and Fridays. Additional freight-only services operate on the Aberdeen – Kirkwall – Lerwick route, providing additional connectivity (between ‘passenger’ and ‘freight’ vessels) of significance for the movement of goods and livestock.
- 5.19.4 There are reported capacity issues at certain times of the year and on particular legs of the Aberdeen – Kirkwall – Lerwick service – the main issue is around the volume of goods to and from Shetland and cabin capacity (for the overnight journey south) for passengers at particularly weekends during the winter months and throughout the summer months. For example, in the winter weekends the service is regularly used for sports trips for teams from Orkney travelling to compete in and around Aberdeen, so with a rugby team and netball team and others from both Orkney and Shetland the cabins can soon fill up. There are also capacity constraints from a freight perspective in the Autumn when large volumes of store cattle livestock are being shipped from both Shetland and Orkney. There are around 25,000 cattle shipped out of Orkney per year, and the peak of this will be through the months September and October following special sales at Orkney Auction Mart.
- 5.19.5 Transport Scotland / Caledonian Maritime Assets Limited (CMAL) is looking at two design options for new freight vessel replacements. One option being considered would be for freight only with the 12 single berth cabins for drivers as per the current mv Hildasay and mv Helliar. The alternative option is for a freight vessel that can also accommodate up to 200 passengers in 60 cabins with some sleeping pods and reclining seats along with a bar / restaurant – the so-called ‘freighter plus’ option.
- 5.19.6 Both options would accommodate an extra row of trucks on both decks, with capacity for 86 instead of 68 trailer units, which would be welcome across industries that have reported issues with capacity constraints; a diverse range of freight is transported on this route including livestock, wet fish (mainly from Shetland), construction materials and empty containers, the



relocation of which is not necessarily considered a priority for shipping, but is crucial for the continuous flow of goods from the islands.

- 5.19.7 The 'freight plus' option might operate as a passenger vessel during certain times of the year with the full complement of available cabins and other sleeping options such as pods – when in 'freight only' mode there would remain 12 single berth cabins for drivers. Thus while there is additional freight capacity on both options, there would be no additional capacity for drivers in 'freight-only' mode.
- 5.19.8 Further engagement with Transport Scotland is required to ascertain what the preferred option will be – based on current information around vessel dimensions the options being considered at present could not be accommodated at the existing linkspan at Hatston Pier.
- 5.19.9 The introduction of a new freight, freight plus and passenger vessel may solve capacity issues to an extent. However, a more in-depth review of external ferry services is required to ascertain the best shape of provision for Orkney, and to feed into the tender process for the next contract which is due from 2028.

5.20 Harbour Infrastructure

- 5.20.1 OIC is the Statutory Harbour Authority responsible for the safe and efficient operation of all Harbour Areas and the 29 piers located throughout Orkney.
- 5.20.2 The range of ports and harbours is diverse, in terms of structure, size and nature of operational activity.
- 5.20.3 The major port facilities of Hatston, Kirkwall and Stromness accommodate a range of operational activity across many sectors – aquaculture, cargo, cruise, ferries, fishing, marine leisure and renewables.
- 5.20.4 The strategically located Scapa Flow, with its unique deep water sheltered anchorage, hosts multiple ship to ship (STS) transfer operations of crude oil, liquefied natural gas (LNG) and liquefied petroleum gas (LPG) as well as serving the Flotta Oil Terminal. It now also accommodates semi-submersible rigs and accommodation platforms at anchor for maintenance and stand-down.
- 5.20.5 There are many smaller piers and harbours throughout the North and South Isles as well as across the Orkney Mainland: many of these accommodate lifeline island ferry services, aquaculture, fishing and marine leisure activities. Many of these piers are critical in ensuring the future viability of island or remote communities.
- 5.20.6 In 2019 the Orkney Harbours Masterplan Phase 1 was published and approved by OIC in April 2020, a strategic framework to provide the basis for developing harbour infrastructure in response to market opportunities. Several proposals were developed as part of the Masterplan: the development of a new deep-water port in Scapa Flow, which will accommodate the assembly and marshalling of offshore wind turbines; quay and landside expansion at Hatston; marina expansion in Stromness; and quay expansion and marina extension at Kirkwall.



5.20.7 The Masterplan also proposed that shore power would be introduced to key harbours over time, and that there would be a Future Fuels Hub development capable of storing and distribution of transition and net zero fuels – the Future Fuels Hub is also a commitment within the Islands Deal Programme.

5.20.8 A further Orkney Harbours Masterplan Phase 2 is due to commence in 2022 / 2023 – this will look at harbours and piers around the isles and the smaller harbours and piers on the Orkney Mainland. This will also need to dovetail with the above-mentioned OIITS programme and progress.

5.21 External Air Services

5.21.1 Loganair operates flights (commercially) between Kirkwall and Inverness, Sumburgh, Edinburgh, Glasgow and Aberdeen. Before the COVID-19 pandemic there were flights also to Fair Isle and Bergen.

5.21.2 **Prior to the pandemic** Orkney was more connected with Aberdeen and Edinburgh (19 return flights per week to both locations in the summer with a slight reduction in the winter) compared with Stornoway which had more links with Glasgow, and Sumburgh (Shetland) which had a higher number of flights to Aberdeen (26 return flights per week during the summer).

5.21.3 Taking into account journey time between airports and city / town centres and a nominal 45 minutes for check-in and security, it is possible to identify how many hours are available at destination – assuming that the destination is the city centre in Edinburgh, Glasgow, Inverness or Aberdeen.



5.21.4 For flights to and from Orkney, only those connecting Kirkwall and Aberdeen allowed for more than eight hours of time on the Scottish Mainland. Flights to Edinburgh allowed for just over seven hours of time in the capital and around four hours of time if travelling on to Glasgow. During the summer it was possible to have just under seven hours in Inverness on Tuesdays, Wednesdays and Thursdays, though this was not possible in the winter. It was not possible to make a day return trip to Glasgow or Inverness all year round.

5.21.5 In terms of time available on Orkney, this is limited – and time is confined to Orkney Mainland only. Only flights from Aberdeen afforded at least six hours of time in Orkney all year round. During the summer if travelling from Edinburgh and Inverness it was possible to spend between four and five hours on island. During the winter a day trip is only possible from Aberdeen and Edinburgh (four hours and twenty minutes available on island). It was not possible to make a day trip from Glasgow or Inverness all year round.

5.21.6 The COVID-19 pandemic has seen a major reduction in the number of flights available, often decimating the schedules that previously allowed the above-noted day trip opportunities, with many routes now ‘doubling up’ – where, for example Orkney and Shetland might share a flight to Edinburgh as well as Inverness, for example. This means that journey times are much longer and there is less time available at destination.



- 5.21.7 The inability to make a day trip to Inverness is a significant loss, given not only the business links between Inverness and Orkney, but also for health and leisure trips. It is difficult to make a meaningful day trip to Edinburgh or Glasgow also at the time of writing.
- 5.21.8 The COVID-19 pandemic has had unprecedented impacts in all aspects of life, and not least across the aviation sector. The impacts of this are evident from the global to the local scale, and right down to individual airport level, with unparalleled downturn in terms of business and employment impacts.
- 5.21.9 The International Air Transport Association³⁷ (IATA) released an updated global passenger forecast showing that the recovery in traffic has been slower than had been expected. In the base case scenario, global passenger traffic (revenue passenger kilometres or RPKs) is not expected to return to pre-COVID-19 levels until at least 2024, a year later than had previously been projected.
- 5.21.10 This continuing more pessimistic recovery outlook for aviation is based on several recent trends, including of particular relevance to Orkney, reduced corporate travel and weak consumer confidence. This is further exacerbated by reliability issues and a high number of flight cancellations and amendments.
- 5.21.11 The price of air travel to and from Orkney can be expensive, particularly for visitors and businesses travelling to and from Orkney as these are not eligible for the Air Discount Scheme (ADS). The ADS is an initiative by the Scottish Government (under the General Block Exemption Regulation of the European Union) that has a principal objective of making air travel more affordable for remote communities in the Highlands and Islands. It is available to those who have permanent (or main) residency in Colonsay, Orkney, Shetland, the Western Isles, Islay, Jura, Caithness and parts of Sutherland. The discount is not available on PSO routes and for those travelling on business or on NHS-funded health trips. The ADS provides a 50% discount on the core air fare on eligible services.
- 5.21.12 Booking a return flight from Edinburgh to Kirkwall in January 2022 (booked two weeks in advance without ADS) would cost £419.00; while a return flight in mid-June 2022 (e.g., booked six months in advance without ADS) would cost £237.00. It should be noted that in March 2022 an additional fuel surcharge of £3.95 was added to all flights (excluding PSO routes) to mitigate against rising oil prices. These high costs combined with a much lower frequency of service make Orkney less attractive as a place to visit for leisure or business.
- 5.21.13 It is evident that once COVID-19 restrictions on flights were eased passenger volumes to and from Kirkwall have not risen as quickly as on other routes (e.g., Stornoway / Shetland). It is possible that volumes will not return to pre-pandemic levels, if people and businesses have permanently changed their travel behaviour. This could have a longer-term impact on the viability of commercial air services to and from Kirkwall.

5.22 Tourism and the Integral Role of Transport

- 5.22.1 Orkney has seen a significant increase in the number of visitors over the last few years – a combination of marketing, people’s desire to explore the wild and ‘unexplored’, the evolution of the ‘staycation’ concept, the growth in cruise and the increasing realisation that Orkney’s

³⁷ IATA (2021) Accessed: <https://www.iata.org/en/pressroom/pr/2021-02-03-02/>



World Heritage Site is something very special. In 2019 there were more than 250,000 visitors to Orkney, with around 160,000 of these being cruise passengers. Visitor numbers are predicted to gradually return to previous levels post-COVID-19 – as evidence there are more cruise liners booked for 2022 than called in 2019.

- 5.22.2 The volume of tourism is impacting on some of Orkney’s most important cultural assets, in particular the World Heritage Site which comprises Skara Brae, the Ring of Brodgar, Stenness and Maes Howe. The quality of the experience has been eroded with multiple persons visiting at any one time, the physical nature of Brodgar for example has been eroded and the transport network is under pressure with under-capacity at car parks, particularly for large coaches and a road network that was not intended for such vehicles. For example, on a peak summer day more than 3,000 people would come to experience the Ring of Brodgar. As a result of the issues, access to the site is now restricted.
- 5.22.3 There is a pressing need to better manage tourism in Orkney, which is being addressed by the World Heritage Site Masterplan and Tourism Infrastructure Development Plan with a view to balancing the negative impacts on the most popular sites while maintaining their attractiveness to visitors.
- 5.22.4 One of the solutions for lessening the impact at popular sites is to enable greater dispersal across other attractions through promotion, marketing and improved connectivity, as well as better management of visitor travelling to and being at those ‘honeypot’ sites. The Tourism Infrastructure Development Plan highlights that many of Orkney’s tourist attractions outside of Kirkwall and Stromness are not accessible by public transport either from main conurbations or from accommodation sites. Similarly places to eat outside of the main towns suffer from a lack of connectivity in that public transport timetables are often not aligned with opening times. This lack of public transport connectivity, along with no opportunities to hire an EV and limited car charging points outside of the main towns will, if not addressed, become barriers to achieving net zero by 2045.
- 5.22.5 The focus is now on making Orkney’s World Heritage Sites – and other visitor attractions – accessible in a sustainable manner: active travel pathways for pedestrians and cyclists as well as well thought through public transport connections – the utilisation of smaller, greener vehicles to shuttle visitors to and from attractions not just from Kirkwall and Stromness but from better developed hubs elsewhere in the County; or the development of appropriate hop on hop off bus routes that also serve local communities and link in with existing bus routes.
- 5.22.6 Managing the large influx of cruise passengers generally has been an issue for several years. There is a free shuttle bus which transports passengers from the quayside to Kirkwall town centre, just over 100 at a time. While there have been considerable improvements at the bus station, there can still be congestion as the zebra crossing as people head towards the town centre. Creating more choices for independent cruise passengers will ease this problem, such as developing active travel options: the provision of bicycles, e-bikes and e-scooters at the cruise terminal and developing a network of paths that might encourage passengers not only to reach Kirkwall on foot but perhaps take a different route (e.g., in the direction of Finstown).
- 5.22.7 With the hub concept, there should be a future aim to take cruise passengers not just into the town centres of Kirkwall and Stromness, but to other locations on the mainland.



5.22.8 Figure 20 highlights issues and opportunities relating to tourism and transport raised during the development of the LTS.

Figure 20. Issues and Opportunities – Tourism

- Limited information on cycle ways and walks for visitors*
- Limited facilities for tourists who are cyclists*
- There is an increasing number of visitors looking for a 'green' experience*
- Timetables and ticketing can be difficult for visitors to understand*
- Isles have limited capacity to accommodate cruise calls*
- Need to develop options for dispersal of visitors (cruise & key visitor attractions)*
- Lack of facilities and infrastructure to support cycling*
- Limited electric bike hire opportunities in Orkney*
- Opportunity to create bike trains / bus bike routes*

5.23 Cross-Cutting Themes

5.23.1 The desire for good **integration** between transport services has been repeatedly mentioned by LTS stakeholders and is a common feature of other policies and consultations that have been reviewed when developing the LTS. There is a continuing need to improve integration by making journey planning and ticketing easier and ensuring smooth connections between different forms of transport as far as is possible.

5.23.2 Integration covers both more effective integration of timetables between public transport modes and physical **interchange** (e.g., the facilities for moving onto and between ferry services and bus services as well as the availability of bus services to meet ferry services). Connections between the ferry services between Kirkwall and Aberdeen and onward connections via either coach services or rail services have been highlighted as working well for people travelling to or from further afield than Aberdeen. On the other hand, the lack of connections on the Caithness side of the Pentland Firth have also often been mentioned. This includes a lack of bus services to meet many of the ferry services, a lack of capacity on bus services in the busy summer months, and the inaccessibility of connections to the rail service at Thurso, as well as the very long journey time via that train service to / from Inverness and beyond.

5.23.3 HIE's *Young People and the Highlands and Islands: Attitudes and Aspirations Research* identified issues associated with transport availability and costs. In particular, public transport timetables are a frustration for young people, including integration between different services and modes, and the availability of services within their local community.

5.23.4 Connecting ferry and air services with bus services is inherently difficult, particularly challenging if there are any delays to ferry or air services; while a bus may wait for a late-



running service, this is time-bound, and any delay to running must limit knock-on delays to other services, which would threaten or jeopardise service quality overall and elsewhere in the network.

- 5.23.5 It is vital to supply good quality and accessible **information** about transport and travel to enable all to fully aware of their transport options, and to enable people to make more sustainable transport choices where this is possible. The sources where people draw their information from is constantly changing, and those involved in the provision of transport services need to keep up to date and ahead of these requirements. Through a partnership project with HITRANS at stop bus information and timetabling has been enhanced based on a common template that is being rolled out across the whole of the Highlands and Islands.
- 5.23.6 Support is required for development, implementation and ongoing maintenance to sustain links. This also includes the provision of associated **promotional** materials, including production of high-quality, consistent mapping of routes. There is also, from a visitor perspective, the potential for greater promotion of transport routes as attractions in themselves, particularly thinking about the role of walking and cycling and the growth in active tourism, and in particularly thinking about the role of transport as a means and as part of the attraction of encouraging visitors to visit right across Orkney, and especially the isles.
- 5.23.7 **Decarbonisation** is a core theme and focus of the LTS and covers a wide range of transport-related aspects; in recognising the key role of transport and travel in progress towards the net zero emissions target by 2045.
- 5.23.8 This encompasses the decarbonisation of transport vehicles and vessels (e.g. low or zero carbon propelled internal and external ferries / aircraft, buses, taxis, Council vehicle fleets and private cars) along with the necessary infrastructures to enable this (shore power, charging points, fuel storage and supply). There will need to be planning requirements and incentives to ensure that the appropriate infrastructures are developed to enable vehicles to operate with net zero fuels: for example, in new commercial buildings, new housing developments, accommodation providers, car parks, etc.
- 5.23.9 As noted in the OIC Carbon Plan, the Fleet and Plant Asset Management Plan reports on asset management performance, providing energy performance and environmental impact data for the Council's fleet vehicles and plant equipment. It also notes that, although work is already underway to reduce carbon emissions, further consideration must be given to this issue, given that the OIC strategic approach to replacement is MEAT (Most Economically Advantageous Tender) focused at present. Equally, looking at the type of fleet OIC purchase, in fuel terms (i.e. fossil versus alternatives), this is currently under review to consider the opportunities that are available to lessen the Council's carbon footprint by progressive replacement of the fleet with funded alternatives (i.e. hydrogen or electrically powered hybrids or single power sources). This may be influenced by the ongoing Local Authority participation in any Scottish Government requirements to discharge their duties in terms of the Climate Change (Scotland) Act 2009.
- 5.23.10 **Changing behaviours and travel planning:** for Orkney to make a just transition to decarbonisation, radical changes are required to the way transport is planned and delivered and the way people travel, or how frequently or to where they need to travel. To do this, there needs to be alternative options available for people to make different choices and decisions about where they live and work. Schools are already developing and delivering Travel Plans,



although this is more in the context of road safety – a rolling programme for all schools to develop or review a School Travel Plan was agreed in 2018 and commenced in 2019. With schools closed during the COVID-19 pandemic the work stalled and has only just restarted again. The school Travel Plans are intended to be live documents that are updated on a three-year basis.

5.23.11 There was also a Green Travel Plan for Orkney, published in 2016 and this reported a survey of Council and NHS staff. There is an opportunity to use tools such as this to inform the development of island-proofed 20-minute neighbourhoods and to encourage more active travel in the public and private sector.

5.23.12 **Accessibility** is an important theme that cuts across all modes of transport and which is vitally important for participation and wellbeing among the community. While there are some improvements in accessibility, particularly with the new bus fleet in operation, there continue to be many issues with accessibility in Orkney – the ferry fleet is barely accessible but has derogations given the age of vessels and the inter-island aircraft present accessibility difficulties for persons with reduced mobility. It is also the case that few taxis are wheel chair accessible, their rationale being that there is very little demand for this service.

5.23.13 Going forward, particularly as there are likely to be many new vessels and vehicles coming into operation to facilitate decarbonisation, there is a need to develop a clear specification for what is required with regard to accessibility and accessible features that should be incorporated into any future designs. In following the emphasis that has been heard from wide range of input to the LTS, the long list of LTS options and later the LTS Delivery Plan make clear that an overriding principle for the LTS, cutting across all development and projects is a principle that transport and travel should be made fully accessible, and every opportunity taken to achieve this, and particularly where new fleet, vehicles and infrastructure are being developed and delivered. These developments should exemplify best practice in accessible design, not just a minimum, and should be co-designed and developed with local communities.

5.23.14 There are significant advances with regard to **technology** across a wide range of fields: where this will be extremely relevant and beneficial for Orkney in the future is potentially around DRT, MaaS and the provision of information to support these mechanisms. In other areas technology is transforming the way that goods and people are moved – particularly in urban areas – through automated delivery vehicles and ultimately unmanned autonomous vehicles, aircraft and vessels. How these revolutionary concepts can be applied in a rural setting has not yet been fully explored, but pilots have recently commenced, and these will certainly pave the way forward. For example, as part of the Sustainable Aviation Test Environment (SATE) project based at Kirkwall Airport, in 2021, a twin-engine UAV, which could carry up to 100kg of mail of all shapes and sizes, and which can operate in poor weather conditions, was trialled out of Kirkwall to carry mail 35 miles north to North Ronaldsay.

5.23.15 **Affordability** has been highlighted in the context particularly of external air fares and in respect to ferry fares. In respect to air fares noting the very high price that both visitors and residents must pay – even with the ADS discount applied. Reference has also been made to the high cost associated with the purchase or rent of EVS, which it has been suggested needs to be reduced in order that a just transition is achieved and can be considered fair and equitable.



- 5.23.16 Earlier sections of the LTS have described the challenges of high costs of living in Orkney, and has highlighted research that suggests that the cost of (internal) ferry fares limit participation particularly for lower income households, and including to such vital services such as participation in dentistry and other health services that are based on the Orkney Mainland.
- 5.23.17 Other feedback and inputs refers to households, right across Orkney, being *forced* into car ownership in order to meet access needs, which cannot otherwise be met through either suitable public transport or having services located within easy (walk and cycle) distance from home.
- 5.23.18 **Funding** remains a key issue for the development and maintenance of Orkney’s transport network. At Government level there is a clear lack of consideration around how transport networks operate in rural and island settings, and therefore a lack in appropriate policy and funding for rural transport. This is coupled with a concerning approach being taken with regard to the Islands Connectivity Plan, as it is understood and has been described earlier that this will only focus on those transport networks within the auspices of Scottish Government control or ownership.
- 5.23.19 It is worth noting that there are likely to be greater funds available for active travel and projects associated with decarbonisation (e.g. EV charging infrastructure); however while capital projects might be more likely to receive funding in these sectors there is no obvious increase in funding for future maintenance and renewal, which is a real issue.



6 STAKEHOLDER ENGAGEMENT AND INVOLVEMENT

6.1 Introduction

6.1.1 The preceding sections, in terms of describing the wider context (in Section 3) and the transport context (in Section 5) have utilised the views and feedback from the wide variety of stakeholder and *community* representatives that have input to the LTS process, and the LTS research and development has been heavily informed also by other strategies and plans, including reviewing relevant stakeholder consultations and feedback on these other strategies and plans.

6.1.2 In this section an overview of the methods in which stakeholders have contributed to the LTS process directly are presented and described.

6.1.3 The stakeholders have made a substantial contribution to the identification of issues and critically the identification of possible actions, as well as the options development and appraisal validation process, which are described in Section 8 of this document.

6.1.4 The figure here summarises the elements that have driven the development of the LTS – that is utilising evidence from other work and programmes, combined with stakeholder engagement, and further collaborative working on an ongoing basis through the evolution of the LTS.



Figure 21. Stakeholder Input

6.2 Evidence from other work / programmes

6.2.1 The LTS stakeholder involvement plan was built on the foundation that there had been extensive and recent consultation and engagement through a number of other plans and policies and groups, with content substantively relevant also to the development of the LTS for Orkney. This specifically includes:

6.2.2 Stakeholder workshops to input Orkney (and wider island and rural) issues to the development of NTS2 and STPR2 – through the period 2018 – 2021 and including reviewing the various engagement surveys, citizens panels, consultation reports on draft strategies.

- Orkney Matters survey and subsequent workshops, as described from Section 2.3.13 and review of survey and workshop analysis and reporting.



6.2.3 All of the detail and context that has been described throughout earlier sections has drawn heavily on established and recognised data sources, including National Statistics and a variety of research reports.

6.3 Stakeholder Engagement

6.3.1 An early task during the development of the LTS, and building on the evidence from earlier and ongoing work programmes was engagement with a wide range of stakeholders, via an interview using a discussion pro forma.

6.3.2 Stakeholders included:

- OIC (maritime, mass tourism, economic development, transport, roads, EV infrastructure, climate change, planning, Health and Care, Community Learning and Development)
- HIE.
- HITRANS.
- Ferry operators.
- Haulage firms.
- Aviation (airport and air operator).
- Transport operators (buses, community transport).
- NHS Orkney.
- Tourism (VisitScotland and Destination Orkney, Tourism Infrastructure Plan).
- Aspire Orkney.
- Third Sector – Voluntary Action Orkney.
- Orkney Renewable Energy Forum.

6.3.3 These discussions sought to clarify, from the stakeholder perspective, the key issues and challenges of relevant to the LTS, together with capturing existing work projects and programmes of relevance, and identification of possible ideas, projects and solutions that could be considered through the LTS. The opportunity was also taken to identify any further stakeholders that could be engage, and to identify any key data and other sources of information that could be valuable to the development of the LTS.

6.3.4 In addition to the stakeholder organisations, particular representatives were engaged to collaborate to collate input to the LTS from particular communities, both geographically-based and from people with shared characteristics. Specifically this included:

- **Age Scotland** facilitated and collated input from various groups with whom they work in Orkney, including older people, older people with particular needs, and carers of older people.



- **Community Councils** were invited to comment on any particular issues, challenges or opportunities for their local area.
- A group discussion was undertaken with representatives from the **Development Trusts** across Orkney, enabling key issues and opportunities to be fed into the process from a community development perspective, and including in the context of recovery from the COVID-19 pandemic.
- A group discussion was undertaken with a number of **higher education students** to understand issues, challenges and opportunities from the perspective of the growing population of higher education students moving to Orkney to study full and part time.

6.3.5 The issues and ideas arising from these discussions have been woven through the discussion of context for the LTS in earlier sections, and have helped to inform the development of the long list of possible LTS actions and appraisal thereof.

6.4 Collaborative Working

6.4.1 The final element of LTS development has focussed around ongoing dialogue and engagement with a variety of key contributors, this has been particularly valuable where other plans and strategies and workstreams are developing over a parallel period to the LTS development. This includes the following specific actions:

- An Elected Members Seminar in December 2021 to share an overview of the development process for the LTS, together with a flavour of key issues, draft objectives and emerging priorities, enabling Members to input to these key aspects.
- Regular participation in CPP Community Wellbeing Delivery Group meetings to share progress on the development and detail of the emerging LTS allowing for input to that development for the wide range of participants in the Delivery Group.
- Participation in the CPP Connectivity Delivery Group workshop session on transport, to share progress on the development of the LTS, and invite input, as well as to inform the formulation of the updated programme for the Delivery Group itself, and its response to the STPR2 consultation.
- A focussed workshop with OREF on the LTS, allowing OREF Members to hear about the development of the LTS, key issues, objectives and emerging issues, and inviting feedback on key issues from their perspective; and later, participation in an OREF workshop focussed on developing the new OREF EV Strategy.
- Participation in Orkney Child Poverty Action Plan various workshops taking away key issues and opportunities to feed into the LTS, as well as inputting key aspects identified from an LTS perspective.
- As the LTS long list of possible options and the LTS Delivery Plan has evolved, many of the key stakeholders listed above, including OIC officers and a variety of partners, have been recontacted to help check, validate, develop and refine the items coming through the LTS Delivery Plan.



6.5 LTS Engagement Conclusions

- 6.5.1 This section has described the approach to engagement that has been adopted through the development of the LTS. This has been comprehensive and has involved at multiple stages and on an ongoing basis a wide breadth of stakeholders and community representatives, both from a geographical perspective, e.g. Community Councils, Development Trusts and through the Orkney Matters work, and from the perspective of particular interest groups, e.g. older people and students.
- 6.5.2 The approach adopted has allowed the LTS to be developed to be fitting with issues, building on the mass of sound evidence that has been collated through a variety of sources in recent years, and sense-checking for up-to-date relevance and opportunities, using the collective knowledge of those at the front end of service design and delivery in Orkney.
- 6.5.3 The success of the LTS going forward will be supported and enhanced through maintaining and maturing the dialogue that has been developed through the LTS.



7 LTS VISION AND OBJECTIVES

7.1 LTS Vision and Objectives Overview

- 7.1.1 The purpose of any transport network is to allow people and goods to move around safely and efficiently whether by walking or cycling, passenger transport, lorry, van or car.
- 7.1.2 The ambition for the Orkney transport network is that it allows **people** and **goods** to get where they need to be safely and efficiently in ways that improve people’s health and wellbeing and in a way that contributes to the journey to net zero.

7.2 LTS Linkages to Local, Regional and National Objectives

- 7.2.1 The LTS objectives to achieve this ambition bring together what we know from past work, and which will support local, regional and national objectives and targets as we have considered and presented in section 2. Of most primary importance in terms of objectives, we have considered (NIP, NTS2 and the Orkney LOIP. The respective objectives from these three articles are summarised in Table 11.

Table 11. Summary of NIP, NTS2 and LOIP Objectives

NIP	NTS2	ORKNEY LOIP
<p>Address population decline, ensure health balance.</p> <p>Improve and promote sustainable economic development.</p> <p>Improve transport services.</p> <p>Improve housing.</p> <p>Reduce levels of fuel poverty.</p> <p>Improve digital connectivity.</p> <p>Improve and promote health, social care and wellbeing.</p> <p>Improve and promote environmental wellbeing and deal with biosecurity.</p> <p>Contribute to climate change mitigation, adaption and promote clean, affordable and secure energy.</p> <p>Empower diverse communities and different places.</p> <p>To support arts, culture and language.</p> <p>Promote and improve education for all throughout life.</p>	<p>Reduce inequality.</p> <p>Tackle climate action.</p> <p>Help deliver inclusive economic growth.</p> <p>Improve our health and wellbeing.</p>	<p>Connectivity Equal or better standards of digital connectivity.</p> <p>Integrated, sustainable and affordable transport services which meet the needs of Orkney’s residents, businesses and visitors.</p> <p>Community Wellbeing Individuals and communities benefit from enhanced support to recover and renew.</p> <p>Orkney’s fragile communities become more resilient and sustainable.</p> <p>Sustainable Recovery Upturn in economy.</p> <p>“Just transition” towards a wellbeing economy with a focus on climate change, fair work and diversity.</p> <p>Measurable progress towards Scotland’s target of net zero by 2045.</p> <p>An adaption strategy to protect citizens, businesses, habitats and wildlife from the effects of climate change.</p>



7.2.2 Table 12 summarises the interactions between these National Islands Plan, Orkney LOIP and NTS2 objectives. The cells show where there are particularly strong interactions, which have been identified then as being a particular focus therefore for the LTS.

Table 12. Interaction between NTS2, NIP and LOIP

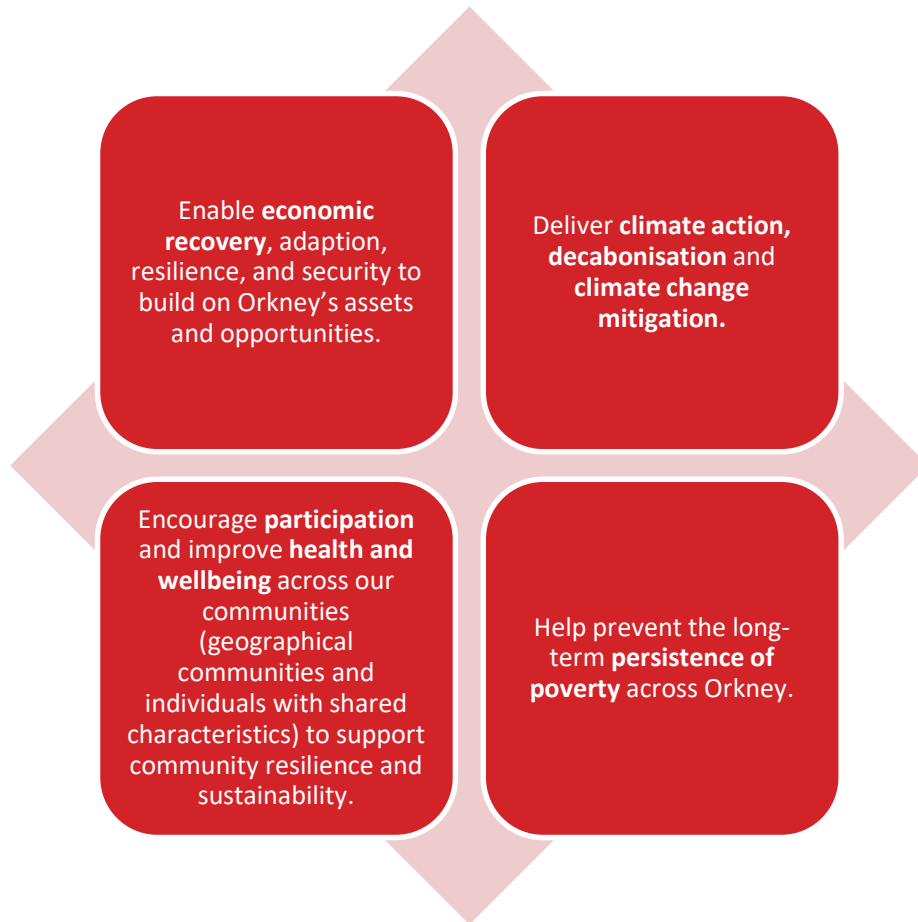
NIP ↓	LOIP →							
	Digital connectivity	Integrated, sustainable, affordable transport	Recover & renew	Resilience & sustainability	Upturn economy	Just transition	Net Zero	Adaption Strategy
Population decline								
Economic development								
Improve transport								
Improve housing								
Reduce fuel poverty								
Improve digital	NTS2:							
Improve & promote health								
Improve & promote environmental wellbeing								
Contribute to climate change mitigation								
Empower diverse communities	NTS2: Inclusive Economic Growth							
Arts, culture & language								
Promote & improve education								

7.2.3 The LTS can make contributions across all LOIP aspects and throughout the NIP key themes. In focussing on these aims and objectives, the LTS will consequently be making good progress towards the NTS2.

7.2.4 Homing in on these national and local aims and objectives, together with a synthesis of issues that have been drawn out from input from local stakeholders and community, has shaped LTS objectives as follows.



Figure 22. Local Transport Strategy Objectives



7.2.5 The significance of these LTS objectives is firstly that they will be used to support the appraisal of the long list of possible LTS actions and later through the delivery phase of the LTS, together with fitting indicators and targets will be utilised to test success or otherwise in making LTS progress.



8 DELIVERY PLAN

8.1 Overview of Process

- 8.1.1 The Delivery Plan comprises a list of key actions that will be implemented during the lifetime of this LTS. These actions include a mix of small to large scale infrastructure projects and policy enhancements to be taken forward in the short-, medium- and long-term.
- 8.1.2 An initial long list of actions was compiled from suggestions made and inputted from the stakeholder engagement and from considering solutions to the issues, challenges and opportunities that have been captured and described in earlier sections as part of the LTS development process.
- 8.1.3 These proposed actions were then subject to an appraisal framework with each assessed against the LTS objectives and STAG³⁸ criteria, including feasibility, deliverability and public acceptability, initially using a qualitative seven point scoring system, which was then used to prescribe a score for each option. The assessment also considered timescales, priority, responsibility and affordability at a high level. The long list is set out with options grouped into common clusters, for example, by mode of transport or type of scheme. Each option and group is considered in turn, a description is set out, and then a summary appraisal for each option is presented in tabular form, which covers the extent to which the option meets the LTS objectives, an overall appraisal score, and then a judgement score on that option in terms of priority – high, medium, parked, rejected – in terms of timescale – short (1 – 4 years), medium (5 – 10 years) and long (10+ years) – and in terms of who would have responsibility for the option.
- 8.1.4 Finally, the summary table for each option is completed with an assessment and summary of any ICIA outputs and actions in respect to the particular option. The long list of options is presented at Appendix 2, while the Delivery Plan here presents the final short list of actions to be delivered.
- 8.1.5 The Delivery Plan is an improvement plan and builds on current activities, it comprises continuing with '*business as usual*' activities alongside the delivery of the actions.

8.2 Overriding Principles

- 8.2.1 There are several overarching principles that guide the nature of the Delivery Plan.

³⁸ Scottish Transport Appraisal Guidance.



Figure 23. LTS Delivery Plan Principles



8.3 Hierarchy of LTS Actions

- 8.3.1 Decarbonisation is a key driver and core element of the LTS. The actions sit within a hierarchy to reflect this, with active travel, public transport and internal ferry and air services at the top. Internal ferry and air services have the same level of priority as public transport, as these services are essentially that for the isle communities.
- 8.3.2 Maintaining Orkney’s roads, harbours and external ferry and air services ARE vital for Orkney, but within the context of decarbonisation sit lower within the hierarchy, given the overarching impetus to reduce travel generally.

Figure 24. LTS Delivery Plan Hierarchy





8.3.3 The remainder of this section describes the LTS Delivery Plan through this hierarchy.

8.4 Delivery Plan

8.4.1 The Delivery Plan focuses on each of the categories shown within the hierarchy above, providing the following information:

- An overview of each package of measures, comprising context, vision and objectives and a summary of projects or initiatives underway.
- A summary of actions and how they scored against the LTS objectives, summarised as ‘Economy’, ‘Decarbonisation’, ‘Participation’ and ‘Poverty’.
- An indication of likely timing where Short: 2022 – 2027; Medium: 2027 – 2032; and long: 2032 – 3042.
- A high level estimation of cost associated with the action. This is an overall cost which may be borne by others and not just OIC.
- An indication of which entity might be responsible for delivering the action.
- A short commentary on policy, feasibility / deliverability / funding / ICIA / responsibilities.
- How the package of actions might be phased over time.
- A more detailed overview for each of the actions.

8.4.2 Table 13 presents a summary of the LTS actions.

Table 13. Summary of LTS Actions

SUMMARY OF LTS ACTIONS	
<p>Decarbonisation Develop Plan for EV Charging Infrastructure & Operating Models Decarbonise OIC and Public Sector Vehicle Use Develop Community Hubs Re-fuel Aviation Re-fuel Internal Ferries & Harbour Infrastructure Support a Just Transition</p>	<p>Active Travel Active Travel Action Plans Active Travel Network Maintenance Programme Fund for Active Travel Improvements Public Realm Enhancements / Further Vehicular Restrictions in Kirkwall Town Centre Kirkwall Bike Scheme St Margaret’s Hope – Kirkwall – Stromness Cycle / Walk Route</p>
<p>Bus and Community Transport Airport Bus - Complete Timetable (Fill PM Gap) Work with DAB to Improve Services Plug Geographical Gaps in Services Bus / Community Transport Strategy Merge Community / Social Transport Assets and Provision Develop Orkney EV-based Car Club Scheme / EV Library / Wheels to Work</p>	<p>Internal Air & Ferry Services Develop an Island / Person Connectivity Needs Assessment Review Inter-Island Transport Network – Ferry, Air, Fixed Links Undertake Ferry Vessel Feasibility & Initial Design Increase Inter-Island Air Capacity Consider Yield Management Options</p>



SUMMARY OF LTS ACTIONS

Develop Orkney Strategy for Flexi MaaS

Extend Under 22 Concessionary Scheme to Ferry and Air Services

Roads & Parking

Long-term Road Maintenance Strategy / Funding
Address Roads in Particularly Poor Condition
Undertake Traffic Management Review: Kirkwall and Other Towns
Town Centre Parking Strategy for Kirkwall
Parking Strategy for Orkney

Harbours

Orkney Harbours Masterplan Phase 1
Orkney Harbours Masterplan Phase 2

External Ferry Services

Increase Ferry Services Between Orkney and Aberdeen
Increase Utilisation of NIFS Fleet
Provide Additional Freight Vessel to Build Resilience Across Network / Refit

External Air Services

Extend Air Discount Scheme
Implement PSO on Kirkwall – Inverness Route
Implement PSO across Orkney / Highlands and Islands
Support Removal of ADP from Incoming Flights
Lengthen Runway at Kirkwall Airport

Cross Cutting Themes

Make Case for Additional Funding for Community-based Solutions
Develop Locality-based Travel Plan Approach
Establish Fit-for-purpose Design Guide with Sustrans
Decentralise Services / Jobs: Develop Community Hubs
Ensure Accessibility is Integral to Design for Ferries, Aircraft, etc
Bring More Health (and other) Services to Remote / Island Communities

8.5 Decarbonisation – Rethink, Reduce and Refuel

DECARBONISATION – RETHINK, REDUCE AND REFUEL

Orkney’s contribution to climate change will end, definitively, within this generation

In 2019, Scotland introduced a new set of economy-wide emission targets to reflect the updated advice of the UK Committee on Climate Change. This led to Scotland setting a target to reduce emissions to net-zero by 2045, with the interim target to reduce emissions by 75% between 1990 and 2030 and 90% by 2040. Pre-pandemic limited progress had been made in reducing emissions from the Scottish transport system generally as improvements in vehicle efficiency have been largely offset by increasing demand. As a result, domestic transport emissions have only fallen by 2-3% since 1990, while international transport emissions have increased by over 40% since 1990, highlighting the major challenge ahead to meet Scotland’s new emission targets.

This package comprises one or two projects that will be relatively easy to deliver in the short to medium term, particularly re-fuelling the Council fleet and the development of a comprehensive plan and route map for EV charging and infrastructure.



DECARBONISATION – RETHINK, REDUCE AND REFUEL

Reducing the need to travel and enabling people to more easily access work and other opportunities, closer to home, including within community hubs is a high scoring action, although will take time to develop and implement successfully.

Ultimately decarbonising all modes is inevitable and mandatory in a sense – hence options such as re-fuelling ferries, harbour infrastructure and aviation are all important components of this package and will require partnership working between OIC and other bodies, such as those researching and developing net zero fuels and propulsion systems.

Being able to progress decarbonisation in a just and inclusive manner will be important for Orkney's communities.

Vision: is essentially to set out and progress with Orkney's role in reducing harmful climate emissions. Specifically in response to the climate emergency, as declared by OIC, this aspect of the Delivery Plan will set out Orkney's role in reducing our emissions by 75% by 2030 and to a legally binding target of net-zero by 2045.

Objectives: in terms of decarbonisation of transport the specific objectives are:

- Harness the full potential of low carbon technology across all transport modes.
- Support decarbonisation in the public sector.
- Engage the public and encouraging individuals to move towards low carbon living.
- Support communities to tackle climate change.
- Deliver a just transition, by working with communities, business, industry and the people of Orkney to plan for our net zero future.

Committed and Progressing Schemes and Initiatives

There are a number of initiatives underway in Orkney regarding decarbonisation and the uptake of zero tailpipe carbon fuels.

Orkney is playing a pivotal role in the development of green hydrogen technologies through a variety of projects including HIMET, HySeas III, HyDIME, Surf N Turf and BigHIT, which will help in meeting carbon reduction targets and support the further development of renewable energy technologies.

The Surf 'n Turf and BIGHIT (Building Innovative Green Hydrogen Systems in Isolated Territories) projects involve the generation of hydrogen using renewable electricity generated on the islands of Eday and Shapinsay using electrolyzers. The hydrogen is stored as high pressure gas in tube trailers which is then transported to Orkney Mainland. There is a hydrogen refuelling station in Kirkwall that provides fuel for five hydrogen fuel cell road vehicles owned and operated by OIC. A 75 kW hydrogen fuel cell supplies heat and power for several harbour buildings, a marina and three ferries when berthed at Kirkwall Pier.

In 2021 a contract was awarded for the concept design of a hydrogen-fuelled ferry – the aim is that this vessel will eventually operate on the Kirkwall to Shapinsay ferry route. The contract was awarded as part of the HySeas III project and the design will be for a double ended passenger and car ferry, with capacity for 120 passengers and 16 cars or two trucks. The contract award is part of the EU-funded HySeas III research programme led by a consortium including OIC, CMAL, St Andrew's University and other European organisations. The aim of the programme is to demonstrate that hydrogen fuel cells can be successfully integrated with a marine hybrid electric drive system - electric propulsion, control gear, batteries etc - along with the associated hydrogen storage and bunkering arrangements. HyDIME was a preceding research project that initially considered options for the design of a dual fuel conversion system.



DECARBONISATION – RETHINK, REDUCE AND REFUEL

The £2.2 million HIMET (Hydrogen in an Integrated Maritime Energy Transition) project will explore solutions for decarbonising ferries as well as shore-side activities in ports. Led by EMEC Hydrogen in Orkney, HIMET will progress an ambitious programme of activities centred on the decarbonisation of two key local maritime sectors: ferry services and cruise terminal operations.

To decarbonise ferries, various solutions will be designed and demonstrated including hydrogen storage specifically intended for use on board a vessel, and the supply of on-board auxiliary power using a hydrogen fuel cell. A conventional ferry propulsion engine will also be tested running on pure hydrogen. To develop resilient shore-side power for the maritime sector a hydrogen engine will be deployed at Hatston to power crew welfare facilities at the cruise terminal, and microgrid solutions will be explored to consider future power requirements for ferry terminals.

As part of the Stromness Multi-modal Low Carbon Transport and Active Travel Hub project shore power using renewable energy resources was installed at Stromness to power the MV Hamnavoe, lowering its fuel consumption by at least 500 tonnes per annum and resulting in a significant reduction in carbon dioxide.

In 2021 OIC welcomed a **low carbon fleet of new buses**; while diesel-powered these new buses meet Euro 6 standards and are classed as a low emission fleet.

As part of the UK Islands Deal a proposal for a new **Future Fuels Hub** is proposed; this comprises the development of a storage and distribution hub for net zero fuels on Scapa Deep Water Quay. There are also plans to turn the Flotta Oil Terminal into one of the world's first **large-scale green hydrogen plants**. A consortium proposes to use offshore wind power to produce hydrogen on an industrial scale at the facility.

Highlands and Islands Airports Limited (HIAL) has embarked on a £3.7 million project to develop a sustainable aviation programme that could transform short flight travel between remote communities. The **Sustainable Aviation Test Environment (SATE)** project comprises the setting up of the UK's first operationally-based low-carbon aviation test centre at Kirkwall Airport. SATE has successfully secured further UK Research and Innovation (UKRI) funding for the expanded next phase – the funding, which is awarded to innovation projects demonstrating integrated aviation systems and novel air vehicles, will support the project's ambition to scale up and become the UK Centre of Excellence for Sustainable Regional Aviation³⁹. Different types of low-carbon aircraft will be tested to identify the next generation of air services and the operational airport infrastructure necessary to support sustainable aviation.

SATE's technology partners — Ampaire, ZeroAvia, Loganair, Windracers and Flarebright — will trial low-carbon aircraft using electric, hydrogen or Sustainable Aviation Fuels (SAF) to replace conventional fossil fuels, as well as drone applications for supplying on-demand medical supplies to health centres, for example. Another aviation research project underway is **Project Fresson**, led by Cranfield Aerospace Solutions (CAeS) and comprising research into hydrogen fuel cell technology to develop a commercially viable, retrofit Britten-Norman Islander aircraft.

Since 2000, the **Orkney Renewable Energy Forum (OREF)** has been a part of the development of a diverse and successful renewable energy industry in Orkney. As a membership organisation, OREF is open to businesses and individuals with an involvement or interest in Orkney's renewable energy sector.

³⁹ [SATE project receives £8.9million funding boost for sustainable aviation in Orkney from UKRI – Highlands and Islands Airports Limited \(hial.co.uk\)](https://www.hial.co.uk/news/sate-project-receives-8.9-million-funding-boost-for-sustainable-aviation-in-orkney-from-ukri)



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It is also worth noting that a **Carbon Neutral Islands** project is being taken forward by the Scottish Government, with the aim to deliver key commitments in the National Islands Plan and contribute to the Scottish Government’s 2045 net zero commitment. The project comprises a plan to create six net zero island communities, with the outcome of the project being rolled out to other islands. Hoy has been selected as one of these islands.

ACTIONS	FIT WITH LTS OBJECTIVES				TIMING	COST	LEAD
	Economy	Decarbonisation	Participation	Poverty			
Develop Plan for EV Charging Infrastructure & Operating Models	✓	✓✓	✓✓	\	Short	£5k	OIC with support from others (Hitrans, OREF)
Decarbonise OIC and Public Sector Vehicle Use	✓	✓✓✓	\	\	Medium	£750k	OIC / Other Public Sector Bodies, e.g. NHS Orkney
Develop Community Hubs	✓✓	✓✓	✓✓✓	✓✓	Short	£50k	OIC / Various including CPP
Re-fuel Aviation	✓	✓✓✓	\	\	Medium	£500k	OIC / Others
Re-fuel Internal Ferries & Harbour Infrastructure	✓	✓✓✓	\	\	Medium	n/a	OIC / Others
Support a Just Transition	✓	✓✓✓	\	\	Medium	£500k	OIC
Policy Highlights	Scotland’s Climate Change Update, NTS2, NPF4 and NIP, along with any emerging policies and plans associated with decarbonisation. Decarbonisation of transport is prominent as part of the STPR2 draft recommendations; Scotland’s Aviation Strategy is also in development and decarbonisation is expected to be a major theme.						
Feasibility / Deliverability	Most actions are feasible and deliverable, apart from the major decarbonisation measures relating to ferries and aircraft. These actions are dependent on the						



DECARBONISATION – RETHINK, REDUCE AND REFUEL

Funding	<p>viability and commercial readiness of net zero fuel technologies, and this must align with aspects such as vessel and aircraft replacement timescales and affordability.</p> <p>It is envisaged that there will be Scottish Government funding available for decarbonisation of fleet, ferries, aircraft and infrastructure, in addition to OIC budgets already in place for vehicle replacement. There may also be funding available at UK Government level, through initiatives such as the Levelling Up Fund.</p> <p>A new Public EV Charging Fund is due to be launched by the Scottish Government which will provide each local authority with £60,000 in 22/23 and £80,000 over the subsequent three years to help develop strategies for a commercial model.</p> <p>The Scottish Government is focussed on decarbonising the public sector car fleet by 2025: Transport Scotland’s Switched on Fleets invested more than £16 million in public sector fleet decarbonisation, supporting the procurement of over 700 vehicles in 2021.</p>
ICIA	<p>All projects within this package will impact on island communities, particularly the research projects looking into decarbonisation of aircraft as some of the smaller islands might benefit from increased air services. Of key importance will be ensuring that any Orkney-wide plans incorporate all islands where possible.</p>
Responsibilities	<p>OIC will play a key role in driving decarbonisation internally; at the same time, however, there will be a high level of collaboration with other partners, especially HIAL, and particularly those associated with the development of new fuel technologies.</p>

ACTION PHASING							
Internal Processes / Approvals							
Community Planning / Feasibility / Dialogue	22/23	23/24	24/25	25/26	26/27	27/32	32/42
Detailed Design / Procurement							
Delivery / Construction							
Plan for EV Charging Infrastructure & Operating Models							
Decarbonise OIC and Public Sector Vehicle Use							
Develop Community Hubs							
Re-Fuel Aviation							
Re-fuel Internal Ferries & Harbour Infrastructure							



DECARBONISATION – RETHINK, REDUCE AND REFUEL

Support a Just Transition



DESCRIPTION OF PACKAGE ACTIONS

Plan for EV Charging Infrastructure & Operating Models

The Scottish Government’s Climate Change Plan update (CCPu) includes an aim to phase out the need for new petrol and diesel cars and vans by 2030. The Government is working with the Scottish Futures Trust to enable more private sector financing and delivery of public EV charging infrastructure. Technologies will advance quickly over the next decade particularly in terms of battery efficiency and range and the likely corresponding reduction in battery cost could drive increased ownership – alongside the ban on the sale of new petrol and diesel vehicles. The envisaged growth will need to be met with availability of suitable and convenient EV charging infrastructure, including the principal of provision of facilities within the existing parking estate.

The Option comprises the development of an OIC Plan for EV charging infrastructure in Orkney, taking into account technology as it advances, operating models, maintenance and renewals. The Plan should be cognisant of the work undertaken by OREF, with a view to also developing an OIC Strategy for EVs alongside the plan for charging infrastructure.

In terms of infrastructure the Plan will need to consider OIC’s car parking strategy, building standards, technological development and charging behaviours. The Plan will need to consider a range of important aspects associated with what will be needed in the future with regard to charging facilities, where charging points should be located, what type of charging is required (e.g. ultra-fast versus slow charging) and what kind of tariffs should be charged. This will build on the principle that charge at home is the preference, and then use of public infrastructure sparingly, while not disadvantaging those (financially) those that are not able to charge at home, for example if they do not have parking available to do so.

This Option considers the route-map to cost-recovery associated with the maintenance of the charging network, following a period of subsidy while the network and number of cars in the network support that move to cost-recovery equilibrium.

This Option will consider what the model is for the islands; how provision supports enablement, and the ubiquity of charging.

Decarbonise OIC and Public Sector Vehicle Use

This Option represents what will eventually become a requirement; that all vehicles are running on zero carbon fuels. Indeed by 2032 there will be no new diesel or petrol cars for sale in Scotland. In Scotland public sector fleets must phase out the need for new petrol and diesel cars and light commercial vehicles by 2025. At the moment there are circa 130 smaller vehicles within the Council fleet (pick-ups, vans, cars and small buses) plus three sweeper vehicles. There is already some conversion to electric and hydrogen (hybrid) – a total of 25 vans and cars. There are another 50 larger vehicles within the fleet comprising lorries, dustcarts, recycling vehicles and larger sweepers. These are mostly fuelled by diesel.



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In 2025 most smaller vehicles will be aged between 6 and 10 years old (38) with a similar number (33) aged 11 years or older (small petrol and diesel vans, petrol cars, pick-ups, fire pick-ups and minibuses). All or most of these vehicles will need replacing in 2025 and onwards.

It is assumed that there is already a replacement programme in place, which looks to replace vehicles on an ongoing basis. Indeed some of the cars within the fleet are on lease terms and which are electric and a substantial number of vans are already electric or hybrid – thus there is an existing policy towards decarbonisation.

A review of this replacement programme is required, as well as consideration of how to decarbonise the larger vehicles within the fleet. It may also be worthwhile capturing marine vessels within this exercise and including the number of electric bicycles that are now owned by the Council. The outcome of this Option will be to have a costed road map in place for the full transition of the fleet to net zero fuels. Another component of this Option is to review the current cost of mileage associated with particular sectors and employees – in particular a cost comparison of mileage associated with care workers against the cost of providing these works with an EV.

A similar level of analysis would be required within other public sector organisations would be required to establish what actions and investment are required to deliver decarbonisation. For example, NHS Orkney is progressing towards its requirements to remove all petrol and diesel fuelled cars from their owned and leased fleets by 2025 or earlier where possible, and phase out the need to purchase or lease any petrol and diesel fuelled light commercial vehicles by 2025 or earlier where possible, and phase out the need for it to purchase or lease any petrol or diesel vehicles by 2030 or earlier where possible.



Develop Community Hubs

This Option ties in with the development of community-based place plans, creating the Orkney equivalent of the 20-minute neighbourhood concept where people can easily access their needs and opportunities thus reducing the need to travel far or at all. There is some evidence of this happening on some islands already, but only informally and anecdotally.

An initial pilot would be run after identifying up to three potential locations; two island locations and one mainland location – potentially Dounby as this would align with existing activities and opportunities. The aim would be to identify a suitable community location where someone can go and work, undertake virtual meetings, with access to the internet, telephone signal and printer. Once the locations have been identified a system would be set up to advertise the space, *shift* existing jobs to the space (at least some of the time), administer bookings, manage and evaluate the exercise. If successful this could be rolled out and marketed as an Orkney-wide ‘hot-desking’ network, with an aligned approach and level of quality. Council workers visiting islands could book the space while on a visit, as could tourists and of course island residents. More and more jobs could be based out of these sites rather than concentrated as at present on a Kirkwall base.

Consideration of aspects such as fast broadband would need to be given. The aim is to create plans that are driven by what the community wants and needs; it will also tie in with other developments, such as school replacements and provision of transport. Community Planning Partners are currently looking at this initiative.



Re-fuel Aviation

There are already several initiatives underway looking at re-fuelling the aviation sector, both for small and larger aircraft (SATE). Project Fresson is being led by



DECARBONISATION – RETHINK, REDUCE AND REFUEL



Cranfield Aerospace Solutions (CAeS) and comprises research into hydrogen fuel cell technology to develop a commercially viable, retrofit Britten-Norman Islander aircraft. The plan is for this to be trialled in Orkney on some of the shorter inter-island air routes. The aim is to deliver an emissions-free hydrogen-fuel-cell-powered flying demonstrator by September 2022.



The Council is currently looking to replace part of the inter-island ferry fleet (serving the outer north isles and Rousay, Egilsay & Wyre routes) within the next five years if possible, with feasibility and design work commencing in 2022. As part of the feasibility work options for fuel technologies and the ability to convert at a later date will be considered. The timeframe for new vessels does not align well with the commercialisation of new fuel technologies, particularly with regard to hydrogen and ammonia – as a result the optimal solution may be to ensure that any new vessel constructed before 2030 can easily be converted / retrofitted in the future. This feasibility work will also consider what fuel storage and distribution requirements will need to be accommodated at ferry terminals in Orkney. This will also align with current plans for the development of a storage and distribution hub for future fuels, where this will be located and how fuels can be distributed to the various terminals.

Orkney Harbours Masterplan Phase 1 proposed that shore power be provided at key piers and harbours in Orkney, particularly Hatston, Kirkwall and Scapa Deep Water Quay, in addition to Stromness where shore power is already provided. At Stromness green shore power is provided to the Serco NorthLink ferry vessel the mv Hamnavoe, which reportedly lowers fuel consumption by 500 tonnes per year. Implementing shore power is costly and there has been some debate in recent months regarding funding. The UK Government published a call for evidence in February 2022 inviting views on shore power regarding costs, benefits, scale and technology. This follows a survey of over 100 UK members of parliament undertaken by the British Ports Association (BPA) which indicated that 55% of members interviewed felt that Government has a role to play in supporting shore power, either funding it entirely or through co-investment with industry. In Scotland, there could well be funding emerge for this particularly after the STPR2 recommendations for investment in port infrastructures and decarbonisation of the ferry fleets.



The principle of just transition is that the vision of achieving a clean environment should be a fair and equitable one for all members of our community. It will be important to consider those that do not currently have access to transport, or have poor connectivity and those who might have insufficient income so as to afford a more efficient or electric vehicle.

Scottish Government has committed to delivering ‘just transition plans’, co-designed and co-delivered by communities, businesses, unions and all society. The Just Transition Commission will support the production and monitoring of such plans. The Council could consider developing its own just transition plan which might include specific transport-related actions, such as setting up preferential rates for car clubs and EV hire for particular groups within society, for example.



8.6 Active Travel

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Walking, wheeling and cycling to a healthier, fairer, accessible Orkney

Walking, wheeling and cycling are well recognised for their wider benefits, especially when integrated into people's daily lives, for leisure, to get about to where folk need to travel to, and as part of visitor experiences. As such, active travel can provide many of us with real travel options between our homes and work, school, college, the shops or other local facilities, which are affordable, healthy and environmentally-friendly. For others the distances might be too great due to where we live compared to where we need to travel to, but walking, wheeling and cycling can still be of value in and around our local communities and at our journey's end; and there is potential to create more opportunities for walking, wheeling and cycling as we bring more of what we do – work, services etc. closer to our communities and where people live.

For all these reasons, active travel is increasingly being incorporated into local, regional and national policy, and there are opportunities to invest in developing our walking, wheeling and cycling infrastructure.

What is active travel? Active travel is defined as making journeys by physically active means, like walking or cycling. These are usually short journeys, like walking to the shops or cycling to work. It is simply an approach to travel and transport that focuses on physical activity rather than motorised means.

Vision: Our communities, green spaces and towns, villages and settlements are connected and easily accessed by active travel, with a focus on people rather than private vehicles. Active travel options offer safe, affordable and enjoyable choices for residents, employees and visitors alike, regardless of location, income level, or stage in life.

Objectives: Active Travel supports delivery of the core LTS Objectives particularly around participation and improving health and wellbeing across communities and helping to deliver climate change; all this to achieve an active and sustainable Orkney by encouraging and enabling more trips to be made by walking, cycling and connecting to public transport.

The specific objective in respect to Active Travel in Orkney is to increase the percentage of people walking, wheeling and cycling in Orkney.

The plan will seek to work towards this key objective by improving walking and cycling facilities and routes (infrastructure improvements), by promoting walking and cycling opportunities to residents and visitors (for example, signing, training and promotion opportunities), and by ensuring Orkney develops and grows in a manner which enables and encourage active travel.

Given the significant increase in Government spending on active travel measures (which will constitute 10% of the transport), there is a pressing need to think about the staffing requirement and resource required to deliver this both locally and regionally and from a local authority and community perspective. It may be pertinent for a designated post through HITRANS to manage and assist in the delivery of active travel measures region-wide, encompassing training and support for island communities, so that they can build local resource and capacity.

Committed and Progressing Schemes and Initiatives:

OIC has an **Embedded Sustrans Senior Project Officer** in place. The role of the officer is to facilitate a strategic approach to active travel infrastructure, to increase walking, cycling and wheeling in



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communities as a preferred mode of travel, working with the Council and partner organisations to further understand the local barriers to active travel, and to deliver a strategic approach to overcome them. With Sustrans, OIC has established a Sustainable Travel Group with officers from transport, engineering, development planning, outdoor access, education, leisure and economic development. Their role is to discuss and progress active travel projects and other works to promote active travel. A Sustainable Travel Project List has also been formulated and will be reviewed regularly.

Recently the Council has approved a £500,000 post-COVID-19 fund for the improvement of walking, cycling and outdoor access facilities and infrastructure in the County. Projects will be considered from the Sustainable Travel Project List and other work streams such as the audit and evaluation of the Council's core paths. Other projects and proposals include those arising from the Place Plans (these are referred to later in this section), projects to support development projects (see below), speed limit considerations (see below), safer routes to school and other initiatives such as the access strategy for the World Heritage Site (WHS).

Active Travel enhancements to support Council projects and developments: there are several proposed projects that involve active travel proposals, particularly the creation or extension of paths. For example, the **path extension to new Carness Housing:** as part of new housing scheme being built out at Carness the footpath is being extended to tie the footpath from the town into the new scheme from the existing footway extent at Weyland – as well as providing access for the new housing development this link forms part of a circular active route around Kirkwall. Other developments where active travel measures will be considered includes the proposed Papdale Masterplan housing development and the new care home location in Kirkwall.

When planning for new development allocations a new approach that considers the delivery of blue and green infrastructure together is being followed – whereby surface water drainage, active travel and biodiversity are located together.

School Travel Plans: Schools are already developing and delivering Travel Plans, although this tends to be in the context of road safety – a rolling programme for all schools to develop or review a School Travel Plan was agreed in 2018 and commenced in 2019. With schools closed during the COVID-19 pandemic the work stalled and has recently started again. The School Travel Plans are intended to be live documents that are updated on a three-year basis. School Travel Plans could benefit from a small interventions fund to facilitate delivery of projects / infrastructure. There are several plans for 'safer routes to school' projects led both by the Council and communities, though these have not yet commenced (e.g. Stromness, Burray, Orphir).

20mph zones at all Schools in Orkney: In December 2021 Councillors agreed to progress with the implementation of lower speeds (20mph) at all schools across Orkney over the next two years – this action is already through approval stage but funding has not yet been allocated.

This initiative could be extended to consider placing 20mph zones on all restricted roads, which is a policy often implemented elsewhere. Restricted roads tend to be located in residential and built-up areas with high pedestrian activity. Reducing the speed limit from 30mph to 20mph in such areas could see benefits such as reducing road collisions, more opportunities to walk and cycle, improving health and wellbeing, making streets safer and safeguarding the environment. There are plans within the current Active Travel Programme to consider the introduction of 20mph zones in housing areas within Kirkwall.

Orkney Gateway Programme: This Programme, which is aimed at providing a better and more sustainable experience for visitors and locals alike across the World Heritage Site (WHS), is being funded with joint investment of up to £6.5 million from the Scottish Government (£5.5m) and UK Government (£1m), as



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part of the Islands Growth Deal – a ten-year investment programme jointly funded by the UK and Scottish governments, the three Island Councils and their partners from the public, academic and business sectors. The Orkney Gateway Programme looks to introduce a range of co-ordinated initiatives across the WHS area such as improved signage, technology to monitor visitor numbers in real time and suggest alternative attractions, active travel routes and strategically placed ‘welcome’ facilities including e-bike chargers and public toilets to help encourage visitors to spend more time taking in the sights both within the WHS and further afield. An access strategy for WHS has been completed.

ACTIONS	FIT WITH LTS OBJECTIVES				TIMING	COST	LEAD
	Economy	Decarbonisation	Participation	Poverty			
Active Travel Action Plans (and long-term Delivery Plan)	✓✓✓	✓✓	✓✓	✓✓	Long	£100k	OIC
Active Travel Network Maintenance Programme	✓✓	✓✓	✓✓	✓	Long	£50k pa	Communities / OIC
Fund for Active Travel Improvements / Small-scale Intervention Fund	✓✓✓	✓✓	✓✓✓	✓✓	Medium	£1m over 10 years	OIC / Other Sources
Public Realm Enhancements and Further Restrictions to Vehicular Access through Kirkwall Town Centre	✓✓	✓	✓✓✓	✓✓	Short	£500k	OIC
Kirkwall Bike Scheme	✓✓	✓✓	✓✓	✓✓	Short	£350k over 3 years	OIC
St Margaret’s Hope – Kirkwall – Stromness Segregated Cycle / Walk Route	✓✓	✓✓	✓✓	✓	Medium	£47m	OIC



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Policy Highlights

Walking, wheeling and cycling support many environmental and social objectives and so the aspiration to have more people walking and cycling in Scotland is enshrined in a number of Scottish Government policies and strategies, most recently a strong emphasis in NTS2 and STPR2. An Update to Scotland’s 2018 – 2032 Climate Change Plan reflects the Scottish Government’s new targets set by the Climate Change Act 2019 and includes Support for transformational active travel projects with a £500 million investment over five years.

At a local level, Orkney’s LDP 2017 to 2022 states that ‘Orkney’s settlements will act as a focus for growth in order to support existing facilities and services such as shops, schools and public transport links.’ The LDP is due to be reviewed from 2022 onwards, with the next iteration likely to reflect the aspirations of Scottish Government through NPF4 to decarbonise travel and the role that land use planning will play in planning new development, promoting place making and active travel as a mode of transport.

Facilitating active travel will be an integral part of development planning across the County to include well-integrated footpaths and cycleways within new developments and to connect any fragmented sections of the existing network to encourage active and healthy living; including the creation of green infrastructure and creating places that people want to move through.

Feasibility / Deliverability

The potential for active travel policies to deliver significant health benefits and very high value for money are well documented.

Actions comprise a mix of easier to deliver and those that will take significant feasibility work and planning to devise a detailed plan. It is important to highlight that this will require significant resource and time in the planning, and that mixed views on developments and initiatives should be expected and planned for.

Some initiatives will be lower cost, while others will require significant investment, more than likely necessitating the securing of external funds to develop and deliver.

Funding

The Scottish Government's budget for 2022/23 includes a record £150m for active travel – this means there is an extra £34.5m on top of the £115.5m for cycling, walking and wheeling allocated in the 2021/22 budget in Scotland. Transport Scotland allocates funding to partner organisations who are responsible for delivering walking and cycling infrastructure and behaviour change projects across Scotland.

This includes: Places for Everyone (Sustrans), Cycling Friendly Programme (Cycling Scotland), E-bike grant and loans (Energy Saving Trust), Smarter Choices, Smarter Places (Paths for All), Community Paths Grants (Paths for All), Campus Cycling Officer (Cycling Scotland), National Cycle Network improvements and signage (Sustrans), Art Roots (Sustrans), National Monitoring Framework (Cycling Scotland), Pocket Places (Sustrans), Regional Transport Partnerships support (Sustrans), School Cycle and Scooter Parking Grant (Sustrans), Strategic Partnerships (Sustrans), Street Design (Sustrans), Workplace engagement (Sustrans), Active Travel Champions (Sustrans), The Walking & Cycling Index, Bikeability Scotland (Cycling Scotland), I Bike (Sustrans), Practical Cycle Awareness Training (Cycling Scotland), WOW walk to school programme (Living Streets Scotland).



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It is also worth noting the first three recommendation of STPR2, which might lead to future funding allocations: 1 – Creating Neighbourhoods; 2 – Active Freeways and Cycle Parking Hubs; and Village-Town Active Travel Connections.

ICIA

The Active Travel approach requires a whole of Orkney approach, with tailoring of method to suit different geographical locations, including differing needs of different isles. Work with communities, community groups and young people and older people to assess needs etc. for active travel within communities through Place Planning approaches.

Some options focus on specific routes, such as on Orkney Mainland between Kirkwall and Stromness. These specific routes offer some benefits for the whole community, including through developing the island economy, but perhaps particularly the Orkney Mainland, encouraging more active tourism, and more opportunities for active leisure in Orkney. It is important also that this is developed in parallel with other options that will progress and develop a fitting active travel network on all islands across Orkney.

Responsibilities

It is recommended that the existing **Sustainable Travel Group** continues to decide the priorities of the Active Travel programme, and be responsible for the tracking and reporting of progress. A review of governance and pipeline connections with the Council, other partners, and the CPP should be undertaken.

It might be pertinent to consider involvement / representation of other groups, to include OIC Directors, representatives for young people (Youth Forum), older people (Age Scotland), Access Forum, NHS Orkney, Kirkwall Business Improvement District (Kirkwall BID), isle and more rural communities (via Community Councils and / or Development Trusts). The Group will feedback to the Community Planning Partners on an annual basis.

Much of the work will be progressed via OIC (transport policy, development planning, roads and engineering services), and using resources including the Sustrans embedded officer, HITRANS Active Travel support and the Road Safety Officer. That said, it is flagged here that there is very constrained officer capacity within OIC for these activities, and actions such as the Action Plans would be best developed through creating capacity across and with the communities in question, which will take time, effort and resource, but which could pay dividend and develop future capacity in this, and parallel, areas.

ACTION PHASING							
Internal Processes / Approvals							
Community Planning / Feasibility / Dialogue	22/23	23/24	24/25	25/26	26/27	27/32	32/42
Detailed Design / Procurement							
Delivery / Construction							
Active Travel Action Plans							



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Active Travel Network Maintenance Programme	Yellow	Light Green	Green	Green	Green	Green	Green
Fund for Active Travel Improvements	White	Yellow	Green	Green	Green	Green	Green
Public Realm Enhancements and Further Restrictions to Vehicular Access through Kirkwall Town Centre	White	Yellow	Brown	Light Green	Green	White	White
Kirkwall Bike Scheme	White	White	Yellow	Light Green	Green	White	White
St Margaret's Hope – Kirkwall – Stromness Segregated Cycle / Walk Route	White	Yellow	Brown	Light Green	Light Green	Green	Green

DESCRIPTION OF PACKAGE ACTIONS

<p>Active Travel Action Plans</p>	<p>Roll out of Active Travel Action Plans as part of wider Place Plans for main settlements, villages and smaller settlements, areas and islands. This would work on the basis of developing and providing the capacity within communities to develop their own plans for active travel – for example, Active Travel officers trained and embedded within communities. This would then need to be followed with funding as per following option to deliver packages of measures, some of which will be Active Travel, others with a wider (than transport) remit. Both Place Plans for Stromness (<i>What's Next for Stromness?</i>) and Kirkwall (<i>Your Kirkwall</i>) set out proposals for walking and cycling around both towns.</p> <p>Within the Stromness Place Plan there is a proposal for a new cantilever walkway along Ferry Road to create a continuous walking and cycling route between the town centre and schools and Copland's Dock. Another outcome from the Place Plan is a Path Routes Project, to create a network of paths around Stromness and cycling / walking trails along the coast. This includes shore path improvements incorporating the Boat Heritage Centre; and improvements to Copland's Dock core path and connection to Brig O'Waith bus stop.</p> <p>Active Travel is also a key focus within the Kirkwall Plan with several potential projects that fit within this action: Pickaquoy Active Travel Network, Wideford Hill Path Network, Coastal Path and Papdale East Park Active Travel Improvements.</p>
<p>Active Travel Network Maintenance Programme</p>	<p>There is planned a notable increase in the proportion of Transport Scotland's budget that is spent on active travel, so that by 2024-25 at least £320 million or 10% of the total transport budget will be allocated to active travel. It is expected that this will mainly focus on infrastructure developments, and this LTS Option recognises that with an anticipated increase in active travel infrastructure locally, there will be an associated need to identify the resource and revenue to also maintain this infrastructure on a year-to-year basis – this will be affiliated to the scale of investment in active travel infrastructure; it is also envisaged that design should focus on low-maintenance options as far as is possible.</p>



ACTIVE TRAVEL

Fund for Active Travel Improvements

Ring-fenced funding secured to provide the necessary resources to deliver Active Travel actions identified through earlier actions, delivering an Orkney-wide long-term strategy. This could be for small-scale interventions. Funding for this could come from Scottish Government, Sustrans, Hitrans or other sources as identified under 'Funding'.

Public Realm Enhancements and Further Restrictions to Vehicular Access through Kirkwall Town Centre

Public realm enhancements through Kirkwall Town Centre to further prioritise the pedestrian, cyclist and wheeler over vehicles. The action would comprise further restrictions to vehicles over the present arrangements in the town. The aim would be to increase the attractiveness of the town centre, the shopping area, for those accessing the town centre and shops on foot and by bike. This would include consideration of options to provide, for example, additional seating and bike parking facilities, building on the developments from the *Your Kirkwall Place Plan*.

Kirkwall Bike Scheme

A scheme to develop the infrastructure, cycles and management arrangements to roll out a bike hire scheme for Orkney. This will make cycles / e-bikes easily available to all, and with the right critical mass will support an increase in the attractiveness of cycling for both residents and visitors. Further work will be required to establish the degree of the critical mass required, the location of bikes and hubs, and the mechanism to manage such a scheme, including the development of a scheme across the isles (which could include linking in with already established offers in certain locations, including a number of the isles).

As an example, Hi-Bike Fort William has 60 electric bikes available for hire, with docking stations dotted around the town and at Inverloch, Caol, Kilmallie and Corpach. Users purchase an online membership or use the Hi-Bike mobile app to be able to unlock a bike from a docking station; and they will also be able to use the e-bikes in Inverness. Hi-Bike was funded by Low Carbon Travel, the Transport Challenge Fund, Transport Scotland and Highland Council. It offers a range of membership options, from pay per ride to monthly and annual membership. This Option fits well with the aspirations set out in the Kirkwall Place plans for Kirkwall and Stromness to develop active travel and cycling opportunities in and around both towns.



St Margaret's Hope – Kirkwall – Stromness Segregated Cycle / Walk Route

A segregated active travel route St Margaret's Hope – Kirkwall – Stromness, which has been a long-held aspiration for many in Orkney, with an early study that was inconclusive, further work is required to consider the options for the route, which could comprise adjacent as far as possible as well as alternative routeing where particular built or other issues create challenges or barriers. This project could be developed in phases, commencing with Kirkwall – Stromness; this section is included as a project within the STPDP list referred to earlier.



8.7 Public and Community Transport

PUBLIC AND COMMUNITY TRANSPORT

An innovative and partnership approach to developing public and community transport to tackle rural isolation

As Orkney is a predominantly low density, rural area, and with multiple islands, normal bus services are often not commercially viable, and it is difficult, even through subsidised services, to operate a network to provide conventional local bus services to a majority of people. Rural isolation coupled with high costs of living and low wages within the economy are major factors in exacerbating social exclusion. Innovative solutions and a partnership approach are required to meet the transport needs of the population.

An Update to Scotland's 2018 – 2032 Climate Change Plan reflects the Scottish Government's new targets set by the Climate Change Act 2019 – the commitment to reduce emissions by 75% by 2030, and includes a switch to public transport where possible. The Route Map highlights that public transport has an important role to play in helping people reduce their car use for both short and long journeys. The impact of COVID-19 on travel demand has had a significant impact on public transport use, and it is highlighted that there is a need to support a safe and confident return to public transport that not only supports recovery from the pandemic but also ensures there is a viable and sustainable public transport system for the future, recognising that even in the pre-pandemic period there were public transport network coverage challenges, particularly in, but not limited to, rural areas and island communities. The STPR2 Highlands and Islands 'Case for Change' report notes the problems associated with declining rural bus services, although STPR2 recommendations are limited in tackling this issue.

What is Public and Community Transport?

While Transport Scotland sets out that all bar one bus service in Scotland are operated on a commercial basis by private bus companies, in Orkney the majority of bus services are provided under subsidy and are not provided on a commercial basis. Either way operators must register a service with the Office of the Traffic Commissioner and they can operate any route they wish to any timetable, in the case of subsidised services, this is as set out in the service specification.

Community transport services are locally owned and managed organisations, often relying on volunteers, who provide transport options to people who cannot access regular public transport services, whether due to age or disability or to those living in areas not served by public transport. There is no statutory definition of what constitutes a community transport service. However, community transport services do tend to share a number of unique features, which include: service providers are non-statutory organisations; service providers are non-commercial and non-profit distributing; and the ownership and management of the service is undertaken by members of the local community and often involves substantial effort from volunteers.

Vision: to ensure that public, community and shared transport, alongside and connected with walking, wheeling and cycling, is developed so everyone can access opportunities, get around, and live their lives well; and supporting health and wellbeing, community cohesion and resilience and sustainable economic development.

Objectives: Public and Community Transport development supports the delivery of the core LTS objectives across all four strands – economic recovery, climate action, enabling participation and improving and health and wellbeing, and helping prevent the long-term persistence of poverty across Orkney.



PUBLIC AND COMMUNITY TRANSPORT

The specific objectives in respect to Public and Community Transport development are:

- Promote inclusive and affordable travel for all.
- Improve accessibility to jobs, services and facilities.
- Increase sustainable travel choices to promote travel behaviour change and reduce the need for car use and the environmental impact associated with transport and health.
- Promote integration across and between different modes, policies and land-use planning.

The plan will seek to work towards this key objective through co-design with communities – geographical and by shared characteristics – to identify the means of best linking communities, people, places of business and employment and essential services through encouraging the maintenance and development of the ‘bus’ network in Orkney.

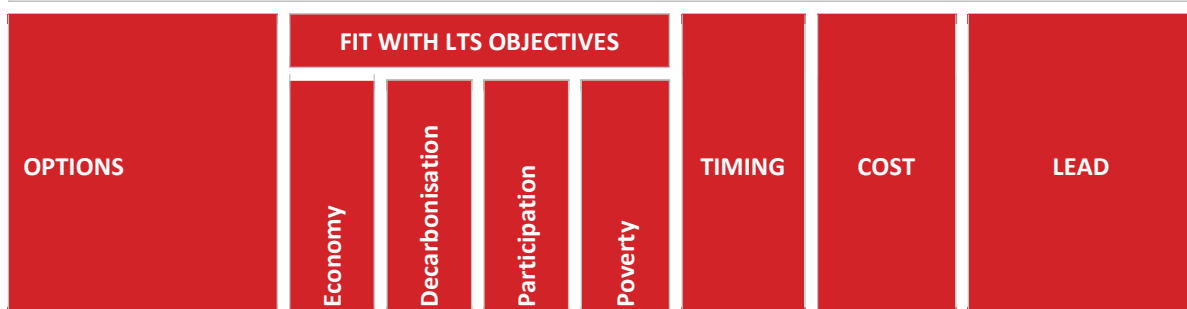
Committed and Progressing Schemes and Initiatives

Provision of **evening bus services** to access leisure and other opportunities in Kirkwall, particularly focussed on the ask of young people. This is progressing with funding from Smarter Choices, Smarter Places funding in 2022/23, with detail being refined collaboratively with young folk.

OIC under the new contract with the Orkney Mainland bus operator retains the passenger revenue – this revenue has been secured and retained as a *Sustainable and Green Transport Fund* that can be utilised to support complementary measures, such as those set out within this LTS. An initial action that is being considered is to offer a period of **free fares on bus services**, to act as a promotional means to attract folk back, and new folk to, use bus services as the community comes out of the COVID-19 phase and moves into a pandemic management period.

OIC has been awarded funding to progress a **DRT pilot scheme**, which could be progressed with DAB. This could be developed to consider some of the proposed actions such as plugging geographical gaps in the service network or developing DRT services within a defined community environment. A DRT smartphone app (Liftango DRT which is soon to be renamed Moove) will be available within the Highlands and Islands and there may be funding for it to be rolled out on all Orkney DRT services.

Improving **public transport information** has been a focus recently, with the rollout now of at stop information consistent with the whole of the Highlands and Islands in partnership with HITRANS. This is supplemented also with real time information at the Travel Centres and a number of key sites and stops, and through the Stagecoach app, with all new vehicles having the necessary technology to support the system.





PUBLIC AND COMMUNITY TRANSPORT

Airport Bus - Complete Timetable (Fill PM Gap)	✓	✓✓	✓✓	✓✓	Short	£25k pa	OIC
Work with DAB & Others to Improve Services / Value for Money	✓✓	✓	✓✓✓	✓✓✓	Short	/	OIC
Plug Geographical Gaps in Services	✓	✓✓	✓✓✓	✓✓	Long	£1m+ pa	OIC
Bus / Community Transport Strategy (and Delivery Fund) for each Isle / Community	✓✓	✓✓	✓✓✓	✓✓	Short	£150k+ pa	OIC
Merge Community / Social Transport Assets and Provision	✓	✓	✓✓	✓✓	Medium	TBC	OIC / NHSO / OHAC
Develop Orkney EV-based Car Club Scheme / EV Library / Wheels to Work	✓✓	✓	✓✓	✓✓✓	Medium	£1/£2m	OIC / Others
Develop Orkney Strategy for Flexi MaaS	✓	✓✓	✓✓	✓✓	Long	£50k	OIC

Policy Highlights

The STPR2 report describes how STPR2 should be identifying how and where we should make changes to our transport networks that will encourage more of our short to medium-length trips to be made by public transport. That said, STPR2 is clear in that it states that STPR2 does NOT include revenue funding for public transport services, although one of the six key themes under which STPR2 recommendations are grouped is “enhancing access to affordable public transport”. Of some / partial relevance to Orkney are measures under this theme, comprising: (18) supporting integrated journeys at ferry terminals, (20) Investment in DRT and MaaS, (21) Improved public transport passenger interchange facilities, (22) Framework for delivery of mobility hubs and (23) Smart, integrated public transport ticketing.

From a local perspective, the Orkney Partnership Connectivity Delivery Group describes their aim to improve Orkney’s connectivity by resolving the issues holding up the delivery of 21st century mobile, broadband and transport networks to all of Orkney’s communities. With target outcomes including to achieve integrated, sustainable and affordable transport services which meet the needs of Orkney’s residents, businesses and visitors.



PUBLIC AND COMMUNITY TRANSPORT

Feasibility / Deliverability

It is accepted that to really reduce inequalities there is need for investment in improving public transport networks, particularly buses. To reduce the inequalities that exist, and to meet climate targets, there is a need to deliver a public transport system that enables everyone to get to where they need to go as quickly, reliably and affordably as possible, without needing to own a car.

In terms of community transport it is widely accepted and demonstrated that there are wide ranging benefits from community transport - as well as promoting accessibility and social inclusion, social interaction, independence, rural sustainability and other policy areas, community transport providers themselves act as employers and local buyers, supporting the whole local community in which they operate.

Projects in the Delivery Plan comprise a mix of easier to deliver and those that will take significant feasibility work, and advanced partnership working and planning to devise a detailed plan. It is important to highlight that this will require significant resource and time, and that mixed views on developments and initiatives should be expected and planned for.

Funding

Since the Concordat agreement of 2007, ring-fencing of Local Authority General Revenue Grant (GRG) has been removed, revenue funding has been reducing (Audit Commission estimated a real terms reduction of 7.6% since 2013/14) and focus has therefore been placed on broader statutory functions, of which, local bus services are not. Consequently, funding for local bus services has reduced significantly across Scotland, and continues to do so.

Public transport and community transport are non-statutory provisions, and have seen an uplift in funding in recent years, associated with the start of a new contract for public bus and school transport, while the network has remained roughly comparable with earlier years. It is important to note that any marked increase in the availability of services, such as to more local residents, will necessitate a sizeable uplift in available resources.

Some initiatives will be lower cost, while others will require substantial investment, more than likely necessitating the securing of external funds to develop and deliver, or diverting of funds from elsewhere. Options and developments will increase public and community transport patronage, but due to intrinsically *thin* routes it is unlikely that any added or enhanced services would progress to a net revenue position, but would rather necessitate ongoing funding support to secure the enhancements.

At present the national funding schemes for local bus services in Scotland favour urban areas and areas operating with commercial services – there is a need to pursue with partners the need for a Rural Transport Fund, and mechanisms such that existing schemes – concessionary travel and the Network Support Grant (NSG) – are developed and amended so as to deliver equity for rural bus services. Transport Scotland announced a Community Bus Fund in 2022, although this is only £1m in this first year, and is intended for feasibility work.

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As the network is ‘patchy’ and there are gaps in terms of provision both on the Orkney Mainland and across the isles, the benefits of the public and community transport options are reserved for those able to access services. As such, islands (and areas) without services will be adversely affected by any improvements to existing services;



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therefore future development of services to new locations should be identified early in the life of the LTS, and options should be developed and available to all communities to ensure the benefits are accrued to more and more geographical locations in time.

Specifically, the Options should be developed and co-designed with communities, including identifying and developing the skills and resource within islands (and communities) that they can lead the development of public and community transport in their location.



Responsibilities

Local bus services are non-statutory provisions - Local (Transport) Authorities can provide subsidy for services that are not provided on a commercial basis but, as Transport Scotland set out, this is entirely a matter for the local authority. That said in rural Scotland this means significant local authority intervention – and therefore spend – as dispersed populations mean limited opportunities for commercially viable services.

It is recommended that a public and community transport **Working Group** is established to decide the priorities of the public and community transport programme, and who will also be responsible for the tracking and reporting of progress. Given the potential to make substantial progress in this area over the lifetime of the LTS, this group will be key in driving and determining progress. The Working Group could report through standard Council governance arrangements, and given the importance of the scope also through the CPP Connectivity Delivery Group periodically.

Membership will include Elected Members and senior representatives from OIC and other partner organisations – including representatives for young people (Youth Forum), older people (Age Scotland), the Access Forum, NHS Orkney, Bus and Community Transport Operators, isle and more rural communities (via Community Councils and / or Development Trusts).

Much of the work will be progressed via OIC (transport policy), however given the constrained capacity of the transport policy section it is recommended that this capacity is reviewed if meaningful progress is to be made, and also that capacity is developed within the communities to develop and deliver public and community transport solutions. This could be well aligned with other aspects, such as active travel aspects, and may be able to attract external funding to support. There could also be an opportunity for HITRANS to participate through the creation of a region-wide community transport resource that could provide support and resource to communities with a view to delivering on community transport service provision.

ACTION PHASING							
Internal Processes / Approvals							
Community Planning / Feasibility / Dialogue	22/23	23/24	24/25	25/26	26/27	27/32	32/42
Detailed Design / Procurement							
Delivery / Construction							
Airport Bus - Complete Timetable (Fill PM Gap)							



PUBLIC AND COMMUNITY TRANSPORT

Work with DAB/Others to Improve Services / Value for Money	Yellow	Light Green	Light Green	Light Green	Dark Green	White	White
Plug Geographical Gaps in Services	White	Yellow	Light Green	Light Green	Light Green	Dark Green	Dark Green
Bus / Community Transport Strategy (and Delivery Fund)	White	White	Yellow	Light Green	Dark Green	White	White
Merge Community / Social Transport Assets and Provision	White	White	Yellow	Light Green	Dark Green	Dark Green	White
Orkney EV-based Car Club / EV Library / Wheels to Work	White	White	Yellow	Light Green	Dark Green	Dark Green	White
Develop Orkney Strategy for Flexi MaaS	White	White	White	White	Yellow	Light Green	Dark Green

DESCRIPTION OF PACKAGE ACTIONS

Airport Bus – Complete Timetable (Fill PM Gap)	<p>This measure comprises providing services between the Kirkwall Airport and Kirkwall Town Centre during the timetable gap on Monday to Thursday afternoons, when the bus is otherwise engaged on providing home to school transport services. The airport bus usually runs on a half-hourly schedule, and has two full rotations missing in the schedule, the 1515 and 1545 departures from Kirkwall Travel Centre and corresponding 1530 and 1600 departures off Kirkwall Airport.</p> <p>An options assessment is required to consider use of a conventional bus service, which would likely come at significant supplementary cost, or options utilising DAB, taxi services, a separate tender or other options to be explored.</p>
Work with DAB & Others to Improve Services / Value for Money	<p>This measure centres on working in partnership with Community Transport providers, existing and prospective, and including the largest DAB, to support the sustainability and development of their service. This Option recognises the need for investment of time, and over an appropriate period of time, to support transition to the most efficient and effective means of provision to maximise value for money and service provisions – for example, this would focus on maximising the availability of resources to best service communities – both those with particular needs or similar characteristics, e.g. people who are older and people who are disabled – as well as geographical communities – those areas that do not have access to conventional scheduled bus services.</p> <p>This action will dovetail with several other relevant options as providers should be pivotal to the community-based approaches and should be part of the development and indeed delivery of solutions.</p>
Plug Geographical Gaps in Services	<p>There are known gaps with regard to geographical provision of public transports services, particularly across the Orkney Mainland. This action will involve analysis to identify such gaps in more detail and to define additional services to fill these gaps – with additional services that will be provided on a similar level to services in equivalent</p>



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	<p>areas, that is a minimum of AM and PM to suit a 9-5 work pattern in Kirkwall for example, plus some middle of the day services throughout the week to allow for shorter leisure / shopping / health and care trip making. Additional services would require supplementary vehicle and driver requirements and so would come at additional, and probably significant uplift in present costs.</p> <p>As such, consideration would also consider alternative, perhaps better value for money options for achieving the same aims of plugging network gaps – for example, working with DAB, taxi operators and community groups based in these locations to explore alternative delivery mechanisms.</p> <p>A review of requirements will be undertaken; it may be possible to make some changes and improvements during the remaining contract period.</p>
<p>Bus / Community Transport Strategy (and Delivery Fund)</p>	<p>This measure sees the development of an Orkney Bus and Community Transport Strategy, including a tailored response for each isle / location, which would also require an associated development – capital and revenue – fund for each isle and locality.</p> <p>This would focus on developing an holistic approach to needs across each community – considering optimum mix of conventional public transport, community transport, DRT etc., and linkages with other transport including active travel and ferry and air connections.</p> <p>Specifically, the Strategy should be developed and co-designed with communities, including identifying and developing the skills and resource within islands (and communities) to oversee, manage and lead the development of public and community transport in their location.</p>
<p>Merge Community / Social Transport Assets and Provision</p>	<p>This action follows the recommendations of the 2017 Community Transport Review which included a endorsements to merge cross-sector elements of community transport, including covering Social Services, NHS services and with wider Community Transport provision. This work has not progressed, not least due to changes in work pressures and needs associated with the onslaught of the COVID-19 pandemic – it would however be opportune in parallel with earlier Options to re-visit this Option and to identify the resource and other requirements associated with considering the costs and benefits of moving this option forward – this should be developed through a business case approach, including consideration of the operational as well as wider community aspects that any merger could support and enable.</p>
<p>Orkney EV- based Car Club / EV Library / Wheels to Work</p>	<p>This Option works as an element of earlier Options, here based around supplying a pool of EV vehicles that would be available either as a library or through a car club scheme – the aim here would be to target this towards low income households and / or those that do not have access to conventional public transport for example, and where the availability could support for example access to employment or linking people up with health / leisure / caring etc. needs.</p> <p>The scheme would require to secure funding to establish the pool of vehicles, together with the management of the scheme, which could be aligned with a management arrangement also around the bike scheme described in the active travel section.</p>



PUBLIC AND COMMUNITY TRANSPORT

Develop Orkney Strategy for Flexi MaaS

This action would comprise a package of measures delivered through a Mobility as a Service (MaaS) model and interface (App) to match the needs of communities across Orkney.

This could build on the Go-Hi (HITRANS) model with the platform offering instant access to book buses, taxis, community transport / DRT, car clubs, air travel and car hire, bicycle hire and ferries.

This action relies on the success of developing supporting transport measures to ensure that travel options are available and accessible across communities, and so is reliant upon several other interventions, and developing those successfully in partnership with communities. This could include, but is not limited to:

- Car club, including with EV vehicles and building on existing projects.
- Car sharing, including suitable approach to promotion emerging out of the COVID-19 pandemic.
- Car / Bike / e-Bike / Scooter etc. loan / library scheme – affordably priced / targeted.
- Integration of emerging community transport schemes.
- Integration of all conventional public transport services, including bus, ferry services, air services, taxi etc.

It will be necessary to consider pricing, and coordination of costs, critical mass needed for individual aspects etc. and the solution will look and comprise a different mix for each area.

8.8 Inter-Island Connectivity

INTER-ISLAND CONNECTIVITY

Lifeline connections to support the economies of Orkney’s island communities and residents’ and communities’ involvement in all aspects of life; enabling provision of opportunities and services on island, and efficient and affordable access to those services and opportunities that can only be provided for on the Orkney Mainland.

The OIITS work has focussed on island requirements and proposals for new ferries and connectivity across the outer north and inner isles in Orkney. The study will also conduct the same analysis for the south isles in due course. This package of actions within the LTS is intended to complement this work: looking at short-term physical measures which can be taken forward now, and more analytical measures to validate and strengthen the development of physical interventions and associated timetabling.

Work to date has focussed on developing a series of business cases for investment in the inter-island air and ferry network. This process has already delivered some early successes, with the **Revenue Funding OBC** securing additional funding from Scottish Government, including an allocation from financial year 2021/2022 for fares reductions across the network and service improvements on the Inner and South Isles routes. The most recent engagement with communities in the outer north isles set out a summary as follows:



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- Four * circa 30-car RoPax linkspan vessels which would provide interchangeability across the outer north isles fleet.
- Anticipated that the vessels will use a greener fuel, although the exact fuel type would be decided through liaison with vessel designer(s) / shipyard(s).
- RoRo provision at North Ronaldsay and Papa Westray (Graemsay also considered).

The Orkney Harbours Masterplan Phase 1 includes proposals to develop Kirkwall Pier, with a quay extension, reconfiguration of the quayside area and expansion of the marina. While other Masterplan proposals are currently being developed there are no immediate plans to proceed with the proposals for Kirkwall: however in light of the OIITS work there is a pressing need to look at Kirkwall Pier in the context that it may have to accommodate four ferry vessels rather than three and that future timetables might have implications for linkspan and marshalling area capacity (see section 9.10 for further information about the Orkney Harbours Masterplan Phase 1).

The COVID-19 pandemic has brought challenges to Orkney's economy and community that need urgent attention, and which no single agency can solve on its own. In 2021 The Orkney Partnership reviewed its priorities and engaged in a public consultation to seek comments. New priorities were proposed to reflect this situation, with overwhelmingly supportive responses from a public consultation. One of the three priorities focusses on *connectivity* – digital and transport. Specifically in respect to transport this focusses on 'integrated, sustainable and affordable transport services which meet the needs of Orkney's residents, businesses and visitors'.

Specifically plans for connectivity centre around:

- Continuing to engage with Scottish Government to secure either (i) guaranteed and permanent full funding for the inter-island ferry service or (ii) a Transfer of Responsibility for Orkney's lifeline inter-island ferry services at no net detriment to the Council (the current service provider).
- Following completion of the OBC, engage with Scottish Government on the sourcing and funding of an accessible and 'green' replacement ferry fleet for Orkney's inter-island ferry services.
- Consider a third aircraft for Orkney's inter-island air services to improve island connectivity.
- Improve connectivity by integrating air, ferry and bus travel where possible (a budget uplift would be required to enhance services beyond current levels).

Vision taken from the Connectivity Delivery Group: integrated, sustainable and affordable inter-island transport services which meet the needs of isles residents, businesses and visitors.

Objectives: the specific objectives for inter-island transport and connectivity comprise:

- Ensure capacity of services do not act as a constraint to regular and essential personal, vehicular and freight travel between islands and Orkney Mainland.
- Ensure timetables enable an appropriate mix of shorter and longer days on the Orkney Mainland to suit the needs of each island.
- Maximise links to onward connections without the need for an overnight stay on Orkney Mainland.



INTER-ISLAND CONNECTIVITY

Committed and Progressing Schemes and Initiatives:

The **Orkney Inter-Island Transport Study (OIITS)** work has progressed to OBC stage, following earlier STAG Appraisals.

To inform the OIITS work there is now a need for additional **feasibility regarding several ferry routes and services**: regarding the potential to relocate the existing ferry pier on Stronsay; further dialogue with communities on Papa Westray and North Ronaldsay to inform the design and development of new ferries and infrastructure for those communities; and feasibility and stakeholder consultation regarding the possibility of a fixed link between Egilsay and Rousay.

In response to the 2022 **Levelling Up Fund** (UK Government) it is planned that works will be developed to submit an application encompassing upgrading harbour infrastructure at Papa Westray, North Ronaldsay and Graemsay to accommodate the existing RoRo fleet; and that a further proposal regarding establishment of a fixed link between two of the North Isles and/or replacement of one of the existing ferries with a new vessel fuelled by a low carbon fuel, should be developed and considered as a potential bid to a future funding round.

Following the omission of **ferry fares** on local inter-island ferry services from the Under 22 National Free Concessionary Travel Scheme OIC has extended the junior tariffs (50% reduction on standard adult fares) up to age 22. No further changes for Under 22s can be made until the new contract period which commences in 2026.

Follow publication of Transport Scotland’s ferry fare review OIC intends to carry out a **review of freight fares**.

New terminal buildings, which meet CAA requirements, have already been built at the airfields in North Ronaldsay and Sanday, and there are now plans to build new airfield terminal buildings at the four remaining airfields in the North Isles at a total cost of around £760,000. The new buildings are needed in order to ensure the safe and resilient operation of the airfield infrastructure

ACTIONS	FIT WITH LTS OBJECTIVES				TIMING	COST	LEAD
	Economy	Decarbonisation	Participation	Poverty			
Develop an Island / Person Connectivity Needs Assessment	✓✓✓	✓	✓✓	✓✓	Short	£50K	OIC
Review Inter-Island Transport Network – Ferry, Air, Fixed Links	✓✓✓	\	✓✓✓	✓✓	Short	£40K	OIC



INTER-ISLAND CONNECTIVITY

Undertake Ferry Vessel Feasibility & Initial Design	✓✓✓	✓✓✓	✓✓	✓	Short	£100K	OIC
Increase Inter-Island Air Capacity	✓✓✓	x ⁴⁰	✓✓✓	✓	Short	£300k pa	OIC / Loganair
Consider Yield Management Options	✓✓✓	\	✓✓	\	Short	Reduced farebox revenue	OIC / Orkney Ferries
Extend Under 22 Concessionary Scheme to Ferry and Air Services	✓✓	\	✓✓	✓✓✓	Short	Reduced farebox revenue	OIC / HITRANS

Policy Highlights

NPF4 sets out that Scottish Government wish to enable more people to live and remain in rural and island areas, and to actively transform areas of past decline so that we can make best use of our assets. Furthermore, NPF4 sets describes that communities will need resilient transport connectivity to maintain accessibility and lifeline links and further innovation will be required to help modernise connections and decarbonise transport systems; and a net zero islands air network and decarbonisation of ferry services will help to secure the viability and service stability of island and remote coastal communities.

Unfortunately the STPR2 process has not now included all of Scotland’s transport, rather it has been limited to only Transport Scotland’s responsibilities. As it stands, this does not meet with the intention of NTS2 being a national strategy for all of Scotland’s transport infrastructure and networks, or indeed the NTS2 emphasis around reducing inequalities and helping to deliver inclusive economic growth. Furthermore, while NPF4 describes the forthcoming Islands Connectivity Plan considering the role of ferries, fixed links and low carbon aviation in securing lifeline links and marine access for both leisure and freight, it has been inferred more recently at the time of writing this LTS that again this will merely again on Transport Scotland-sponsored services only as per STPR2.

Turning to the local context, the Connectivity Delivery Group of the Orkney Partnership has set out the aim to improve Orkney’s connectivity by resolving the issues holding up the delivery of 21st century mobile, broadband and transport networks to all of Orkney’s communities.

Feasibility / Deliverability

All actions are feasible and deliverable, with modest financial impact compared in the short to medium term, but with the accepted recognition that there is the need for significant investment in future years to replace and develop the ageing fleet and infrastructure of inter-island connections.

Funding

It is envisaged that as the actions provide a good local fit with policy and priorities, and a good fit with wider national initiatives and priorities around island planning, sustainability and population retention and growth, that funding

⁴⁰ Until such time that alternatively-fuelled aircraft are fully operational.



INTER-ISLAND CONNECTIVITY

should be identifiable and applicable from a number of sources that should be secured in the short term.

ICIA

All measures will benefit the isles of Orkney, rather than a focus on Orkney Mainland, although there is a strong correlation between the economies of the Orkney Mainland and the isles. For example, there is an accepted need to distribute for example visitors to the isles, including to address issues such as availability of visitor accommodation.

It is vital that the measures within this package are co-designed with the island communities, in order that the solutions best fit the needs and opportunities presented in each island. As per actions in the public and community transport and active travel themes this could be optimally achieved through creating skills, resources and capacity within the islands themselves, for example with project staff to develop fitting solutions, and in partnership with, and cognisant of the needs of, neighbouring islands.

Responsibilities

OIC, with Orkney Ferries and HITRANS support is envisaged to lead on all initial measures. Others will need to be key collaborators in the journey, including the communities themselves and Scottish Government. The existing Community Council-based Air and Ferry Service Consultative Forums and links with island Development Trusts will be useful channels for progress.

ACTION PHASING							
Internal Processes / Approvals							
Community Planning / Feasibility / Dialogue	22/23	23/24	24/25	25/26	26/27	27/32	32/42
Detailed Design / Procurement							
Delivery / Construction							
Develop an Island / Person Based Connectivity Needs Assessment	Yellow	Green	Green				
Review Inter-Island Transport Network – Ferry, Air, Fixed Links	Yellow	Light Green	Green				
Undertake Ferry Vessel Feasibility & Initial Design	Yellow	Light Green	Green				
Increase Inter-Island Air Capacity	Yellow	Green					
Consider Yield Management Options		Yellow	Green				
Extend Under 22 Concessionary Scheme to Ferry and Air Services	Yellow	Green					



INTER-ISLAND CONNECTIVITY

DESCRIPTION OF PACKAGE ACTIONS

<p>Develop an Island / Person Based Connectivity Needs Assessment</p>	<p>This action comprises the development of a connectivity needs assessment for each island, taking into account what people, businesses and industry require on each island. This includes links with education, health and other sectors, potential innovative solutions, longer-term wider social and economic impacts and freight options.</p> <p>The focus of OIITS is on linking island communities with opportunities in Kirkwall. This review will also look at the potential benefits from enhancing inter-island connections, which historically were very important across the isles network.</p> <p>This should be progressed through the development of capacity within the isles, and through the principle of co-design with each of the island communities. OIC Transport is about to commence dialogue with communities across a number of isles (Papa Westray, North Ronaldsay and Graemsay) to discuss in detail the potential impacts of options regarding ferry vessel type.</p>
<p>Review Inter-Island Transport Network – Ferry, Air, Fixed Links</p>	<p>Aligned with the OIITS work, this action comprises a high level review of inter-island connectivity requirements and transport options, thinking about medium to longer term requirements and impacts; as well as more extensive feasibility where required. This review will consider fixed links (e.g. Orkney Mainland – Shapinsay / Rousay, Sanday – Stronsay, Eday – Westray, Westray – Papa Westray, Egilsay – Rousay), the relocation of Stronsay terminal and how ferry and air services might be reconfigured alongside these enhancements.</p>
<p>Undertake Ferry Vessel Feasibility & Initial Design Work</p>	<p>This action instigates that the initial feasibility and design work for the inter-island ferry network vessels is commenced as soon as possible. This work would go as far as technically possible with regards to the design specification, potentially to Exemplar Design. The work would consider procurement route options, consideration of alternative vessel types (e.g. catamaran / monohull) and fuelling options. This work will be led by a new OIC officer who will shortly be appointed to oversee any work associated with the replacement of the inter-island fleet, for a period of two years.</p>
<p>Increase Inter-Island Air Capacity</p>	<p>At present there is a real lack of capacity in the inter-island air services network for a number of islands, in different ways. Eday, which is one of the smaller islands in Orkney, only has an air service on Wednesdays enabling a day return in each direction. This service is vital for the transportation of itinerant teachers to and from Eday and is well used by business visitors and several residents. There is an additional plane on Saturdays during the refit timetable (Jan – Mar) and a Monday morning plane so that S1 and S2 pupils can leave home on Monday mornings rather than Sunday afternoons.</p> <p>Several other islands have limited capacity due to teachers travelling back and forth to island schools, particularly Sanday, Stronsay and Westray. It is</p>



INTER-ISLAND CONNECTIVITY

rarely possible to get seats even if booking in advance, during the school term.
While North Ronaldsay and Papa Westray have more flights than the other islands (because they do not have daily ferry services) there are still issues particularly around night flying in the winter months and the reliability of this – due to weather later flights are often brought forward limiting the amount of time available in Kirkwall. This is also linked to the flight schedule for other islands which are formulated around the teachers’ travel requirements.

Consider Yield Management Options to Reduce Capacity Constraints

The OIITS work demonstrates that there are particular routes and even particular sailings which experience capacity issues within the inter-island ferry network. This is often associated with freight requirements and sailings in the afternoon from Kirkwall to an island.

This action proposes that consideration is given to yield management as a way of managing capacity. This could be done through creating ‘early bird’ or ‘lunchtime discounts for morning or mid-day services out of Kirkwall so as to move traffic from the more capacity constrained sailings.
Analysis is required to understand exactly where the capacity constraints exist and to explore which legs have significant capacity and thus which might be applicable for some form of yield management.

Extend Under 22 Concessionary Scheme to Ferry and Air Services

The Transport Scotland ICIA reported that plans to provide free bus travel to under 22s should not be extended to ferries and air services on relevant local services. It commented that any provision of widespread free travel on ferries or air travel, which may have significant impacts on funding, patronage and availability of services should be considered in the broader context of island connectivity; and to this end, the issues raised in response to this ICIA will feed into the considerations that will take place when undertaking the forthcoming Islands Connectivity Plan (ICP) and the recently announced Fair Fares Review.

It is important that island authorities continue to lobby on this issue in advance of that review; on the basis that internal ferry and air services are the equivalent of bus services for island communities in terms of accessing the nearest local service centre and the retain, leisure, health, employment, education and training opportunities that that affords.

8.9 Roads & Parking

ROADS & PARKING

A fundamental component of the County’s infrastructure, local roads are ubiquitous, permeating every aspect of our lives, and as such enabling people and businesses to undertake their daily activities in a manner which does not hinder the ability of communities served by the network to prosper, or lead to undue environmental degradation

While the overarching policy objective is to reduce carbon-based travel, it is imperative that the existing road network is maintained and developed to meet the future social and economic needs of



ROADS & PARKING

Orkney. Indeed the Scotland Route Map to achieve a 20% reduction in car kilometres by 2030 does not aim to eliminate all car use, it recognises that would not be realistic or fair, especially for journeys undertaken by disabled people or in rural areas where sustainable travel options may not always be available or practical. Instead, the Route Map encourages all of us to reduce our overreliance on cars wherever possible and identifies four key behaviours: making use of sustainable online options to reduce your need to travel; choosing local destinations to reduce the distance you travel; switching to walking, wheeling, cycling or public transport where possible; and combining a trip or sharing a journey to reduce the number of individual car trips made, if car remains the only feasible option.

Many of the earlier LTS actions lay the foundations to support changes in these behaviours and the local road network is essential in supporting also these measures – the local road network is the infrastructure for the public and community transport networks and is often the only infrastructure available also for active travel. This wide range of user types need to be considered in planning for the local road network in addition to car use of the network.

OIC is responsible for maintaining 985km roads, of this 161km are A-roads, 205km are B-roads, and the remaining 619km are C-class or unclassified.

The actions within this package cover a range of needs, from addressing the most pressing road-related issues to the development of a longer term maintenance and development plan; parking, speeding and traffic management actions are also included, to ensure that the network as a whole both rural and more urban is considered adequately.

Vision: to continually improve the safety and protective quality of roads for the benefit of all road users now and in the future.

Objectives: in terms of the local roads network the specific objectives are:

- To improve the condition of the road, footway and cycle networks.
- To ensure the efficient movement of people, goods and freight across Orkney.
- To ensure parking approaches best support Orkney's economy and mobility.

Committed and Progressing Schemes and Initiatives

A Roads and Paths Repairs and Renewals Fund of some £2.1m has been established from the Strategic Reserve Fund to progress with road and footpath maintenance and improvements to address particular issues of poor condition and degradation.

Finstown Traffic Management Study is underway to address road safety concerns raised by residents there in relation to driver behaviour and the existing transport infrastructure within the village. The study builds on the transport proposals outlined for Finstown in the 2010 Three Villages Masterplan and proposes a 5-6 year plan of measures e.g. speed limit, building / widening footways, safer crossing areas, etc.

With regard to speed limits, local authorities have the flexibility to set local speed limits that are appropriate for individual roads, reflecting local needs and taking account of all local considerations. Through the development of the LTS some stakeholders identified issues with speed limits around school settings. The last Orkney-wide review was undertaken in 2011 and there is now a policy in



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place to undertake such a review as and when any concerns are raised, or if any problem areas are identified.

ACTIONS	FIT WITH LTS OBJECTIVES				TIMING	COST	LEAD
	Economy	Decarbonisation	Participation	Poverty			
Long-term Road & Infrastructure Development & Delivery Plan	✓✓✓	x	✓	✓	Medium	£15k	OIC
Long-term Road Maintenance Strategy & Funding	✓✓	✓	✓	✓	Medium	£0.5m ⁴¹ to £2.5m pa	OIC
Address Roads in Particularly Poor Condition	✓	✓	✓	✓	Short	£3m	OIC
Undertake Traffic Management Review: Kirkwall & Other Towns	✓	✓	✓	✓	Short	£150k	OIC
Develop Town Centre Parking Strategy for Kirkwall	✓✓	✓	✓✓	✓✓	Medium	£25k	OIC
Parking Strategy for Orkney	✓✓	✓	✓✓	\	Medium	£20k	OIC

Policy Highlights

NPF4 flags that roads will continue to be arteries upon which local communities and businesses depend. Critically it sets out that Local Development Plans should aim to reduce the need to travel unsustainably by prioritising locations for future development, and furthermore that development proposals should put people and place before unsustainable travel where appropriate, and respond to characteristics of the location of any proposal. Effective design can reduce the number and speed of vehicles and provide safe crossings on local roads. The National Islands Plan sets out that transport (including roads, and for many predominantly roads) is of great importance to island communities and

⁴¹ Current annual budget of £500K needs to increase over the next 5 – 6 years to £2.5m.



ROADS & PARKING

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is a key factor in the ability of individual residents to, for example, access services and enjoy fundamental human rights.

NTS2 highlighted that rural areas have particular challenges compared to urban areas due to a relatively poor footpath network and the nature of the roads. Some schoolchildren can be at risk walking to school and there’s the added challenges around farm machinery using rural roads.

Furthermore, NTS2 highlighted that dedicated walking and cycling infrastructure must also be maintained to encourage use, highlighted also that local roads face considerable maintenance backlogs and need significant investment to ensure they are appropriately maintained. In parallel, Audit Scotland’s Maintaining Scotland’s Roads report identified that roads authorities are increasingly concerned about the potential effect of staff reductions arising from budgetary constraints. They are worried at the loss of technical and commercial skills and expertise, an ageing workforce and how they can attract and train new staff. There is no central record of the scale of roads maintenance and transport planning staff reductions over the last few years, but, of the approximately 5,000 council staff currently engaged in roads activities, 40% are aged over 50 years and only 13% are aged under 30 years.

The Scottish Government has published a new Road Safety Framework to 2030. The Framework sets out a vision for Scotland to have the best road safety performance in the world by 2030 and an ambitious long-term goal where no one is seriously injured or killed on our roads by 2050.

The Scottish Government has been working to improve parking legislation in Scotland in order to tackle the impact of inconsiderate and obstructive parking and ensure that our roads and pavements are accessible for all. As part of this work, The Transport (Scotland) Act 2019 bans pavement parking, double parking and parking at dropped kerbs, and gives local authorities the relevant powers to enforce these new provisions. The Act also gives local authorities the power to exempt footways from the pavement parking prohibition in certain circumstances and in accordance with Ministerial directions.

Feasibility / Deliverability

It is envisaged that there are no issues with regard to feasibility or deliverability, the main issue relates to any outputs arising from the various plans and strategies and how these would and could be funded.

Funding

Tighter budgets coupled with a high level of inflation for construction materials is reducing the level of maintenance and replacement that can be carried out on the network. That said, in March 2021 Members approved a £2.1m Roads and Paths Repairs and Renewals Fund to progress with repairs and improvements, particularly where these had be stalled and conditions therefore worsened as a consequence of the COVID-19 pandemic.

Many of the actions within the package here comprise the development of plans and strategies. The major costs will be associated with the outputs of these and sources outside of the OIC budget allocated for Roads may need to be considered – for example where road improvements might benefit tourism or other sectors there could be funding identified in relevant sources, such as the Rural Transport Infrastructure Fund (RTIF).



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ICIA Any plans need to be Orkney wide with due consideration to island, locality and community requirements – the ICIA key criteria can be used as part of the development approach to testing the performance of the emerging plans and reviews to ensure the distributional impacts are fully considered and not areas or locations are excluded from review and developments.

Responsibilities OIC Roads will be responsible for the delivery of all actions in this package.

ACTION PHASING							
Internal Processes / Approvals	22/23	23/24	24/25	25/26	26/27	27/32	32/42
Community Planning / Feasibility / Dialogue							
Detailed Design / Procurement							
Delivery / Construction							
Long-term Road & Infrastructure Development & Delivery Plan		Yellow	Brown	Green	Green Arrow		
Long-term Road Maintenance Strategy & Funding		Yellow	Brown	Green	Green Arrow		
Address Roads in Particularly Poor Condition	Yellow	Light Green	Green				
Undertake Traffic Management Review: Kirkwall & Other Towns	Yellow	Light Green	Green				
Develop Town Centre Parking Strategy for Kirkwall		Yellow	Brown	Light Green	Green		
Parking Strategy for Orkney		Yellow	Brown	Light Green	Green		

DESCRIPTION OF PACKAGE ACTIONS

Long-term Road & Infrastructure Development & Delivery Plan

There is a lack of local funding available to plan budgets for long-term road and infrastructure projects. However, with a long-term (e.g. 30 year) plan in place it will support the Council to make the case for increased funding, either from Scottish Government or other sources.

This long-term plan will set out a robust needs assessment identifying where and when Orkney’s road infrastructure needs to be enhanced, incorporating active travel measures also. The plan will also indicate what the budgetary requirements are.



ROADS & PARKING

Long-term Road Maintenance Strategy & Funding

This Option involves the development of a long-term strategy for road maintenance throughout Orkney including attention to verges, offlets, for example, where condition is considered to be deteriorating. This could include work to ascertain the current condition of the barriers and any remedial works required thereof.

The Plan should cover a minimum of 10 years and identify potential funding sources.

Address Roads in Particularly Poor Condition

Several sections of road have been highlighted as in very poor condition (e.g. West Side Road, Eday / Rackwick Road, Hoy). This Option comprises a review to identify where the worst affected sections of road are and measures to address them.

Undertake Traffic Management Review: Kirkwall & Other Towns

A traffic management review is already underway for Finstown; further reviews should be conducted in other locations, such as Kirkwall in the first instance. Kirkwall experiences high volumes of pedestrians; there is growth in housing which generates additional traffic; and there is a need to consider capacity at a number of junctions through the town. The *Your Kirkwall* Place Plan for Kirkwall identifies a number of traffic-related issues and sets out several potential solutions, which could be taken into consideration as part of any Kirkwall study.

Develop Town Centre Parking Strategy for Kirkwall

The current parking regime in Kirkwall town centre was developed so as to incentivise people to shop in the local high street, with the incentive of a free hour of parking. However this amount of time is not sufficient for a standard shopping trip in the town centre.

A review of the current regime is required, along with the setting of new objectives to guide the development of a new town centre parking strategy. This should take note of options proposed in the *Your Kirkwall* Place Plan and also be cognisant of emerging policies and strategies focussing on the need to reduce emissions and the need for travel; the latter will need to be balanced with the fact that there are limited choices with regard to public transport options for many folk travelling to and from Kirkwall.

Parking Strategy for Orkney

This action comprises the development of an Orkney-wide parking strategy which will take into account new sites for parking, including visitor sites, Park & Ride, campervan parking (including facilities and waste) and ducting for EV transition as relevant. This should be developed in the context of reducing car travel by 20%.



8.10 Harbour Infrastructure

HARBOUR INFRASTRUCTURE

The Orkney Harbours Masterplan is an ambitious blueprint that provides a framework for the long-term future of Orkney. The first phase details a vision for the physical transformation of Orkney's harbours across five locations on the Orkney Mainland. The second phase will then consider the development of smaller harbours and piers across the entire archipelago

Orkney Harbours Masterplan Phase 1 was approved in April 2020 with proposals to enhance several piers and harbours located on the Orkney Mainland – a new deep water quay in Scapa as well as quayside extensions at Hatston and Kirkwall, and enhancements at Stromness and Lyness. Several of the proposals put forward in the Masterplan are being taken forward in the next few years, with a specific purpose to accommodate services and activities associated with offshore wind development. A Phase 2 Masterplan is planned which will consider harbours and piers throughout the isles and smaller harbours and piers on Mainland Orkney that did not feature in Masterplan Phase 1.

Vision: Orkney has a world-renowned reputation for leading innovation in energy and renewables. By improving and expanding our existing harbours and marine assets, we can meet the needs of changing markets and position Orkney as a world leading maritime hub, open to new business and opportunity.

Objectives: the Orkney Harbours Masterplan Phase 1 set out the following objectives:

- **Commercial:** to establish a strategic framework and vision that will guide future infrastructure investment decisions towards a coordinated and sustainable future.
- **Financial:** to safeguard and enhance the financial sustainability of the harbour business within the context of a competitive business environment.
- **Socio-economic:** to support and enhance the socio-economic prosperity and social wellbeing of local communities.
- **Environment:** To safeguard and support the long-term productivity of the coastal and marine environment through best practice and strong environmental stewardship.

Committed and Progressing Schemes and Initiatives

The Orkney Harbours Masterplan Phase 1 proposals are as follows:

- Scapa Deep Water Quay is a new deep water port that is being developed in Scapa Flow. So far an Exemplar Design has been completed along with environmental studies and Site Investigations. An OBC has been developed for this and the Hatston project. Next steps will involve appointing a Lead Consultant to develop the project further. Subject to OIC approval it is envisaged that construction would commence in 2024 and be completed by end of 2026 – in time for offshore wind developers to develop their sites on a timely basis.
- Hatston Pier will be extended by 300m and reclamation will provide laydown area. This facility will become known as the Orkney Logistics Base (OLB) and will also play a key role in accommodating offshore wind activities.
- Creation of hard standing at Lyness.
- The marina in Stromness is to be expanded and there will be new pontoons for cruise use.

Proposals for Scapa Deep Water Quay and Hatston are being taken forward, as are the smaller proposals for Lyness and Stromness. The proposals for Kirkwall are likely to be taken forward in the medium- to long-term: however, it is the case that these proposals may have to be considered at an



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earlier stage than planned given the linkages with the OIITS work: in particular, if there are four vessels in operation Kirkwall Pier will need to be able to accommodate these vessels on berths overnight, as well as be able to timetable them efficiently and effectively – for example there may be a need for two linkspans and a reconfigured terminal area.

ACTIONS	FIT WITH LTS OBJECTIVES				TIMING	COST	LEAD
	Economy	Decarbonisation	Participation	Poverty			
Orkney Harbours Masterplan Phase 1	✓✓✓	✓✓	✓✓	✓	Medium	£300m+	OIC
Orkney Harbours Masterplan Phase 2	✓✓✓	✓	✓✓✓	✓	Medium	£100m+	OIC

Policy Highlights

NPF4 (draft) sets out an action to create carbon neutral coastal and island communities, with a specific activity to protect and enhance blue and green infrastructure, whereby, the coast and islands’ natural and cultural assets will require careful planning and management so that their special qualities can continue to form a strong foundation for future development and investment. Furthermore, it sets out the need to strengthen resilience and decarbonise connectivity. There is also potential to consider decarbonisation of fishing fleets and the aquaculture industry in the future. As offshore renewables are an important part of Scotland’s energy transition, there will be a need to align terrestrial and marine development so as to maximise the potential of this sector

The Update to Climate Change Plan 2018 – 2032 sets out that Scottish Government will work with Enterprise Agencies to support the required infrastructure improvements to ports and harbours to ensure that Scotland’s supply chain companies can benefit from the continued growth of renewable energy. Furthermore, the update sets out that by 2032 low emissions solutions will be widely adopted at Scottish ports , and Scottish Government will achieve this with new policy to work with individual ports and the British Ports Association to consider a process for encouraging shared best practice initiatives for reducing emissions across the sector.

The National Islands Plan sets out that transport links between mainland ports that serve the islands and Scotland’s urban centres are also important in enabling access for the islands to services and markets. A fair, low carbon transport system is needed so that island communities are put on an equal footing with people on the Scottish Mainland, and in order for transport to fully allow the fulfilment of basic human rights. Strategic Objective 3 sets out to improve transport services Scottish Government will work with our agencies to, including: produce a long-term plan and investment programme for new ferries and development at ports to improve resilience, reliability, capacity and reduce



HARBOUR INFRASTRUCTURE

	emissions to give confidence to island communities on our ongoing commitment. That said, the National Islands Plan does not make clear if this is just associated with Transport Scotland-sponsored routes or more correctly all routes across Scotland on a more collaborative basis.
Feasibility / Deliverability	Harbour infrastructure projects are generally more complex and require a significant amount of feasibility work prior to implementation, as well as full Environmental Impact Assessment and consenting from Marine Scotland. The Masterplan exercise considers these elements along with market opportunities, benefits and funding.
Funding	Funding is currently being sought for several Masterplan Phase 1 projects – Crown Estate Scotland, Scottish Government, UK Government and potential private sector users and developers.
ICIA	Masterplan Phase 2 must incorporate all island communities within its scope to ensure benefits are fairly felt across all island locations.
Responsibilities	OIC Marine Services is responsible for the Masterplan process.

ACTION PHASING							
Internal Processes / Approvals							
Community Planning / Feasibility / Dialogue	22/23	23/24	24/25	25/26	26/27	27/32	32/42
Detailed Design / Procurement							
Delivery / Construction							
Orkney Harbours Masterplan Phase 1 – SDWQ / Hatston (construction)							
Orkney Harbours Masterplan Phase 1 – Stromness / Lyness (construction)							
Orkney Harbours Masterplan Phase 1 – Kirkwall (construction)							
Orkney Harbours Masterplan Phase 2 – all of Orkney (masterplan)							

ACTION DESCRIPTIONS



HARBOUR INFRASTRUCTURE

Orkney Harbours Masterplan Phase 1

The Orkney Harbours Masterplan Phase 1 comprises several key projects involving enhancements to several key harbours in Orkney: a new deep water quay and terminal in Scapa Flow (Scapa Deep Water Quay), Hatston, Stromness, Kirkwall and Lyness.

Scapa Deep Water Quay and Hatston projects are being developed at present with a view to being constructed by and of 2026 and 2027 respectively when they will be pivotal in accommodating offshore wind assembly and Operations & Maintenance services. Lyness will also be potentially used as a storage site. At Stromness an extension to the marina is proposed and new pontoons dedicated for cruise tenders will be installed.

The final Masterplan proposal is for the reconfiguration of Kirkwall Pier area, a new marina and a major quay extension. It is envisaged that this project will be taken forward in the medium term following the construction of Scapa Deep Water Quay.

Orkney Harbours Masterplan Phase 2

The Orkney Harbours Masterplan Phase 2 will consider all smaller piers and harbours across the islands and on the Orkney Mainland. The work will be aligned with the OIITS work to determine what infrastructures will be required to accommodate the new inter-island ferry vessels.

The initial outcome will be a Masterplan for each of the harbours and piers identified during the process.



8.11 External Ferry Services: Safeguarding and Enhancing Connectivity for Orkney

EXTERNAL FERRY SERVICES

Strengthening and improve the ferry services provided to island communities based on evidence of established needs and opportunities

The current NIFS contract is due to be renewed in 2028. It is essential that OIC collate and prepare their own evidence to inform how future contracts are designed and determined; what is the optimal service configuration for Orkney; and how do proposed new services align with Orkney's harbour infrastructure, existing or proposed.

The package relating to external ferries comprises measures is around increased capacity, particularly on Aberdeen sailings, but also more generally to support future economic growth, freight and resident / visitor travel needs for Orkney. The focus of this package is on OIC engaging with Transport Scotland to achieve involvement in the process and to subsequently ensure adequate enhancements to the service specification prior to tendering of the next contract. This should be considered in partnership with Shetland Islands Council, ZetTrans and HITRANS.

There is a growing need for the External Transport Forum to make a stronger case to Transport Scotland for enhancements that will benefit Orkney. Shetland are much more active in doing this, providing Transport Scotland with evidence supporting the need for greater capacity, for example.

Vision: to increase demand for ferry services by making ferry travel more affordable and more accessible.

Objectives: in terms of this theme would follow the collation of necessary evidence from business and community, and might comprise:

- Increase demand for ferry services by making ferry travel more affordable and more accessible (by sector).
- Increase tourism to Orkney and support existing tourism markets.
- Enhance the local Orkney economy and wider national economy.



EXTERNAL FERRY SERVICES

ACTIONS	FIT WITH LTS OBJECTIVES				TIMING	COST	LEAD
	Economy	Decarbonisation	Participation	Poverty			
Ensure Adequate Capacity on External Ferry Services to Support Economic Growth & Travel Needs	✓✓✓	✓	✓✓	✓✓	Short	£25k ⁴²	OIC / External Transport Forum / HITRANS
Increase Ferry Services Between Orkney & Aberdeen	✓✓✓	✓	✓✓	✓✓	Short	As above	OIC / External Transport Forum
Increase Utilisation of NIFS Fleet	✓✓	x	\	\	Short	As above	OIC / External Transport Forum
Provide Additional Freight Vessel to Build Resilience Across Network & Refit	✓✓✓	x	✓✓	\	Short	£50m ⁴³	Transport Scotland

Policy Highlights

Island Connectivity Plan, National Islands Plan and National Transport Strategy2 – the latter has a strategic objective to ‘minimise the connectivity and cost disadvantages faced by island communities and those in remote rural and rural areas, including safeguarding of lifeline services’ and commits to provide ‘appropriate capacity levels on the NIFS network’. The Island Connectivity Plan is heralded as the next policy driver for investment in island connectivity, when published – and as NIFS is part of Transport Scotland’s responsibility it should be included therein. STPR2 Recommendations Report also includes the recommendation for NIFS and CHFS ‘Ferry vessel renewal and replacement and progressive decarbonisation’.

⁴² This cost applies to the three identified measures and relates to the cost of an in-depth assessment of Orkneys requirements relating to the NIFS contract, including stakeholder engagement and possibly the development of a Business Case to take to Scottish Ministers.

⁴³ It is understood that Scottish Government is progressing with a proposal for a Freighter – Plus vessel; no information is available on the exact cost of this, but it will likely be a minimum of £50m. It is unknown whether any harbour infrastructure upgrades would be necessary to accommodate this new vessel. It is assumed that the cost will be borne by Transport Scotland fully.



EXTERNAL FERRY SERVICES

Feasibility / Deliverability	All actions are feasible, but may not be a priority from the point of view of Transport Scotland when it comes to ferry service contract specification and cost. Shetland has a much louder ‘voice’ with a variety of stakeholders and users coming together to gather evidence and provide advocacy statements for enhanced services for Shetland. A similar approach in Orkney could be beneficial in the run up to contract tender.
Funding	Funding is the responsibility of Transport Scotland. A robust business case would need to be presented by Orkney for any options that involve an increase in costs. With regard to proposals for a new larger freight vessel, the cost of any required upgrades would be borne by Transport Scotland.
ICIA	It is important that the NIFS contract equally considers the needs of Orkney and Shetland across all aspects, as well as distributional impacts across the island within Orkney and Shetland, including for example the way in which these external services are integrated with internal ferry and air services to the Outer Isles.
Responsibilities	The responsibility for any changes to contract specification lie with Transport Scotland. OIC along with the External Transport Forum need to work together to build an evidence base and case for enhancing external ferry services for the benefit of Orkney. While this Group has worked together for some time now, there is a need to replicate what is being done in Shetland with regard to capacity analysis, demand forecasting and lobbying for service enhancements.

ACTION PHASING							
Internal Processes / Approvals							
Community Planning / Feasibility / Dialogue	22/23	23/24	24/25	25/26	26/27	27/32	32/42
Detailed Design / Procurement							
Delivery / Construction							
Ensure Adequate Capacity on External Ferry Services							
Increase Ferry Services Between Orkney & Aberdeen							
Increase Utilisation of NIFS							
Provide Additional Freight Vessel							



EXTERNAL FERRY SERVICES

DESCRIPTION OF PACKAGE ACTIONS

Ensure Adequate Capacity on External Ferry Services to Support Economic Growth and Travel Needs

A study commissioned by Transport Scotland in 2018 reported that deck and cabin capacity were the largest concerns cited by residents and stakeholders. Introduction of the Road Equivalent Tariff (RET) has placed an even greater burden on capacity too – the study (Appraisal of Options for the Specification of 2018 NIFS) concluded that only additional tonnage (e.g. a new vessel) would enable any meaningful improvements to capacity.

There are reportedly capacity issues for residents and businesses all year round, though the issue is severe during the summer months and the season when livestock are being shipped to market on the Scottish Mainland from Shetland and Orkney. Capacity issues for freight are mostly centred around demand from aquaculture and fishing sectors in Shetland.

A review of the NIFS contract specification is required in advance of the next contract, and for OIC to make the case for any enhancements to Orkney’s external ferry service. The review would involve: analysis of current traffic volumes to ascertain where constraints are at present; analysis of Orkney’s freight market and the issues experienced by industry; engagement with stakeholders and shippers to understand what issues they are experiencing; the preparation of a Case for Change for Orkney; and liaison with Transport Scotland regarding evaluation criteria and contract specification. HITRANS could play a role in supporting on this.

Increase Ferry Services Between Orkney & Aberdeen

This measure could include decoupling Shetland and Orkney ferry services and would provide additional capacity and better integration with Orkney Mainland public transport services through having more calls between Orkney and Aberdeen.

While there are several options for travelling between Orkney and the Scottish Mainland with a range of air and ferry routes in operation, many people and businesses rely on the Kirkwall – Aberdeen Serco NorthLink ferry service as it offers a relatively cheap fare and most convenient for people who do not have access to car, as it is much better integrated with public transport services for onward travel to the Central Belt. It is also particularly connected for travel to / from the isles, including the Outer Isles, and provides good progress down the country overnight without ‘wasted’ time and without a long road journey. There are only two services south per week during the winter. The Aberdeen route also remains an important link for Orkney’s freight and livestock shipping.

A thorough analysis would be required to ascertain whether this is feasible or not, and if it is what kind of configuration would work. This could be undertaken as part of an independent review of the NIFS contract specification.

Increase Utilisation of NIFS Fleet

This measure comprises utilising the NIFS vessels more often than at present: vessels in Aberdeen and Shetland are alongside between AM arrival and PM departure, and there is no longer a sailing in the middle of the day on the



EXTERNAL FERRY SERVICES



Stromness – Scrabster route. It is proposed that there are more services running out of Aberdeen to Orkney / Shetland and that the middle sailing is reinstated on the Pentland Firth route during the summer months.

Given the impact of COVID-19 in terms of reducing passenger volumes a review of current freight and passenger volumes will be necessary to ascertain whether or not there is sufficient demand to warrant an increase in frequencies. At the same time, consideration could be given to lower fares on additional sailings to attract more volume – again this would need to be looked at against operating costs.

This could be looked at as part of the independent review of the NIFS contract specification suggested above.



The provision of an additional freight vessel would provide increased capacity for freight, which might also relieve passenger / vehicle capacity during peak times, as well as providing an additional vessel that could be used during refit periods on both routes.

Transport Scotland is developing a long-term freight vessel replacement strategy for the Northern Isles, looking at larger vessels and considering the possibility of a ‘freighter – plus’ option, which comprises a larger freight vessel but which also has capacity for 200 passengers and associated cabins. While this could potentially alleviate freight, car and cabin capacity issues it is understood that the size of vessel proposed would not be able to access Stromness which would mean that any refit for the Pentland Firth route would have to operate between Hatston and Aberdeen. Further discussion with the freight community in particular would be required to ascertain whether or not this is adequate. It is also unknown whether the proposed vessel can be accommodated at Hatston Pier or whether any harbour infrastructure enhancements will be required.

8.12 External Aviation Services

EXTERNAL AVIATION SERVICES

Safeguarding and Enhancing Lifeline Air Service Connectivity for Orkney

While the level of air travel has not returned to pre-COVID-19 levels it is important to recognise that air travel will remain an important enabler for Orkney in terms of trade, tourism, health and leisure opportunities – even within the paradigm of reducing the need to travel and climate change action.

The aviation package comprises enhancements to external connectivity through proposed policy measures that will secure routes and lower the cost of flying for users. It is clear that aviation does not fit with climate change objectives per se; however there is an overarching assumption that there will be transition to net zero fuels in the aviation sector as and when it becomes commercially viable to do so.



EXTERNAL AVIATION SERVICES

Recent research has revealed that a new sustainable aviation system in the Highland and Islands could create up to 2,500 jobs and improve mobility around the region. Project Eilean, part of the government’s drive to become net zero by 2045 outlined six flight paths that could reduce reliance on road or rail transport while boosting tourism; these would connect Kirkwall, Wick, Inverness and Skye to city hubs of Aberdeen, Glasgow, and Edinburgh.

Increased passenger numbers, combined with more sustainable aviation, are expected to lead to create thousands of new roles in the Highlands and Islands alone, in addition to an increase in skills retention and development within the existing resource pool.

Vision: for external air services is to secure lifeline services to meet the fundamental needs of Orkney to connect with other areas across Scotland, the rest of the UK, and globally.

Objectives: in respect to external aviation objective include:

- Securing the sustainability of a core network of external air services availability, at affordable prices at the point of use, for island communities and businesses.
- Leading the progress to reducing harmful emissions and reducing costs of air operations to the point that routes become more viable, leading to possible increases in schedules or reductions in the cost of services

Committed and Progressing Schemes and Initiatives:

A number of projects are in progress to drive the shift to low carbon aviation, including **Project Fresson** and Orkney **Sustainable Aviation Test Environment (SATE)** project.

Highlands & Islands Airports Ltd (HIAL) is in the process of developing a Masterplan for Kirkwall Airport which will see substantial change to the internal layout areas.

ACTIONS	FIT WITH LTS OBJECTIVES				TIMING	COST	LEAD
	Economy	Decarbonisation	Participation	Poverty			
Extend Air Discount Scheme to include Business / All Travel	✓✓✓	x	✓✓	✓	Short	£860K ⁴⁴	Transport Scotland / OIC

⁴⁴ Based on a 10% increase in scheme operation, which cost £8.6 million in 2017-18 with 76,000 users of the scheme.



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Implement PSO on Kirkwall – Inverness Route	✓✓✓	x	✓✓	✓	Short	£4m ⁴⁵	OIC / HITRANS / Transport Scotland
Implement PSO across Orkney / Highlands & Islands Routes	✓✓✓	x	✓✓✓	✓	Medium	£8m ⁴⁶	HITRANS / Transport Scotland
Support Removal of APD from Incoming Flights to the Islands	✓✓	x	✓✓	✓	Short	£1m ⁴⁷	Transport Scotland / OIC / HITRANS
Lengthen Runway at Kirkwall Airport	✓✓✓	✓✓	\	\	Short	£70m ⁴⁸	HIAL / Loganair

Policy highlights

Island Connectivity Plan and the National Islands Plan are the most relevant established policies, with external air services actions focussing on securing and enhancing air connectivity between Orkney and the Scottish Mainland which will in turn have positive social and economic impacts for Orkney.

To help inform the development of a Scottish Government Aviation Strategy, the Government asked for views on what this strategy should include in late 2021.

An update was published in April 2022, that set out:

- Respondents had different views on what the Aviation Strategy should try to achieve. Some suggested that the strategy should be ambitious in seeking to restore and grow Scotland’s connectivity, taking action to increase Scotland’s competitiveness in the global aviation market and responding to the challenges resulting from COVID-19.
- Broad support for measures to support the development and use of hydrogen/electric aircraft and sustainable aviation fuels that meet strict environmental criteria.
- Highlighted the important role that air services play in providing connectivity in the Highlands and Islands and suggested how these could be improved.

It is expected that Scottish Government will publish the Aviation Strategy at the end of 2022 / beginning of 2023.

⁴⁵ Estimate based on the cost of the Wick – Aberdeen PSO comprising £1m from Transport Scotland and £300K per annum over three years from the local authority.

⁴⁶ Estimated cost of two additional PSO routes with a similar level of funding from Transport Scotland and local authority.

⁴⁷ Very broad estimate: further analysis would be required to calculate current APD associated with trips to Orkney and therefore the financial burden on Scottish Government should it be removed.

⁴⁸ Very difficult to estimate without any feasibility. Cost of airport runway extensions vary. A minimum illustrative budget of £70m is suggested.



EXTERNAL AVIATION SERVICES

Feasibility / Deliverability

Apart from extending the Kirkwall runway, actions are ultimately policy drivers that will require approval from Scottish Government in one form or another, as well as a Government agreement to fund these initiatives – which may make them harder to deliver given the current financial climate. A key focus will therefore be on gathering evidence and making the case to Scottish Government, including through the development of the Aviation Strategy and through work with partner local authorities and HITRANS.

Funding

The majority of funding responsibility rests with the Scottish Government and Transport Scotland (PSO, ADS, APD removal) with some funding likely to be required from OIC (e.g. in making the case for PSOs). A runway extension may be a priority of HIAL though it may be necessary for HIAL to seek funding support from the Scottish Government.

Given the national targets for net zero supporting aviation may be politically difficult at Government level; however this will be mitigated through the advent of low emission aircraft, which should also in time deliver a reduction in operating costs.

ICIA

All improvements to external air services will benefit communities across Orkney, while the design of the network (timetabling etc.) can place barriers on accessibility particularly for those living on the Outer Isles. Any change or enhancement of the network should consider these differential impact for different islands. At present the lack of frequency make travelling south from the isles difficult – it can take three days away from home to attend one hospital appointment, for example. Thus any policy levers that can safeguard pre-COVID-19 frequencies or reduce costs will be of significant benefit, and perhaps offering even greater benefit to these islands.

Responsibilities

In most cases Transport Scotland will be responsible for delivery (e.g. policy developments). HIAL will be responsible for delivering an extension to the runway. OIC will work with HITRANS to provide the necessary evidence base and business cases to make the case for policy changes.

ACTION PHASING							
Internal Processes / Approvals							
Community Planning / Feasibility / Dialogue	22/23	23/24	24/25	25/26	26/27	27/32	32/42
Detailed Design / Procurement							
Delivery / Construction							
Extend Air Discount Scheme to include Business / All Travel							
Implement PSO on Kirkwall – Inverness Route							



EXTERNAL AVIATION SERVICES

Implement PSO across Orkney / Highlands & Islands Routes			Yellow	Brown	Brown	Green	
Support Removal of APD from Incoming Flights to the Islands	Yellow	Brown	Green				
Lengthen Runway at Kirkwall Airport		Yellow	Brown	Light Green	Green		

DESCRIPTION OF PACKAGE ACTIONS

<p>Extend Air Discount Scheme to Include Business / All Travel</p>	<p>The aim of the Air Discount Scheme (ADS) is to address the difficulty of high fares in the most remote and rural areas of the Highlands and Islands so as to improve social inclusion in these areas. A 50% discount on the core air fare can be obtained on eligible services. Third sector organisations which have employees / volunteers permanently based in an eligible area (Shetland, Orkney, the Western Isles, Islay, Jura, Colonsay, Caithness and north-west Sutherland) are able to use ADS also.</p> <p>At present people travelling on business cannot utilise the scheme. Given the high cost of air travel to and from Orkney and throughout the Highlands and Islands this action to include business travel would create economic benefit for island-based businesses lower cost access to markets and business opportunities. Anecdotally, many business travellers already use the scheme but do not record their journey purpose as business – businesses cannot afford the current high cost of travel in the Highlands and Islands.</p> <p>Ability to use ADS should be considered in other circumstances, such as last minute travel, for example. A formal expansion of the scheme would be welcomed. Actions would involve discussions with Transport Scotland and potentially joint working with other island authorities to support the initiative.</p>
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<p>Implement Public Service Obligations (PSO) on Kirkwall – Inverness Route</p>	<p>Prior to the COVID-19 pandemic it was not possible to make a meaningful day trip to Inverness from Orkney all year round. There are considerable business linkages between the two locations and being able to make a day trip as had been possible in the past enhances these relationships.</p> <p>The route Sumburgh – Kirkwall – Inverness is the most costly to operate within the Highlands and Islands network, primary reasons for this being the cost of fuel outside of Inverness and the cost of crew overnighing in Shetland or Orkney. In 2017 the Sumburgh – Inverness and Sumburgh – Kirkwall routes were highlighted as a ‘moderate risk’ in a HIAL analysis of business risk and resilience⁴⁹ alongside the Edinburgh – Wick route. The report concluded that profitability on these routes was marginal.</p> <p>Given the reduction in passenger volumes a further review of the route is now required, to ascertain whether or not a PSO might be applicable, along</p>
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⁴⁹ A network business and resilience risk study for Highlands and Islands Airports Ltd.



EXTERNAL AVIATION SERVICES



with the necessary business case and evidence to present to the Scottish Government.

Scottish Government have provided £1 million of funding in addition to £300,000 per annum from the local authority for the recent PSO to reinstate services on the Wick – Aberdeen route. Eastern Airways has been awarded a contract using a low-emission aircraft on the route for a three year period. For the Wick – Edinburgh route no viable tenders were received but there is still a desire to have this route operated under a PSO also.



Implement Public Service Obligations (PSO) across Orkney / Highlands & Islands Routes

The number of people travelling to and from Orkney (and across the Highlands and Islands generally) by air since the start of the COVID-19 pandemic has dropped dramatically, and there is still no real indication that passenger volumes will return to previous levels – including as people have adjusted to new ways of working.

People are generally travelling less and there has been a concerted move to home-working and the use of technology to hold virtual rather than face-to-face meetings. There are significantly less flights available to and from Orkney, with many Edinburgh and Glasgow flights combined with Shetland, making journey times significantly longer.

There is a danger that if passenger volumes do not return to previous levels that the routes become even less viable from the commercial operator’s perspective leading to further reductions in frequency and routes.

PSOs are designed to support services which are economically important but which the market is unable or unwilling to operate commercially. The implementation of PSOs would provide certainty over routes and frequencies and could offer cheaper fares.

A first step would be to work with Shetland and Western Isles counterpart agencies and authorities to review the current situation across all routes and determine applicability for PSOs.



Support Removal of Air Passenger Duty from Incoming Flights to the Islands

Under current rules passengers flying from airports in the Highlands and Islands are exempt from Air Passenger Duty (APD). This action concerns the removal of APD applied to inward flights to the region. The Scottish Government is due to replace APD with an Air Departure Tax but this has been deferred until an appropriate solution has been found to maintain the exemption applied in the Highlands and Islands.

The Government is working with the Air Departure Tax Highlands and Islands Working Group to find a solution; in the meantime the UK Government will maintain the application of APD in Scotland, including the existing exemption. It would appear that now is the optimum time to liaise with the Working Group and lobby for the further removal of APD applied to inward flights to the region. The cost of travel to and from Orkney is extremely high and acts as a barrier for businesses, inward investment and for tourists. The removal of APD is one mechanism that can counteract this issue.

HITRANS could play a role in supporting this action.



EXTERNAL AVIATION SERVICES

Lengthen Runway at Kirkwall Airport

The runway at Kirkwall Airport needs to be extended not only to enable larger aircraft to land and take off, but also to manage the current aircraft fleet. Under certain atmospheric conditions – pressure, temperature and wind direction / speed – current aircraft can struggle to take off from Kirkwall Airport with a full load, which would require action to be taken such as offloading passengers.

Safety requirements are continuously increasing making it harder to maintain a sustainable network of air services at island airports generally: as there is no perimeter fence around the airfield at Kirkwall Airport under current CAA rules it is not allowable for more than two ATR aircraft to be on the ground at one time. This is going to cause significant issue as more ATRs are brought into the fleet.

Extending the runway is one measure that will future-proof air services to and from Kirkwall for the next 10 – 20 years. The runway extension would need to be of 200m – 250m in length, both for current aircraft carrying a full payload and to enable larger aircraft more generally. Exploring the options for the airport to have more than two ATR on the ground at any one time should further be progressed with HIAL and the CAA.

8.13 Cross-Cutting LTS Themes, Policies and Partner Projects

CROSS-CUTTING LTS THEMES, POLICIES AND PARTNER PROJECTS

Recognising the importance of connectivity to support sustainable communities, and the importance of wider planning to consider transport, barriers and connectivity in planning for the delivery of services and community and economic outcomes

A number of cross-cutting policies are included in the LTS Delivery Plan – many of these are already incorporated into ongoing initiatives in other policy areas, and all that is required is continued partnership working to ensure that there is momentum in moving forward and fulfilment of these actions, and specifically that the transport benefits are specifically and fully realised.

For example, ongoing dialogue between OIC, Planning and HITRANS; OIC is working closely with the OIC-embedded Sustrans Officer and with Planning around locality planning and developing the 20-minute neighbourhood concept so that it is appropriate for rural, island and Orkney context.

Other actions will require dedicated time for consultation and feasibility; such as making the case for community-based solutions and the development of Community Hubs; and templates for locality-based travel plans. Much of this and actions within earlier themes to shape transport and travel solutions around the needs and opportunities for different communities is focussed on building capacity and capability within communities to co-design solutions for those communities.

Vision: to develop a network to co-design and co-implement transport (and wider solutions) tailored to community needs and opportunities.

Objectives: through this theme objectives focus on:



CROSS-CUTTING LTS THEMES, POLICIES AND PARTNER PROJECTS

- Capture and build upon community unique perspectives through collaboration and to include user and stakeholder opinions in key design and decision making.
- Tailor solutions to the Orkney context, including flexing and fitting to different community needs around Orkney.
- Decentralise services and employment to island and community hubs outside of the main towns of Kirkwall and Stromness.
- Embed the principal of full accessibility in any design throughout the LTS, and champion through allied transport initiatives.
- Embed the principal of transition to net zero through the design of future transport provision as expediently as possible.

Committed and Progressing Schemes and Initiatives

We understand that two **Place Plans** (for Stromness and Kirkwall) have been developed over the last few years with considerable community participation to define the contents of the plans. In addition a pilot study is underway at present, looking at the 20-minute neighbourhood concept and how it could be applied to **Dounby**.

The initial roll out and use of **NHS Near Me** began in January 2019, with a steady increase in virtual clinics from March to September 2019 of 15 per month. In October 2019, attention switched to Primary Care, with additional funding provided which allowed equipment to be ordered for all GP Practices in February 2020. Roll-out accelerated in March 2020 as part of the national COVID-19 response, where uptake in Orkney was the highest in Scotland per head, with 43 active clinics providing nearly 3,000 clinics over the initial 26 weeks.

ACTIONS	FIT WITH LTS OBJECTIVES				TIMING	COST	LEAD
	Economy	Decarbonisation	Participation	Poverty			
Make the Case to establish Rural / Remote / Island-focused Funding & Support	✓✓	✓	✓✓	✓✓	Short	Staff time	HITRANS / OIC
Make the Case for / establish additional funding for Community-based Solutions + Review management and governance arrangements for Transport	✓✓	✓	✓✓✓	✓✓✓	Medium	Staff time	OIC



CROSS-CUTTING LTS THEMES, POLICIES AND PARTNER PROJECTS

Development and Service Delivery							
Develop Locality-based Travel Plan Approach	✓✓	✓✓	✓✓	✓	Short	£30k	OIC
Establish Fit-for-purpose Design Guide with Sustrans	✓	✓✓	✓✓	✓	Short	£20k	HITRANS OIC
Decentralise Services / Jobs: Develop Community Hubs in Isles and settlements beyond Kirkwall	✓✓✓	✓✓	✓✓✓	✓✓	Short	£20k	OIC / Other agencies
Ensure accessibility is integral part of design for Future Ferries, Aircraft, Buses, Other Vehicles	✓✓	\	✓✓✓	✓✓	Medium	n/a ⁵⁰	OIC
Bringing Health (and potentially other) Services to Remote and Island Communities	/	✓✓	✓✓✓	✓✓	Short		NHS / other agencies

Policy Highlights

This package of cross-cutting themes and actions aligns strongly with the messages put forward in NPF4 and NTS2 – creating community hubs, enabling more people to live and remain in rural and island areas, reducing the need to travel and an overarching context of reducing emissions and decarbonisation. One of the main issues is that many key objectives and initiatives put forward in these policies are urban-focussed and not necessarily island-proofed or indeed applicable in an Orkney context.

Unfortunately the STPR2 process has not now included all of Scotland's transport, rather it has been limited to only Transport Scotland's responsibilities. As it stands, this does not meet with the intention of NTS2 being a national strategy for all of Scotland's transport infrastructure and

⁵⁰ included in whole cost of vessel replacement.



CROSS-CUTTING LTS THEMES, POLICIES AND PARTNER PROJECTS

Feasibility / Deliverability	<p>networks, or indeed the NTS2 emphasis around reducing inequalities and helping to deliver inclusive economic growth. Furthermore, while NPF4 describes the forthcoming Islands Connectivity Plan considering the role of ferries, fixed links and low carbon aviation in securing lifeline links and marine access for both leisure and freight, it has been inferred more recently at the time of writing this LTS that again this will merely again on Transport Scotland-sponsored services only as per STPR2.</p> <p>Turning to the local context, the Connectivity Delivery Group of the Orkney Partnership has set out the aim to improve Orkney’s connectivity by resolving the issues holding up the delivery of 21st century mobile, broadband and transport networks to all of Orkney’s communities.</p>
Funding	<p>The more comprehensive actions around development of community hubs and Orkney-proofed 20-minute neighbourhoods will require multi-stakeholder engagement if to be successfully implemented, with key representation regarding transport aspects.</p>
ICIA	<p>It is envisaged that external funding will be required to progress a number of initiatives, while initial stages will be progressed through existing mechanisms, relationships and staffing.</p>
Responsibilities	<p>Many of the actions set out through this theme focus on redressing the notable challenges for island communities, particularly the Outer Isles of Orkney, and so this theme offers particular benefits for these communities, particularly through co-design with and participation of the communities in development.</p>
Responsibilities	<p>This theme necessitates joint working with a range of partners, and progress should be tracked through a number of mechanisms, including the Council’s role with HITRANS, through the CPP and through liaison with Scottish Government, and including via the Scottish Government Islands Team.</p>

ACTION PHASING							
Internal Processes / Approvals							
Community Planning / Feasibility / Dialogue	22/23	23/24	24/25	25/26	26/27	27/32	32/42
Detailed Design / Procurement							
Delivery / Construction							
Make the Case to Establish Rural / Remote / Island-focused Funding & Support							
Make Case for / Establish Additional Funding for Community-based Solutions							



CROSS-CUTTING LTS THEMES, POLICIES AND PARTNER PROJECTS

Develop Locality-based Travel Plan Approach			Yellow	Light Green	Dark Green		
Establish Fit-for-purpose Design Guide with Sustrans		Yellow	Dark Green				
Decentralise Services / Jobs: Develop Community Hubs	Brown	Brown	Light Green	Light Green	Dark Green	Dark Green	Dark Green
Ensure Accessibility is Integral to Design for Ferries, Aircraft, etc	Yellow	Yellow	Brown	Dark Green	Dark Green		
Bringing Health (and potentially other) Services to Remote and Island Communities	Brown	Brown	Dark Green				

DESCRIPTION OF PACKAGE ACTIONS

Make the Case to establish Rural / Remote / Island-focused Funding & Support

Increasingly funding for transport infrastructure and services is targeted towards urban areas, particularly for public transport services but across all modes of transport – with a focus on relieving congestion for example – this leaves little focussed on rural issues.

There is a need to promote and stimulate in the first instance a greater understanding within Scottish Government of how the needs and requirements for investment in transport infrastructure and services in an island / rural / remote setting can be different to that within the larger towns and cities of mainland Scotland.

There is then the need to ensure that funding opportunities are developed with this in mind. It is envisaged that this can be done alongside HITRANS and potentially through the Scottish Government Islands Team.

Make Case for / establish additional funding for Community-based Solutions

Many communities across Orkney are now developing their own plans and attracting grant funding towards investment in transport services and infrastructure. However, the grant funding is often short-term – for example only for capital costs or for short period covering revenue costs – leaving communities with the ongoing costs associated with owning vehicles and operating services.

It is also the case that resource and capacity constraints are real issues that many communities are dealing with – particularly in terms of managing the delivery of transport services but also finding people to take up driver positions. The solutions are diverse across the Orkney isles in terms of how transport services are delivered also.



CROSS-CUTTING LTS THEMES, POLICIES AND PARTNER PROJECTS

	<p>This makes it difficult for small remote or island communities to establish a service that can operate effectively for the long term.</p> <p>The Action proposes that the whole aspect of community-based ownership / management / delivery of transport services should be looked at thoroughly, particularly in terms of ongoing funding, management and governance.</p>
<p>Develop Locality-based Travel Plan Approach</p>	<p>This action aligns with the 20-minute neighbourhood concept and is about understanding the overall needs of a place and how people access its assets with regard to travel and transport – how communities can live locally.</p> <p>Alongside the work already underway looking at the 20-minute neighbourhood concept in an Orkney and rural context, this action would enable a clear understanding of how a locality might be appropriately developed and what kind of transport and travel provision might be optimal. The travel plan would focus on the key assets within the locality – school, shops, petrol station, doctors, resident housing, etc. and map existing travel behaviours and identify measures aimed at reducing travel and achieving net zero, for example, in collaboration with other measures, particularly the development of community hubs.</p>
<p>Establish Fit-for-purpose Design Guide with Sustrans</p>	<p>The approach adopted by Sustrans for active travel measures can be considered over-specified with regard to what is required in Orkney, in island, remote and rural areas. It also means that at present schemes are not funded by Sustrans if they do not meet these stringent design standards.</p> <p>This action is about promoting a new way of thinking and developing an approach that is fit for purpose in an island, remote or rural setting.</p> <p>Liaison with HITRANS and other authorities will enable a clear statement on what could be taken forward as new policy with Sustrans and the aim would be to develop a rural best practice guidelines for active travel.</p>
<p>Decentralise Services / Jobs: Develop Community Hubs</p>	<p>The decentralisation of services and jobs and the creation of Community Hubs as necessary has the potential to transform communities, and to transform the role of the transport network, along with travel behaviour and economic activity in remote and island settings.</p> <p>Jobs could be moved from Kirkwall to more rural locations on the Orkney Mainland and throughout the isles. The Council could lead the way in this initiative and an early action would be to offer jobs where the successful candidate has the opportunity to work from home either fully or partially. In an island setting public sector employment could be restructured so as to create more meaningful employment opportunities, merging roles to create greater sustainability and security of the smaller and significant roles on the islands, such as airfield attendants.</p> <p>Many public and commercial sector agencies are working in this way now, and offering these opportunities, including HIAL and Nature Scot.</p>



CROSS-CUTTING LTS THEMES, POLICIES AND PARTNER PROJECTS

Ensure Accessibility is integral to design for ferries, aircraft, etc

In Orkney at present there are many issues with accessibility; the ferry fleet is barely accessible but has derogations given the age of vessels; the inter-island aircraft present accessibility difficulties for persons with reduced mobility, and buses used on the isles are not necessarily accessible, while all services on the Orkney Mainland are now low floor accessible.

This action is intended to ensure that the future design specifications for new vessels, aircraft and vehicles are cognisant of Orkney’s community needs with regard to accessibility. This also carries as a principle across all other actions set out in this LTS, including Active Travel and Community Transport.

Bringing Health (and potentially other) services to remote and Island Communities

This action comprises expediting of the delivery of health (and other public) services within remote and island communities, so as to reduce the need to travel to locations outside of Orkney or the Orkney Mainland / Kirkwall.

Some initiatives are already up and running though potentially not utilised as broadly as could be. NHS Near Me, also known as Attend Anywhere, is a NHS video calling platform that enables a video call between patient and health professional. According to NHS Orkney more than 160 virtual appointments are being held each week – more than anywhere else in Scotland. This has been mainly relating to services provided by the Balfour Hospital in Kirkwall and provided a good alternative to face appointments during the COVID pandemic.

The focus going forward will be on targeting key areas where there are high numbers of patients travelling, often on a three day round trip – for treatment or consultation outside of Orkney. It will be important that the development of this service considers the more remote mainland and island communities in this respect.

A mobile x-ray unit is also being trialled at GP surgeries. A similar scenario for dentistry would benefit remote and island communities too. Many people who live on islands in particular do not have regular check-ups; indeed many island residents are still not registered with dentists. There could be opportunities to undertake dentistry services around the islands as and when dentists visit the schools.

As well as looking at how services can be better brought to the isles, it would also be pertinent to review the health travel cost scheme to better promote and encourage sustainable travel where possible.

A review of public service provision should also be undertaken to ascertain potential for other similar initiatives.



9 MONITORING AND EVALUATION

9.1 Introduction

- 9.1.1 A monitoring and evaluation framework is set out to measure progress against the objectives of the LTS as well as the effectiveness of specific measures set out in the LTS Delivery Plan.
- 9.1.2 The framework will comprise a suite of relevant indicators drawn from a range of sources including national, regional and local datasets as well as additional data recorded by OIC and/or others as appropriate, and notably on a project-by-project basis, and which will be identified as part of the development of individual items or projects within the LTS Delivery Plan.
- 9.1.3 Monitoring the progress of Delivery Plan measures is vital to ensuring that the strategy's vision is realised and that the measures indeed realise the benefits sought, and critically as part of a Plan-Do-Review-Assess cycle, to identify any changes or modifications that may be needed during the lifetime of the LTS. The Monitoring Framework will provide the means for an annual evaluation exercise, which will enable the responsible Committee, Council and partners to monitor progress over time. If published, it will also enable members of the general public to monitor progress also.
- 9.1.4 The project-specific indicators will be identified and developed at project level, commensurate with the scale and intended outcomes of each measure, from a suite of readily available sources, and for larger projects may require some bespoke data collection, for example, before and after implementation.

9.2 Monitoring LTS Objectives

- 9.2.1 The LTS objectives are focussed on enhancing the economic, social and environmental fabric of Orkney, and can be monitored and evaluated using available national, regional and local datasets. While some of the indicators are wider in scope in terms of their influencing factors, it will nonetheless be useful to measure them as a 'basket' of indicators; these could be assessed against changes at national and regional level and versus some comparators (e.g. other island authorities, such as Western Isles and Shetland).

LTS Objective 1: Enable economic recovery, adaption, resilience, and security to build on Orkney's assets and opportunities

- 9.2.2 The indicators to monitor this LTS objective are focussed on economic activity, employment and income, drawing mostly on national statistics that are collated annually.



Table 14. Objective 1 – Monitoring Baseline and Target

INDICATOR	ORKNEY	BASELINE	TARGET	SCOTLAND	SOURCE
Gross Value Added (GVA) Orkney	£560m	2019	Increase	£147,333m	ONS GVA Estimates ⁵¹
Gross Value Added (GVA) Isles only	£78m	2019	Increase	n/a	ONS GVA Estimates ⁵²
GVA per head of population	£25,139	2019	Increase	£26,968	ONS GVA Estimates ⁵³
Disposable income per head of population ⁵⁴	£18,783	2018	Increase	£19,570	ONS GDHI ⁵⁵
Business units	Micro: 1,475 Small: 240 Medium: 20 Large: 5	2021	Safeguard / Increase	n/a	ONS Inter Departmental Business Register
Employment rate	84%	2021	Safeguard / Increase	73%	Annual Population Survey 2021 ⁵⁶
Average weekly wage	£540.90	2021	£600.00	£622.40	ONS Annual Survey of Hours and Earnings

LTS Objective 2: Deliver climate action, decarbonisation and climate change mitigation.

- 9.2.3 Each of Scotland’s 32 local authorities signed Scotland’s Climate Change Declaration in 2007. As signatories to the Declaration, each local authority is committed to reducing the authority’s corporate greenhouse gas emissions from its estate, services and functions and acting to reduce emissions from the local authority area.
- 9.2.4 OIC set out a commitment to reduce total carbon dioxide emissions by 42% from the 2004 – 2015 baseline by 2026 (OIC Carbon Management Programme 2016 – 2026) and there will be further commitments to enable the 2045 target of net zero emissions to be successfully achieved. Relevant targets are set out in the Orkney Community Plan and LOIP regarding decarbonisation under Priority 3 Sustainable Recovery, which are reflected here, with regard to Carbon Dioxide (CO₂) emissions.

⁵¹ Table 1 GVA (balanced) at current basic prices.

⁵² Table 1 GVA (balanced) at current basic prices.

⁵³ Table 2: GVA (balanced) per head of population at current basic prices.

⁵⁴ Gross Disposable Household Income (GDHI): the amount of money that all of the individuals in the household sector have available for spending or saving after income distribution measures.

⁵⁵ Local Authorities by NUTS Region.

⁵⁶ Employment Rate for ages 16 to 64, by Local Authority area, April 2020-March 2021.



Table 15. Objective 2 – Monitoring Baseline and Target

INDICATOR	ORKNEY	BASELINE	TARGET	SCOTLAND	SOURCE
CO ₂ emissions	Industry 57KT ⁵⁷ Commercial 8.9KT Public sector 2.6KT Domestic 42.0KT Transport 31.1KT LULUFC ⁵⁸ 135.6KT	2019	Reduction aligned with achieving Net Zero by 2045	n/a	UK Govt Dept for Business, Energy & Industrial Strategy (BEIS) ⁵⁹
CO ₂ emissions per head of population	12.4	2019		5.7	

LTS Objective 3: Encourage participation and improve health and wellbeing across our communities (geographical communities and individuals with shared characteristics) to support community resilience and sustainability

Table 16. Objective 3 – Monitoring Baseline and Target

INDICATOR	ORKNEY	BASELINE	TARGET	SCOTLAND	SOURCE
Walk to work mode share %	27%	2019	>30%	12%	Transport – Travel to Work and Other Purposes
%age of adults participating in some form of sport, including walking, in previous 4 weeks	85%	2019	88%	80%	Scottish Household Survey 2019 ⁶⁰
% of population classed as overweight or obese	73%	2014 – 2017	70%	65%	Scottish Health Survey ⁶¹
% of 16-19 year olds participating in education, employment or training	93.4%	2021	95%	92.2%	Skills Development Scotland Annual Participation Measure
Thinking about times before COVID-19 and lockdown (before March 2020), how often were you physically active (e.g. walking, cycling, participating in sport)?	Orkney Mainland 91% Orkney outer isles 87%	Pre 2020 About once a week or more often	Increase	All islands 88%	National Islands Plan Survey

⁵⁷ Kilotonnes.

⁵⁸ Land Use, Land Use Change and Forestry.

⁵⁹ Local Authority and Regional Carbon Dioxide Emissions.

⁶⁰ Table 8.1: Trends in participation in physical activity and sport in the last four weeks, by type of activity (Orkney Islands).

⁶¹ Local Area Results 2014 – 2-17 combined.



INDICATOR	ORKNEY	BASELINE	TARGET	SCOTLAND	SOURCE
% (of adults) for values of neighbourhood rating as 'Very good'	74%	2019	Increase	57%	Scottish Household Survey

LTS Objective 4: Help prevent the long-term persistence of poverty across Orkney.

9.2.5 The Orkney Community Plan and LOIP sets out indicators and targets to monitor community wellbeing and aspects such as financial stability and fuel poverty. These have been incorporated into the LTS.

Table 17. Objective 4 – Monitoring Baseline and Target

INDICATOR	ORKNEY	BASELINE	TARGET	SCOTLAND	SOURCE
% of dwellings in fuel poverty	30.5%	2019	24.4%	24.4%	Scottish House Condition Survey
How households are managing financially in Orkney – get by all right	31%	2019	34%	36%	Scottish Household Survey Data Explorer 2019
How households are managing financially in Orkney – don't manage very well	3%	2019	0%	8%	Scottish Household Survey Data Explorer 2019
Unemployment rate	3.1%	2021	Maintain / Reduce	3.9%	NOMIS Official Labour Market Statistics

9.3 Monitoring Delivery Plan Progress

9.3.1 The Delivery Plan sets out packages of measures generally by mode or theme. A set of indicators for each package has been prepared to monitor overall progress via a series of progress proxies. This should then be supplemented with the development of bespoke monitoring and evaluation of individual projects that is commensurate with the nature of the projects, and would often relate to, for example, any requirements from particular funders for example.



Table 18. LTS Monitoring Baseline

INDICATOR	ORKNEY	BASE LINE	TARGET	SCOTLAND	SOURCE	REPORTING
DECARBONISATION						
Plug-in cars & LGV licensed	341	Q3 2021	n/a	37,805	DfT Vehicle Licensing Statistics ⁶²	Annual / Quarterly
Plug-in cars & LGV licensed per head of population ⁶³	0.015	Q3 2021	n/a	0.007	DfT Vehicle Licensing Statistics ⁶⁴	Annual / Quarterly
Plug-in cars & LGV as % of total cars & LGVs	3%	2020	100%	1%	DfT: Vehicle Licensing Statistics ⁶⁵	Annual
Share of inter-island fleet (ferry / air) that is 'decarbonised'	None	2022	100% by 2040	n/a	OIC / Orkney Ferries / Loganair	Annual
ACTIVE TRAVEL						
% children walking to secondary or primary school	30.2	2021	35.0	43.6	Sustrans: Hands Up Scotland Survey ⁶⁶	Annual
% children cycling or scooting to secondary or primary school	6.6	2021	7.0	6.7	Sustrans: Hands Up Scotland Survey ⁶⁷	Annual
Walk to work mode share %	27%	2019	>30%	12%	Transport – Travel to Work and Other Purposes	Annual

⁶² Table VEH0131.

⁶³ Based on mid-2020 population estimates from National Records for Scotland: Mid-2020 Population Estimates Scotland: Table 2 Estimated population

⁶⁴ Table VEH0131.

⁶⁵ Tables VEH10105 and VEH0131.

⁶⁶ Table 3.1 Travel modes by local authority – all school types (excluding nursery) & Table 2.1 Travel modes at a national level (2021).

⁶⁷ Table 3.1 Travel modes by local authority – all school types (excluding nursery) & Table 2.1 Travel modes at a national level (2021).



INDICATOR	ORKNEY	BASE LINE	TARGET	SCOTLAND	SOURCE	REPORTING
% population participating in walking (at least 30 mins) in last 7 days	Baseline and target to be defined with outputs from 2022 Active Travel Survey (Sustrans)				Active Travel Survey 2022	Every 5 Years
% population participating in cycling (at least 30 mins) in last 7 days	Baseline and target to be defined with outputs from the Active Travel Survey 2022 (Sustrans)				Active Travel Survey 2022	Every 5 Years
Roads & paths are safe for cycling : agree / strongly agree	OM ⁶⁸ 36.3% Outer Isles 56.2%	2020	50% 66%	All (Scottish) Islands 25.0%	National Islands Plan Survey	Every 2 years (expected)
Roads, paths & pavements are accessible for wheelchairs / prams: agree / strongly agree	OM 34.2% Outer Isles 26.2%	2020	40% 40%	All (Scottish) Islands 22.6%	National Islands Plan Survey	Every 2 years (expected)
BUS & COMMUNITY TRANSPORT						
Annual vehicle kms by route / across network – by bus & community transport	1.293 Million	2021		n/a	OIC / Operators ⁶⁹	Annual
Passenger kms by route / across network – by bus & community transport	Data to be gathered			n/a	OIC / Operators	Annual
Passenger boardings by route / across network	119,561	2019		n/a	OIC / Operators	Annual
Mode share of bus on journey to work ⁷⁰	1.9%	2011	3.5%	10%	Scotland's Census 2011	Every 10 years

⁶⁸ Orkney Mainland.

⁶⁹ Data provided by bus & community transport operators to OIC.

⁷⁰ All persons aged 16 to 74 who were in employment excluding full-time students.



INDICATOR	ORKNEY	BASE LINE	TARGET	SCOTLAND	SOURCE	REPORTING
% of people very or fairly satisfied with quality of public transport	46%	2018	50%	65%	Scottish Household Survey ⁷¹	Annual
% of people very or fairly satisfied with quality of public services delivered (public transport) ⁷²	62%	2018	65%	61%	Scottish Household Survey	Annual
% of people very or fairly satisfied with quality of public services delivered (public transport) ⁷³	38%	2018	45%	46%	Scottish Household Survey	Annual
INTER-ISLAND CONNECTIVITY						
Frequency of air services between isles and Kirkwall (summer)	North Ronaldsay – Kirkwall 3 return trips (Mon – Fri, Sun) 2 return trips (Sat) Papa Westray – Kirkwall 3 return trips (Mon – Fri) 2 return trips (Sat, Sun) Sanday/Stromsay /Westray – Kirkwall 2 return trips (Mon – Fri) 1 return trip (Sat, Sun) Eday – Kirkwall 1 return trip (Wed)			n/a	Loganair	Annual
Inter-island connections by ferry / air (ability to make a day trip) (for all relevant isles) (summer)	Day return trips (air) Westray – P Westray (Mon – Fri) Day return trips (ferry) Eday – Sanday (Tue, Thu) Stromsay – Eday (Mon, Wed, Fri)			n/a	Orkney Ferries / Loganair	Annual

⁷¹ Table 13 Adults' views on satisfaction with public transport 2018.

⁷² By Urban Rural Classification – Remote Small Town.

⁷³ By Urban Classification – Remote Rural.



INDICATOR	ORKNEY	BASE LINE	TARGET	SCOTLAND	SOURCE	REPORTING
No. secondary pupils able to return home nightly (Eday / N Ron)	0 (Eday) 0 (N Ron)	2022	100%	n/a	OIC Education	Annual
Economic activity (e.g. number of businesses) (for all relevant isles)	To be defined	n/a			Local DTs ⁷⁴	Every 2 years
Ferry-linked isles population	Population estimate 2021 2,743 0-15: 393 16-59: 1,250 60-74: 700 75+ : 400 2,862 (2011) (See Appendix 2 for 2011 breakdown)	2021 2,743 2011 2,862	0.6% growth per annum ⁷⁵	n/a	Orkney Community Plan & LOIP /National Records for Scotland	Census 2022 and then every 10 years
It is easy for young people (under 40) who want to live & work here to do so? (Orkney Outer Isles) – agree or strongly agree	21.27%	2020	35%	53.44% on Orkney Mainland	Scottish National Islands Plan Survey	Every 2 years (expected)
ROADS & PARKING						
A-roads with red or amber repair alerts	2% red 24% amber	2019 2020	Reduce	5% red 26% amber	Scottish Road Maintenance Condition Survey ⁷⁶	Annual
B-roads with red or amber repair alerts	2% red 19% amber	2019 2020	Reduce	6% red 29% amber	Scottish Road Maintenance Condition Survey ⁷⁷	Annual

⁷⁴ Development Trusts.

⁷⁵ Reflects growth on Orkney Mainland between 2019 and 2020 (National Records for Scotland).

⁷⁶ Table 4.6: Local authority road network condition.

⁷⁷ Table 4.6: Local authority road network condition.



INDICATOR	ORKNEY	BASE LINE	TARGET	SCOTLAND	SOURCE	REPORTING
Road accidents by severity (killed / serious / all severities)	1/3/10 2020	2/5/27 2019	Reduce	n/a	Reported Road Casualties Scotland ⁷⁸	Annual
HARBOUR INFRASTRUCTURE						
Harbours with developed masterplans, including isles	5	2019	10+	n/a	Data available from OIC Marine Services	Annual
Masterplan proposals developed / under development	3	2022	10+	n/a	Data available from OIC Marine Services	Annual
EXTERNAL FERRY SERVICES						
Reduction in issues experienced by freight users	Number of existing issues to be defined at next meeting, which will inform the baseline and target			n/a	User Survey : External Transport Group meetings	Annual
Sailings to / from Orkney	Aberdeen to Kirkwall Summer: 4 / Winter: 3 Kirkwall to Aberdeen Summer: 3 / Winter: 2 Lerwick to Kirkwall Summer : 3 / Winter : 2 Kirkwall - Lerwick Summer: 4 / Winter: 3		Increase	n/a	Serco NorthLink Ferries Timetable	Annual
NIFS passenger carryings	AB-KI 36,800 AB-LE 129,800 LE-KI 19,200 SCR-STR 161,900	2019	Increase	n/a	Scottish Transport Statistics	Annual
NIFS car carryings	AB-KI 5,600 AB-LE 22,300 LE-KI 3,300 SCR-STR 45,000	2019	Increase	n/a	Scottish Transport Statistics	Annual

⁷⁸ Table 36 Casualties by Council, Severity and Road Type.



INDICATOR	ORKNEY	BASE LINE	TARGET	SCOTLAND	SOURCE	REPORTING
NIFS commercial / bus carryings	AB-KI 100 AB-LE 100 LE-KI 100 SCR-STR 300	2019	Increase	n/a	Scottish Transport Statistics	Annual
EXTERNAL AIR SERVICES						
Terminal passengers Kirkwall	55,000 (2020)	162,000 (2019)	162,000 (2019)	n/a	Civil Aviation Authority	Annual
Air transport movements	8,821 (2020)	12,819 (2019)	13,000	n/a	Civil Aviation Authority	Annual
Cost of air travel⁷⁹	KOI-EDI Day Return Booked 1 wk in advance (11/5) Non ADS: £450	2021	Reduce	n/a	Analysis of Loganair fares	Every 2 years
ADS usage by type of trip	142,679 (2006) ⁸⁰	2006	Increase	n/a	Scottish Government	Every 2 years

⁷⁹ Annual comparison of air travel costs based on a number of key parameters (e.g. advance, last minute bookings, ADS and non-ADS bookings). Examples provided.

⁸⁰ Review of Air Discount Scheme: further information required to update information.



APPENDIX 1: ISLAND COMMUNITY IMPACT ASSESSMENT (ICIA)

As part of developing the LTS the requirements of The Islands (Scotland) Act 2018 have been considered. The Act places a duty on the Scottish Ministers and other relevant authorities, including local authorities, to have regard to island communities in exercising their functions.

Section 8 of the Act states that relevant authorities must prepare an ICIA in relation to a policy, strategy, or service, which, in the authority's opinion, is likely to have an effect on an island community which is significantly different from its effect on other communities (including other island communities) in the area in which the authority exercises its functions. These provisions came into force on 23 December 2020.

The 2018 Act lists the following areas that are relevant considerations for islands and island communities:

- Depopulation.
- Economic development.
- Environmental protection.
- Health and wellbeing.
- Community empowerment.
- Transport.
- Digital connectivity.
- Fuel poverty.
- Land management.
- Biodiversity.

In December 2019, the Scottish Ministers published the first ever National Islands Plan. The plan sets out 13 strategic objectives which seek to improve the quality of life for island communities. The plan recognises that every member of society has a right to live with dignity and to enjoy high quality public services wherever they live.

The ICIA process is intended to describe the likely significantly different effect of a policy, strategy or service on island communities. It must also assess the extent to which the authority considers that the policy, strategy or service can be developed or delivered in such a manner as to improve or mitigate, for island communities, the outcomes resulting from it.

In the context of the LTS for Orkney, the Impact Assessment should consider impacts on the isles around Orkney – to validate that policies and actions contained within the LTS are fit for purpose for all inhabited locations across Orkney, and the ICIA should assist in shaping the LTS Delivery Plan to address the factors that can disadvantage isle communities. The ICIA was hence used as part of the



options appraisal toolkit of the long list of possible LTS actions, assisting with the development, sorting and refinement of these options.

Through this approach relevant island duties and an understanding of island issues have been used as tools to inform and embed key island issues within the emerging LTS from the outset and throughout the development process.

Key island issues were flagged through the preparatory work for the LTS, including through the policy review and in reviewing and describing issues to amplify a variety of key data from earlier Census, Scottish Neighbourhood Statistics, National Islands Plan Survey, and other sources. This included highlighting particularly issues of ageing populations, under-employment, low wages and a seasonal economy, high costs of living, fuel poverty, limited affordable housing, limited transport and digital connectivity, as well as constrained access to essential services for islanders, and these issues more pronounced often on some of the more remote islands. Plus other challenges affecting island economies generally brought about by geographical location – the cost and / or time associated with external transport connectivity to the Central Belt and other key centres, distance to and from markets and suppliers and government centres. The issues and impacts felt at the periphery are often underestimated and poorly understood by the centre.

The objectives of this ICIA then were to integrate the consideration of relevant island issues and impacts into the development of the LTS and to demonstrate compliance with the Islands (Scotland) Act. Specifically the process and LTS development has considered the following questions to confirm, from a process perspective, that the LTS can demonstrate compliance with, and progress in the spirit of, the Islands Plan and the *islands proofing* concept through the development of the LTS:

ICIA TEST	LTS APPROACH
Are islands, including Orkney Mainland, connected South Isles, inner and south isles, and outer north isles, and their communities kept in mind throughout the development of the strategy?	Engagement throughout the development of the LTS, with targeted groups, including Isle Development Trusts, older people and young people, together with utilising a wide range of recent consultation material and data and policy sources has enabled the LTS to be developed to reflect the wide-ranging issues and challenges that are faced by communities across Orkney, including considering particular issues faced by the isles.
Do the LTS / actions / policies etc. help to support strong, resilient, and vibrant island communities?	Each LTS long list action has been considered in terms of its prospective contribution to these aims, and aspects have been set out that in the LTS Delivery Plan that will support realisation of full benefits for all communities across Orkney, and including the outer isles and any tailoring required as necessary.
Does the LTS / actions / policies help to meet the 4 principles of fairness, integration, environmental protection, and inclusiveness that underpins work to support island communities.	The LTS objectives are cognisant of these principles, and these objectives have been used to shape and appraise the LTS, and the LTS Delivery Plan. These aspects will be subsequently considered and reported on as part of the monitoring and evaluation of the LTS.



ICIA TEST	LTS APPROACH
<p>Have island voices been employed to shape the LTS?</p>	<p>Section 6 describe the mechanisms that have been used to ensure that island voices have shaped the LTS, building on extensive earlier consultations and engagements and supplementing this with targetted community engagement, which has been ongoing throughout the development process. Much of the LTS Delivery Plan focusses on subsequent co-design and co-delivery of projects with and within communities and embedding principles of community wealth building, including for example developing capacity within communities to develop, deliver and manage these projects.</p>
<p>Does the LTS recognise that every person in Scotland has a right to live with dignity and to enjoy high quality public services wherever they live.</p>	<p>This is central to the LTS vision and objectives, and as drawn out throughout the LTS Delivery Plan across the various themes. The principles of community co-design and co-delivery will support the embedding of this <i>right</i> throughout the delivery of the LTS, in so far as the detail of measures, projects etc. will be shaped to best match the needs of every person within a community.</p>

The following criteria were applied to testing the performance of the emerging LTS actions in relation to implementing the duties under the Act. This provided a transparent framework to assess the extent to which emerging LTS components ensured no disadvantage to people living and working on islands, including all geographical areas of Orkney, and further has focussed actions on addressing island specific challenges and opportunities that have been identified:

- Are there potential island impacts that differ from mainland impacts? And are there potential island impacts that differ from impacts on other islands?
- Does the policy / action effectively address the unique transport challenges face by island communities?
- Does the policy / action protect and increase the economic prosperity of island communities?
- Does the policy / action address the unique social challenges faced by island communities?
- Does the policy / action impact on the islands’ infrastructure or natural environment and biodiversity?
- Can the policy / action be developed or delivered to improve or mitigate, for island communities, the outcomes arising from it?

These criteria were used to firstly assess every item as part of the long list of LTS actions, and then to support the refinement, development and appraisal of options, and hence the judgement as to whether long list actions progress to be part of the LTS delivery plan or whether options are parked or rejected from the LTS.



APPENDIX 2 LONG LIST OF OPTIONS

Active Travel

AT_01: Orkney-wide Active Travel Network (through developing and delivering remote-rural-island appropriate standard)

This Option comprises developing an Orkney-wide long-term strategy to develop and deliver a place-based approach to active travel, focussing on addressing particular gaps in the network or safety concerns that will support further uptake of active travel throughout the County.

The focus will be on devising a commensurate approach to the island, rural and remote context, which will be a mix of everything from segregated infrastructure where this can be accommodated in our towns, to addressing particular safety concerns at sites in our smaller settlements and on quieter roads, which might not necessarily match up with design standards adopted in more urban settings. This Option would take on board any proposals that have been developed or are being developed through the creation of Place Plans (e.g. ‘What’s Next for Stromness?’ and ‘Your Kirkwall’) and adaptation of the 20-minute neighbourhood concept for Orkney.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓✓✓	✓	15	Medium	Medium	OIC
ICIA Output / Action	Requires whole of Orkney approach, with tailoring to suit different geographical locations, including differing needs of different isles. Work with communities, community groups and young people and older people to assess needs etc. for active travel within communities through Place Planning approaches.						

While this Option may not be taken forward into the Delivery Plan, there may be specific components or geographical areas that could be taken forward on a project by project basis, depending on resource availability.

AT_02: Segregated Cycle / Walk Route St Margaret’s Hope – Kirkwall – Stromness (through developing and delivering remote-rural-island appropriate standard with consideration of all potential options for route development (adjacent or alternative routeing))

This Option comprises a segregated active travel route St Margaret’s Hope – Kirkwall – Stromness, which has been a long-held aspiration for many in Orkney. With an early study that was inconclusive, further work is required to consider the options for the route, which could comprise adjacent as far as possible as well as alternative routeing where particular built or other issues create challenges or barriers. This project could be developed in phases, commencing with Kirkwall – Stromness, for example.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓✓	✓✓	✓	18	Medium	Long	OIC
ICIA Output / Action		Option focusses on route on Orkney Mainland. Beneficial for island and island economy, particularly Orkney Mainland, and encouraging more active tourism, and more opportunities for active leisure in Orkney. Important also that this is developed in parallel with other Options, such as AT_01 that will consider and develop network on all islands across Orkney.					

AT_03: Cycle / Walk Route St Margaret’s Hope – Kirkwall – Stromness (through developing and delivering remote-rural-island appropriate standard with consideration of all potential options for route development (mix of: on-road, adjacent, alternative routeing))

This Option differs from AT_02 in so far as it allows a more flexible approach to the delivery options, which could also include some on-road sections if creating a segregated stretch is particularly challenging in any locations along the entirety of the route.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓	✓	/	9	Rejected	n/a	n/a
ICIA Output / Action		Option focusses on route on Orkney Mainland. Beneficial for island and island economy, particularly Orkney Mainland, and encouraging more active tourism, and more opportunities for active leisure in Orkney. Important also that this is developed in parallel with other Options, such as AT_01 that will consider and develop network on all islands across Orkney.					

AT_04: Cruise Terminal / Hatston – Kirkwall & Finstown Cycle / Walk Routes (to enhance walking and cycling opportunities for cruise visitors and others)

This Option comprises the development and delivery of a cycleway and footpath between Hatston Pier and Kirkwall town centre, following the shore line as far as possible, to create an attractive route suitable for cruise passengers and those arriving at Hatston, as well as for leisure activity for Orkney residents in terms of expanding the segregated network availability. This proposal was highlighted in the *Your Kirkwall Place Plan*. As well as heading to Kirkwall options for a route between Hatston and Finstown would also be considered.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓	\	10	Parked	Long	OIC
ICIA Output / Action		Option focusses on route on Orkney Mainland between Hatston and Kirkwall. Slightly beneficial for island and island economy. Important also if developed that this is in parallel with other Options, such as AT_01 that will consider and develop network on all islands across Orkney.					



AT_05: Segregated Cycle / Walk Route for All Major Routes

This Option comprises a massive expansion of above Options AT_02 and AT_03 that focussed on Kirkwall to Stromness and Kirkwall to St Margaret’s Hope that would in this scenario roll out segregated active travel routes also across a number of other key routes, between key settlements, notably Dounby, and on through the West Mainland, the east route to Tankerness and Deerness, and continuing the route from St Margaret’s Hope to Burwick through South Ronaldsay. Furthermore, major routes would be considered as appropriate on all of the islands. This would collectively be developed as a long-term strategy, and could be progressed on a priority basis, but with the full option comprising the epitome of active travel provision for Orkney.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	✓✓✓	✓✓✓	✓✓	17	Medium	Long	OIC
ICIA Output / Action		This Option offers benefit upon completion across all of Orkney; hence benefit for island community of Orkney as a whole, and also benefits for each of the islands that see an upgrade to their active travel network. Given scale of this, and availability of land etc. may however be very difficult to deliver.					

AT_06: Active Travel Plan for World Heritage Site (Orkney Gateway Programme)

This Option comprises the active travel elements as part of the overhaul of the visitor experience to the World Heritage Site, including extensive new interpretation, active travel, visitor orientation and visitor management elements. Subject to separate development by Historic Environment Scotland (HES), OIC and HIE, and not described here in detail. Project is being delivered through Islands Deal, with expected announcement on funding in 2022. Additional funding will need to be sought, and Rural Tourism Infrastructure Fund (RTIF) funding may be appropriate for elements of the active travel and interpretation in Brodgar / Stenness area for example.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓	✓✓	✓	19	Medium	Short	OIC / HES / HIE
ICIA Output / Action		This Option offers benefit upon completion across all of Orkney; hence benefit for island community of Orkney as a whole, and also benefits for each of the islands that see an upgrade to their active travel network.					

AT_07: Extend Path to New Carness Housing (approx. 100m to bottom of Craigiefield Rd)

Identified as part of *Your Kirkwall* Place Plan and through the Carness Development Brief⁸¹, which sets out the principles for the development of the site KW-J on Carness Road in Kirkwall as informed by

⁸¹ [Weyland Development Brief \(orkney.gov.uk\)](http://www.orkney.gov.uk)



local and national planning and design guidance, this Option sees the extension of the footpath to the new Carness Housing to link in with the established footpath network to Kirkwall.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
\	✓✓	✓✓✓	✓✓	21	High	Short	OIC
ICIA Output / Action	Option offers localised benefit in outskirts of Kirkwall associated with new residential development. Similar opportunities exist to extend footpaths in some island localities that have identified footpath gaps (and other concerns / opportunities) that should be pursued in parallel through Option AT_11. Options AT_07 and AT_11 should be considered on an equal basis, although more work may be required develop the detail of items in Option AT_11 to take them to 'spade-ready'.						

AT_08: Kirkwall – Kirkwall Airport (via Inganess) Segregated Cycle / Walk Route

This Option and route was identified in the Kirkwall Airport Low Carbon Surface Access Scoping Study, which set out creation of a cycling route that includes moving the airport boundary fence in to create an off-road section running parallel to the road. The route would then join the bridleway to Inganess Beach, avoiding the A960. The route from the beach then follows along Inganess Road to Kirkwall centre. The route will be well-lit and landscaped (planted hedgerows) to protect from high-winds for long dark winter days.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓	\	10	Parked	Long	HIAL / OIC
ICIA Output / Action	Option offers localised benefit in outskirts of Kirkwall associated airport, but could also offer benefit for those travelling in from the outer north isles by air, should they wish to cycle to Kirkwall, perhaps partnered with the availability of E-Bikes (for hire) from the airport, which is picked up in option AT_16.						

AT_09: Public Realm Enhancements and Further Restrictions to Vehicular Access Through Kirkwall Town Centre (and supporting measures to make Kirkwall town centre more accessible)

This Option comprises public realm enhancement through Kirkwall Town Centre to further prioritise the pedestrian, cyclist and wheeler over vehicles. The Option would comprise further restrictions to vehicles over the present arrangements in the town. The aim would be to increase the attractiveness of the town centre, the shopping area, for those accessing the town centre and shops on foot and by



bike. This would include consideration of options to provide, for example, additional seating and bike parking facilities, building on the developments from the *Your Kirkwall Place Plan*.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓	✓✓✓	✓✓	20	Medium	Medium	OIC / BID
ICIA Output / Action		Option offers localised benefit in Kirkwall, and also benefit for those coming into Kirkwall from across the islands, many of whom will be on foot, via ferry / plane / ferry plus bus; hence benefits for all across Orkney.					

AT_10: Pedestrianisation / Add Further Restrictions to Vehicular Access Through Stromness Town Centre

This Option, similar to Option AT_09, comprises measures to restrict vehicular access through the main street of Stromness, to make the street (and access to the shops) more accessible and inviting for people on foot or cycling to and around Stromness. Again, this would include associated measures and infrastructure, such as seating and cycle parking.

The Stromness Place Plan ‘What’s Next for Stromness?’ comprises measures to enhance walking and cycling in and around Stromness with proposals for bike racks and shelters to be located in optimal places and improved signage around the town centre. This options therefore aligns with the proposals in the Place Plan, particularly around encouraging active travel in and around Stromness.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓✓	✓✓	16	Medium	Medium	OIC
ICIA Output / Action		Option offers localised benefit in Stromness, and also benefit for those coming into Stromness as visitors or via the Graemsay / Moaness Ferry Service, and from Flotta, including via the connecting bus services; hence some benefit localised and also for neighbouring islands.					

AT_11: Active Travel Action Plans (and long-term Delivery Plan) for Main Settlements, Villages and Smaller Settlements (work with communities and align with work done to date, e.g. Urban Design Frameworks; feed into Place Plans and 20-minute neighbourhood approach, decentralisation of services, new ways of working etc (e.g. Finstown, Dounby, Evie, Pierowall, Balfour Village, Eday, Whitehall))

This Option comprises the roll out of Active Travel Action Plans as part of wider Place Plans for main settlements, villages and smaller settlements and areas. This would work on the basis of developing and providing the capacity within communities to develop their own plans for active travel, and in association with a wide-ranging approach as described above. This would then need to be followed with funding, as per Option AT_12, to deliver packages of measures, some of which will be active travel, others with a wider (than transport) remit.



Both Place Plans for Stromness ('What's Next for Stromness?') and Kirkwall (Your Kirkwall) set out ambitious plans for walking and cycling without and around both towns. Project 13 (Safer Route to School) within the Stromness Place Plan sets out a new cantilever walkway along Ferry Road to create a continuous walking and cycling route between the town centre, schools, Hamnavoe and Copland's Dock; and Project 9 (Paths) sets out measures to create a network of paths around the town and cycling / walking trails along the coast. Active Travel is also a key focus within the Plan for Kirkwall with a propose Active Travel Path Network. These aspects can be drawn out to formulate specific Active Travel Plans for both towns.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	✓✓	✓✓	✓✓	27	High	Long	OIC / Communities
ICIA Output / Action		Option offers benefit across all localities etc. where it is applied, and in a tailored and with a person-centred approach to suit each locality including across the isles.					

AT_12: Fund for Improvements to Smaller Settlements, Villages etc (footpaths / cycle infrastructure following completion of Active Travel Plans to set out plan / priorities)

This option would ring-fence the necessary resources to target towards the Active Travel actions identified through AT_11 Active Travel Action Plans, developing an Orkney-wide long-term strategy.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	✓✓	✓✓✓	✓✓	28	High	Long	OIC
ICIA Output / Action		Option offers benefit across all localities etc. where it is applied, and in a tailored and with a person-centred approach to suit each locality including across the isles.					

AT_13: Active Access (review routes that could see reduced speed limits, to encourage more active travel (E.g. Old Finstown Road reduced to 40mph) akin to the Spaces for People approach developed through the COVID-19 pandemic)

This Option comprises a wide-ranging review of speed limits, and consideration of any routes that may be suitable for speed reductions to create a more appropriate and safer environment for particularly cyclists, but also walkers as part of considering the development of walk loops as visitor attractions, as noted in the Strategic Tourism Infrastructure Development Plan – creation of a series of shorter inland loop walks, combining existing routes, with new routes.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
\	✓✓	✓✓✓	✓✓	16	Medium	Short	OIC
ICIA Output / Action		Orkney-wide review and hence opportunity for benefits across all isles.					

AT_14: 20 mph Zones at all Schools

This Option comprises the implementation of 20 mph speed limits outside all schools across Orkney. At present there remain ten schools where a higher speed limit is in operation. This is also linked to Option AT_21 in terms of the continuation of School Travel Plans and the creation of a small projects intervention fund to support measures identified through School Travel Plans.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
\	✓	✓✓	✓✓	17	High	Short	OIC
ICIA Output / Action		Orkney-wide review and hence opportunity for benefits across all isles; all pupils experience benefits.					

AT_15: Travel Plans for Public Sector and Businesses (and financial / human resource support to delivery)

This Option involves promoting the benefits that are to be gained through undertaking travel planning activities throughout the public and private sector in Orkney.

This Option aligns closely with several others, including:

- AT_11: Active Travel Action Plans.
- AT_12: Fund for Improvements to Smaller Settlements.
- B&CT_07: Bus / Community Transport Strategy.

In order to develop and implement this Option there will likely be a requirement to make available resource to support travel plan development. This Option, for example then, could comprise the provision of flexible Travel Plan staffing resource, that would also support building capacity in terms of travel planning across the public and private sectors. Coupled with embedding the requirement for proactive travel planning as part of development and planning processes and procedures – for housing and business developments etc.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓✓	✓✓	16	Medium	Short	OIC / Other
ICIA Output / Action		Potential for Orkney-wide benefits; will necessitate a flexible and tailored approach to suit all area types, including the differing issues experienced across the isles.					

AT_16.1 and AT_16.2: Bike Scheme (aka ‘Boris Bikes’): consider potential for siting of bikes for use around Kirkwall and / or Stromness. This could be for conventional and / or e-bikes; appropriate sites would need to be identified as well as a suitable pricing structure to cover maintenance and re-positioning costs. The scheme could integrate bike hire with ferry tickets and could be available at all ferry / cruise terminals – could then develop to Orkney-wide, including in more remote / rural locations and across the isles.



A scheme to develop the infrastructure, cycles and management arrangements to roll out a ‘Boris Bike’ type scheme for Orkney. This will make cycles / e-bikes easily available to all, and with the right critical mass will support an increase in the attractiveness of cycling for both residents and visitors. Further work will be required to establish the degree of the critical mass required, the location of bikes and hubs, and the mechanism to manage such a scheme, including the development of a scheme across the isles (which could include linking in with already established offers in certain locations, including a number of the isles).

This Option fits well with the aspirations set out in the Place Plans for Kirkwall and Stromness to develop active travel and cycling in both towns.

AT_16.2 incorporates a similar scheme but with e-scooters as part of the package or offer as appropriate.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓✓	✓✓	✓✓	21	High	Short	OIC / BID / community
ICIA Output / Action		Potential for Orkney-wide benefits; design and develop to work in partnership with community efforts and aspirations. Potential to build upon success of established projects across the isles, supporting them to be as successful as possible as a tool to increase visitors and support islanders to use bikes that are available, and including when visiting the Orkney Mainland.					



AT_17: Active Travel Information / Promotion / Marketing (e.g. App-based: Go-Hi)

Packages of information, promotion and marketing focussed on promoting active travel have been shown to be successful, and this Option focusses on delivering an Orkney-tailored approach. There are lessons to be learned from other schemes, and this Option builds on all other Active Travel LTS actions in terms of promoting what is being achieved.

This Option will comprise the provision of information on cycle and walk appropriate routes, including App-based, such as through the Go-Hi app; as well as for example the offer of cycle training for adults and school pupils, promotion of cycle to work schemes, use of incentives (and improved facilities), and selling and promoting the benefits of active travel with regular messaging.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓	✓	11	Medium	Short	OIC / NHSO / Business
ICIA Output / Action		Potential for Orkney-wide benefits; design and develop to work in partnership with community efforts and aspirations.					

AT_18: Active Travel Network Maintenance Programme (ongoing programme of revenue funding secured)

As has been reported in the LTS, it is anticipated that there will be a notable increase in the proportion of Transport Scotland’s budget that is spent on active travel, so that by 2024/25 at least £320 million or 10% of the total transport budget will be allocated to active travel. It is expected that this will mainly focus on infrastructure developments, while this Option recognises that with an anticipated increase in active travel infrastructure, there will be an associated need to identify the resource and revenue to maintain this infrastructure on an annual basis.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓✓	✓✓	✓	20	High	Short	OIC
ICIA Output / Action		Will require an Orkney-wide approach to long-term maintenance. With lower demand and use in the isles, maintenance requirements will be lower, although may create some additional resources requirements on the islands. Infrastructure projects should be designed so as to minimise ongoing maintenance requirements.					

AT_19: Bike Racks / Trailers for Buses

The bike-on-a-bus issue is an interesting one because bikes are difficult to sit comfortably inside a vehicle where there are also people walking about and are likely to be thrown about; and generally could disrupt accessibility for other passengers. That said, this is an Option raised through the LTS process. This Option therefore would likely comprise the trial of rear bike racks (front racks are not permissible under UK law) or a bike trailer on some, well-publicised, routes / services (e.g. X1 service).



This would need to be carefully developed in terms of operating procedures and to ensure the use of the facility does not unduly affect aspects such as service punctuality.

Orkney was indeed one of the first places to trial bike racks on buses; the initiative was not successful due to the fact that the drivers did not want to shoulder responsibility for lifting bikes on and off. More of an issue currently is that e-bikes would require a two-man lift which would not be feasible.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓	✓	11	Medium	Short	Bus Operator / OIC
ICIA Output / Action		Probably only viable on Orkney Mainland where there is use of conventional services. Shorter distances on other isles, and therefore perhaps less demand for such a service. Beneficial on Orkney Mainland in terms of offer for visitors (and residents) to get about further by combination of bus and bike. That said, should not be ruled out prior to further consideration by communities right across Orkney.					

AT_20: School Travel Plan Programme and Small-Scale Intervention Fund

This Option would see the creation of a ring-fenced small-scale intervention fund to address measures identified through the School Travel Plan process at various schools across the County, that would be aimed at supporting safe routes to school and at encouraging addition uptake of walking and cycling to school. The ‘What’s Next for Stromness?’ Place Plan identifies a fairly major project to develop a safer route to school along Ferry Road, between the school and town centre. This proposal could sit within the wider Road Strategy for Orkney as in Option Roads_09.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
\	✓	✓✓	✓✓	19	High	Short	OIC / HITRANS
ICIA Output / Action		Open to the whole of Orkney. Orkney Mainland based schools are further advanced in terms of School Travel Plans, so this Option together with continuing the rolling programme of school travelling planning could particularly benefit schools across the isles network, and could be linked up with Options AT_11 and AT_12 in terms of wider Active Travel networks.					

AT_21: Additional Bike Parking (identify suitable locations for well-placed, secure and protected parking)

This Option would focus on providing additional, well-placed, cycle parking right around Orkney. This would be a particular element and output of Option AT_11 Active Travel Action Plans, in terms of establishing the best locations for and design of these facilities – this could include to link in to core bus network as well as in and around the towns and other settlements, and at transport interchanges, such as piers and airfields around the isles. This will align with proposals set out in the ‘What’s Next



for Stromness?’ Place Plan which has active travel firmly embedded within the plan: Project 17 EV and Car Parking Proposal 1 seeks to install cycle racks and shelters throughout Stromness.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓	✓✓	✓	19	High	Short	OIC / HITRANS
ICIA Output / Action		Open to the whole of Orkney. Plans developed in coordination with communities and cycle users.					

Bus and Community Transport

B&CT_01: Airport Bus – Fill PM Timetable Gap (conventional bus or demand responsive options to be considered)

This Option comprises the provision of services between Kirkwall Airport and Kirkwall Town Centre during the timetable gap on Monday to Thursday afternoons, when the bus is otherwise engaged in providing home to school transport services. The airport bus usually runs on a half-hourly schedule, and has two full rotations missing in the schedule, the 1515 and 1545 departures from Kirkwall Travel Centre and corresponding 1530 and 1600 departures off Kirkwall Airport.

This Option could comprise the use of a conventional bus service, which would likely come at significant supplementary cost, or options utilising DAB, taxi services, a separate tender or other options should be explored.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓	✓✓	✓✓	16	Medium	Short	OIC
ICIA Output / Action		The present ‘gap’ in the timetable hits particularly the connections to the afternoon inter-island services, and so has an adverse impact for isle residents particularly – leading to extra cost (for a taxi) or having to cut the day in town short by travelling earlier (on the bus). This Option will therefore have particular benefits for outer north isle residents that have air services.					

B&CT_02: Plug Geographical Gaps in Services (e.g. through South Ronaldsay to Burwick, parts of West Mainland, connections to College etc. with additional service provision to match established service levels in other areas)

This Option recognises the gaps in the geographical provision of local bus services, particularly across the Orkney Mainland, and sets out that these will be filled with additional services that will be provided on a similar level to services in equivalent areas, that is a minimum of AM and PM to suit a 9-5 work pattern in Kirkwall for example, plus some middle of the day services throughout the week to allow for shorter leisure / shopping / health and care trip making. Additional services would require supplementary vehicle and driver requirements and so would come at additional, and probably significant uplift in cost.



There have been initiatives to try and address this issue; for example a one day per week service to and from Burwick was proposed in the tender process but there was no market interest.

As such, this Option would also consider alternative, perhaps better value for money options for achieving the same aims of plugging network gaps – for example, working with DAB, taxi operators and community groups based in these locations to explore alternative delivery mechanisms. This consideration then links well also with Options B&CT_10, 11, 13 and 14 particularly.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓	✓✓✓	✓✓	22	High	Long	OIC
ICIA Output / Action	Gaps are mostly identified as being on Orkney Mainland though there are also gaps in service across some of the isles. This Option would deliver some level of equity across the Orkney Mainland in terms of access to public transport services.						

B&CT_03: Provide Evening Bus Services into Kirkwall (consider options for frequency and service provision)

This Option comprises the provision of evening services into leisure activities in Kirkwall, which could be offered initially on a pilot basis. It should be noted that it could take some time for the demand for such services to fully materialise, although working with communities and with particularly young people and destinations, particularly the Pickaquoy Centre, could identify the best opportunities for services.

Work is progressing on this initiative in financial year 2022/23 with the use of funds from the Smarter Choices fund. OIC is working with youth services to determine the best operation of a pilot of evening services.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓	✓✓✓	✓✓✓	21	High	Short	OIC
ICIA Output / Action	This Option would benefit people living in more rural / remote areas of the Orkney Mainland that do not at present have any public transport connections in the evenings into Kirkwall for access to particularly leisure services. This would bridge the gap between what is provided in Orkney compared to the Scottish Mainland, particularly more urban areas where such services will be more commonplace. This Option does not address the issues identified around access for isle-based young people particularly to participate in sport, leisure and other opportunities, which tend to be offered on the Orkney Mainland. Further options and action required to address these barriers, which should be picked up through Option B&CT_07.						



B&CT_04: Remove Double-running, Re-distribute Resource to Provide Additional Connections into the Core X1 Route (formalise "good" interchange with X1 at Harray Road End or Finstown and consider other locations – provide feeder services – either with conventional or demand responsive service)

This Option emanates from discussion with the Orkney Mainland bus service provider that identified that there is “double-running” along the core X1 service route, with other subsidised services also using part of the route into Kirkwall, which means that buses can often be following each other along the route; this presents the opportunity to consider whether double-running could be replaced with interchange, and then with additional feeder services used with the running (vehicle and driver time) that is ‘freed’ up.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓	✓✓	✓✓	20	Medium	Short	OIC
ICIA Output / Action		Option focusses on prospective benefits on Orkney Mainland. Island / remote communities tend to have fewer bus services than urban areas so any improvement in bus services would be welcome – important to consider also similar enhancement in other localities across the Orkney Mainland and across the isles.					

B&CT_05: Route Buses via Kirkwall Pier (to better connect with ferry service arrivals and departures)

This Option simply routes bus services via the Kirkwall Pier, perhaps with only a few connections in the day, to match with the arrival and departures of the outer north isles ferry services, to provide visible and good interchange opportunities. At present the Airport Bus Service and Kirkwall Town Service travel adjacent to the pier, but do not travel onto the pier. There are obvious considerations / challenges, such as time available within the schedule to accommodate any additional running.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
\	✓	✓✓	✓	12	Medium	Medium	OIC
ICIA Output / Action		Option focusses on prospective benefits on Orkney Mainland at the interchange with outer north isles services, hence, if deliverable would offer particular benefits to isles residents travelling to / from the Orkney Mainland.					

B&CT_06: Improve Cruise Connections (including consideration of land train from Hatston, hydrogen / electric vehicles, e-bikes, consideration of autonomous vehicles)

This Option focusses on cruise connections via public transport / closed bus services, such as the cruise shuttle services between Hatston and Kirkwall. This includes investment (through contract arrangements) in alternative fuel vehicles for shuttle services, as well as packaging with associated projects for the cruise market, such as e-bikes etc. being available for cruise passengers.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓	✓	\	15	Medium	Medium	OIC
ICIA Output / Action		Option focusses on prospective benefits to cruise visitors to Orkney. Cruise activity predominantly offers benefits on the Orkney Mainland, and so differential impacts across Orkney, with smaller isles seeing lesser / no impact. Necessary opportunity through this Option to enable shift to net zero associated with cruise activity.					

B&CT_07: Bus / Community Transport Strategy (and delivery fund) for each isle (to support development of options cognisant of island community, visitor and cruise needs. Consider conventional, demand responsive, car club, e-bikes, etc. as part of access strategy)

This Option sees the development of a bus and community transport strategy for each isle / locations, which would also require an associated development – capital and revenue – fund for each isle and locality. These would focus on developing a holistic approach to needs across each community – considering optimum mix of conventional public transport, community transport, DRT etc.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓✓	✓✓✓	✓✓	22	High	Medium	OIC / Communities
ICIA Output / Action		Option develops holistic approach to best match needs with transport mix of conventional public transport and community transport etc. tailored to suit community needs developed with communities. Will require additional investment to deliver additional services to support realising objectives. Benefit across all island communities.					

B&CT_08: OIC In-house Operation of Bus Services (isles, fill gaps on Orkney Mainland network, etc. and consideration for following current contract period)

This Option builds on options explored in earlier studies to run bus services in-house – OIC operation. This would be an option to consider as part of deliberations in advance of the next contracting of public bus services.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	\	✓	✓	8	Rejected	n/a	n/a
ICIA Output / Action		No direct impact in terms of ICIA, although if any delivery can, for example, achieve better value for month, in which case additional services can be supplied then this could have positive impacts in terms of those communities that currently have limited or no services.					



B&CT_09: Kirkwall Park & Ride (P&R) (Harray Road end / Finstown / Kirkwall Airport etc.)

Informal P&R already occurs at sites such as Harray Road End, with passengers joining the X1 service into Kirkwall and Stromness. This Option would formalise these P&R sites with enhanced facilities for example, and promotion of the P&R interchange opportunities.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓	✓	14	Low	Medium	OIC
ICIA Output / Action		Option focusses on benefits for Orkney Mainland – bus services / P&R etc. are less well developed in island locations / rural areas, so any enhancements welcome.					

B&CT_10: Place / Community-based Re-design of Network with Small Vehicles (to match community need / Uber-style / DRT / access to employment / visitor access to sites etc.)

This Option advocates a focussed and community-based approach to design the future network of the public / community transport system for Orkney – this could be a differing approach in each community building upon the needs and opportunities that exist within the community. This will look to both existing, traditional models of provision, and also consider emerging technologies and initiatives, including App-based DRT booking of services, and aspects tailored to support particular groups, such as low income households.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓✓	✓✓✓	✓✓	22	High	Medium	OIC
ICIA Output / Action		Option recognises that different communities – across Orkney Mainland and across the various isles – have different needs, and focusses on developing a package based on community needs and opportunities; there is a need to recognise that communities will have various levels of capacity and capability to develop this Option, and so thought should be given to how this work can be supported and facilitated.					

B&CT_11: Work with DAB and Other Community Transport Providers (to continue to improve services & value for money)

This Option centres on working in partnership with Community Transport providers, existing and prospective, and including the largest DAB, to support the sustainability and development of their service. This Option recognises the need for investment of time, and over an appropriate period of time, to this exercise to support transition to the most efficient and effective means of provision to maximise value for money and service provisions.

This Option will dovetail with several other relevant options, notably Option B&CT_10 as Community Transport providers should be pivotal to the community-based approach of B&CT_10 and should be part of the development and indeed delivery of solutions.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓	✓✓✓	✓✓✓	21	High	Medium	OIC

ICIA Output / Action	It is recognised that there is not universal community transport provision across the whole of Orkney – DAB covers much of Orkney Mainland, and for their members – people who are older and people who are disabled. It is identified here that there is a need to consider options, as well as working with existing Community Transport providers through this Option, to also work with prospective providers, and to consider options to ‘plug’ gaps in terms of community transport provision – that is both geographical gaps – e.g. on many of the isles – and also for people with shared characteristics right across Orkney – e.g. those in low income households, or young people for example, or indeed any people living in areas which have no other transport options.
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B&CT_12: Merge Community / Social Transport Assets and Provision (non-emergency patient transport, renal transport, access to day centres, SEN transport etc – consider in-house / franchise / tender services)

This Option follows a recommendation from the 2017 Community Transport Review to merge cross-sector elements of community transport, including within Social Services, NHS services and with wider Community Transport provision. This work has not progressed, not least due to changes in work pressures and needs associated with the onslaught of the COVID-19 pandemic – it would however be opportune in parallel with earlier options to re-visit this Option and to identify the resource and other requirements associated with moving this Option forward. This will require input, cooperation and participation from NHS and OHAC.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓✓	✓✓	19	High	Medium	OIC / NHS / OHAC

ICIA Output / Action	This Option would be Orkney-wide and would focus equally on solutions to address gaps in current provision (including as recognised on several of the isles) as well as increase the value for money and coverage / benefits associated with existing services, particularly on the Orkney Mainland, and also recognising the gaps that presently exist and the accessibility barriers that this creates for some people, both geographically and for those with shared characteristics, e.g. those within lower income households.
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B&CT_13: Develop Orkney Strategy for Flexi MaaS (car club, car share etc.)

This Option would comprise packaging a range of actions through a Mobility as a Service (MaaS) model and interface (App) to match the needs of communities across Orkney. This could build on the Go-Hi (HITRANS) model with the platform offering instant access to book buses, taxis, DRT, car clubs, air travel and car hire, bicycle hire and ferries. This Option relies on the success of developing supporting transport measures to ensure that travel options are available and accessible across communities, and so is reliant upon several earlier and subsequent actions and developing those successfully in partnership with communities. This could include, but is not limited to:



- Car club, including with EV vehicles and building on existing projects.
- Car sharing, including suitable approach to promotion emerging out of the COVID-19 pandemic.
- Car / Bike / e-Bike / Scooter etc. loan / library scheme – affordably priced / targeted.
- Integration of emerging community transport schemes.
- Integration of all conventional public transport services, including bus, ferry services, air services, taxi etc.

It will be necessary to consider pricing, and coordination of costs, critical mass needed for individual aspects etc.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓	✓✓	✓✓	17	Medium	Medium	OIC / HITRANS
ICIA Output / Action	This Option will be most successful and offer equality of benefit when it is built upon a foundation of a well-developed network of transport and other actions to suit the needs of all communities across Orkney – the basis should, and in keeping with the NIP spirit, will be that this Option is developed to ensure equality of benefits.						

B&CT_14: Implement Orkney-wide Uber-style Network (including to replace conventional services, commence with trial operation)

This Option could commence with a trial operation, and would see a change to the way in which public transport is provided – rather than conventional fixed routes and timetables, this would involve stimulus to roll out an uber-style network of smaller vehicles, perhaps in community ownership, and which could be operated flexibly. This Option would require further development and consideration alongside and through BC&T_10 to design from a community- and place-based approach.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓	✓✓	✓✓	17	Medium	Long	OIC
ICIA Output / Action	Trial operation could test the structure and operation of this approach, which if successful could be developed and evolved to offer benefits right across Orkney. In any pilot it would be vital to consider keys to success and the replicability of the project to other areas, including isle applications; this should be factored into the design approach for any pilot project.						



B&CT_15: Airport Bus – Improve Interchange with X1 Service

This Option would simply try to better align the X1 arrivals and departures at Kirkwall Travel Centre with the arrivals and departures of the Airport Bus, so as to minimise wait time, but still allowing a reasonable interchange time to allow for movement between services, and for any minor late running etc. This would also then need to consider, if amending the Airport Bus timetable, the consequences on interchange with the flight timetable, particularly the internal air services to the outer north isles.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓	✓	19	High	Short	OIC
ICIA Output / Action		This Option if deliverable could maximise the attractiveness of bus connections to Kirkwall Airport which would be beneficial for those living / travelling along or via the X1 bus service, as well as those travelling in from the isles to locations other than accessible via the Airport Bus service. Careful consideration would need to be applied so as not to hinder current accessibility and interchange between the internal air services (that serve the six outer north isles) and the present Airport Bus schedule.					

B&CT_16: Further Enhancements to Airport Bus Service (e.g. flight + bus tickets, enhanced information, concierge-type customer service within airport terminal, etc.)

This Option packages the enhancements as set out in the Kirkwall Airport Low Carbon Surface Access Scoping Study, including promotional aspects for the airport bus service, further information, concierge-type customer service provision etc.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓	✓✓	✓✓	13	Reject	n/a	n/a
ICIA Output / Action		Any enhancements could be particularly beneficial to residents served by the internal air services, that is the six outer north isles.					

B&CT_17: Regular Jump-on Jump-off Bus Services Linking Key Tourism Sites (e.g. World Heritage Sites circular, East Mainland / Linked Isles)

This Option comprises the development of tourism-based offers building upon the earlier success of the T11 (commercially-run) service around the West Mainland. In 2022, this is being developed by the operator and in response to changing operating practices at the major World Heritage Site locations to encompass East Mainland as well as West Mainland in a service – the service will cover (out of Kirkwall) St Margaret’s Hope, the Italian Chapel, Stromness and West Mainland (including Ring of Brodgar).

Progress with this service should be followed, along with opportunities to support other similar services, including as a means of managing pressure from mass tourism, and supporting the growth in *green* tourism.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓✓	✓✓	✓✓	21	High	Short	Partners / Commercial
ICIA Output / Action		This Option has a Orkney Mainland focus due to its link with demand created with mass tourism. Tourism requirements, from an isles perspective, should be considered as part of B&CT_10 to develop appropriate service offers for each locality / island to meet resident as well as visitor needs, particularly recognising the importance of visitors to the island economies, and as a means of reducing the need to take a vehicle on the ferry when travelling to the isles particularly.					

B&CT_18: Tailored Ticketing Options (e.g. for visitors / cruise passengers. Plus integrated ticketing, e.g. plane PLUS bus, ferry PLUS bus. Sell tickets on-board cruise ships)

This Option comprises upgrading ticketing options and also considers the development of integrated ticketing, which has long since been aspired to. That said, with the advent of card payments, smartphone / smartwatch payment, this Option is perhaps less valuable as an option to make easier travel on public transport and across public transport means.

There is continued merit in considering the means to make ticket sales more efficient, and particularly highlighted is the interaction with volume tourism, so for example, enabling and promoting pre-purchase of tickets either online or on cruise ships for example to reduce delay caused at the point of boarding buses.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓	✓	11	Rejected	n/a	n/a
ICIA Output / Action		Would benefit all communities around Orkney, particularly island communities where more than one mode of transport is common for a single journey.					

While this Option has been rejected from the mix as part of the LTS, there remains merit in this being taken forward as a cruise / volume-tourism focussed issue, which is picked up elsewhere as part of the Tourism Infrastructure Development Plan.

B&CT_19: Convert Bus Fleet to Hydrogen

This Option would see the conversion of the bus fleet to hydrogen propulsion as the technology progresses to suit the nature of the fleet used in Orkney. The current low-carbon fleet as part of the public and school bus contracts comprises 34 new fully-accessible and low carbon buses, which meet current Euro 6 emission standards.

While hydrogen fuel cell buses are becoming more commonplace for local bus services, at present this is focussed on urban services with larger vehicles / double-deckers – with further development required to progress with smaller / medium size vehicles as are used in Orkney. These developments are falling behind progress being made in the urban operating environment due to the more



commercial nature of these urban services, together with the increase in Zero Emission Zones (ZEZs) etc. A public sector intervention, such as funding for the bus manufacturing industry to develop the technology in smaller vehicles more suited to rural / remote operation would be beneficial in making progress.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
\	✓✓✓	✓✓	✓✓	16	Medium	Long	Operator
ICIA Output / Action	This Option would be applicable across Orkney, with alternatively fuelled vehicles transitioned to all elements of the public transport network. This would not necessarily offer any benefits in terms of improved accessibility or connectivity, but would support wider goals around the move to net zero, and could reduce longer term operating costs, which in turn could be utilised to provide additional services and so long-term plug geographical gaps in the network or to provide additional services, such as evening services, which could offer wider benefits across all locations and islands etc.						

B&CT_20: Review Locations and Facilities for School Bus Pick-up / Drop-offs

This Option was suggested through consultation to consider the locations and facilities available at school bus pick-up and drop-off points; particularly highlighting that there is no established procedure for such exercises at demand and pick locations shift to meet the needs of children eligible for home to school transport.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
\	\	✓	\	10	Rejected	n/a	n/a
ICIA Output / Action	Relevance right across Orkney.						

Although rejected here as part of the Local Transport Strategy, there is merit in considering these reviews as part of locality plans and / or through the arrangement for home-to-school transport in partnership with the Roads section within the Council, and with other partners such as young people and local Community Councils.

B&CT_21: Reduce Bus Fares for Targeted User Groups (consider free travel for some / all / introduce student discounted ticketing)

This Option builds on the (national) concessionary travel schemes providing free bus travel for people who are older and people who are disabled and more recently the introduction of free bus travel for people who are aged 22 and under. This Option would develop and consider options for providing free travel to some / other groups in society, including for example students (who are not aged 22 and under) and / or low income families.

A further extension of this would be to consider free travel for all, either on a promotional basis or a more permanent basis.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓✓	✓✓	21	High	Short	OIC

ICIA Output / Action	<p>As per the established concession schemes and the U22 concessionary schemes these offer benefits across the isles, BUT only in locations where bus services are available. In a highly subsidised service provision and where routes are thin and where many communities / islands do not have existing provision, it is unlikely that this Option in isolation would be sufficient to stimulate any additional services and hence will not address accessibility broadly.</p> <p>This Option will offer benefits to those dispersed across Orkney in lower income households (where these households are within reach of a bus service) the benefit of which should not be overlooked.</p> <p>This Option would proceed optimally in combination with Options BC&T_2, BC&T_7 and BC&T_10 that could layer this Option also with actions to address physical gaps in accessibility and connectivity together with affordability aspects considered through this Option.</p>
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B&CT_22: Use Buses / Community Transport to Move Goods (e.g. bloods / samples / medical – consider secure boxes on-board / other supplies)

This Option would develop a project to transport goods, such as medical supplies, via established bus and community transport services to reduce the need for supplementary transport with the aim of reducing the environmental impact of combined public transport and logistics and distribution.

Such examples have existed in the past of moving for example fresh milk and newspapers via scheduled services, and further present examples exist of having *secure* delivery boxes aboard buses that can connect with for example distant / remote health care facilities.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	\	\	14	Medium	Short	Operator / NHS / Partners

ICIA Output / Action	This Option does not have a significant or differential impact across Orkney or the islands, but offers the potential to make beneficial contributions to environmental impacts.
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This Option could develop optimally in combination with MaaS and other technological solutions, which could be used to provide real-time information on location of distribution etc.

B&CT_23: Develop Orkney EV-based Car Club (consider EV library / wheels to work scheme for target groups e.g. those in low income households with no suitable alternatives)

This Option is based around supplying a pool of EV vehicles that would be available either as a *library* or through a car club scheme – the aim here would be to target this towards low income households and / or those that do not have access to conventional public transport for example, and where the



availability could support for example access to employment or linking people up with health / leisure / caring etc. needs.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓	✓✓	✓✓✓	18	High	Medium	OIC / Partners
ICIA Output / Action		This Option could be a suitable model to develop right across Orkney, including across any or all isles, hence offering benefits to those particularly in low income households that are understood to be dispersed across all geographical areas; hence the benefits could be equally dispersed across all areas with the right project design. Widespread geographical availability would be a key consideration in terms of scheme design.					

B&CT_24: Develop Fleet of Smaller Vehicles to Deliver Public Bus Services / Decouple from some School Transport

This Option comprises an alternative mix of vehicles that are used to provide public transport services, for consideration following the current contract period – this would consider the use of smaller vehicles to provide some public bus services, and potentially also home-to-school transport. It is anticipated that the fleet in question would be low / zero emission and would be designed so as to optimise home-to-school transport demands and community needs and demands.

Across Orkney as a whole around 48% of school pupils are eligible for free home-to-school transport, that is a little over 1,300 pupils. This varies significantly by school, but with known figures it is possible to feed this into long-term planning as part of the whole transport mix.

This Option would be developed in parallel with several other Options, particularly B&CT_2, B&CT_3, B&CT_10, B&CT_11, B&CT_12, B&CT_13 and B&CT_14.

It should be noted that without considering major changes to the way in which school transport is organised that this Option would be costly and likely not feasible. It would likely only be possible in specific areas or around specific settlements.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT THE LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓✓	✓✓✓	✓✓✓	16	Medium	Long	OIC
ICIA Output / Action		This Option has the potential to offer benefits across the entirety of Orkney with the right planning, and with no adverse differential impact.					



B&CT_25: Increase Bus Frequencies Across Network

This Option responds to a call for enhanced frequencies across the entirety of the network. That said, it is further highlighted that gaps in the density of the network mean that even enhanced frequencies have benefits limited to those that are located within reach of the existing network.

For reasons already noted the public bus network is aligned to and constrained to an extent by the home-to-school bus network, and the availability of vehicles and drivers on the back of this. As such, it is flagged that any increase in bus frequencies will inevitably come at significant cost to provide the step change in additional vehicles / drivers (if based on the current operating model).

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT THE LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓	✓✓	✓✓✓	18	Medium	Medium	OIC
ICIA Output / Action		<p>As has been described in earlier sections the existing network is constrained in terms of its reach. Any increase in frequencies, while welcomed by those within reach of the existing network, would offer limited / no benefits to those beyond the existing network, which particularly includes a number of the isles. Hence, if this Option was delivered this would offer benefits in limited locations, and consequently those islands and other locations that have no service at present could be considered to experience further disbenefits.</p> <p>Therefore, this Option, from an ICIA perspective would require to be developed in parallel or following growth of the public transport network to other – presently unserved – locations and islands. This should be developed in partnership with communities as per Option B&CT_10 so as to develop the most fitting solutions for communities and islands.</p>					

B&CT_26: Improve Bus Service Information (quality / availability, and general measures to make bus more attractive)

This Option focusses on improving bus (and public transport) information, in terms of quality, reliability, availability etc., and general promotional measures to present bus as a viable and attractive Option for travel.

Work has been progressing in respect to this Option with the provision – in partnership with HITRANS – of high-quality at stop timetable information on a common template that is being rolled out across the whole of the Highlands and Islands.

The operator also has a quality offer in terms of information via their app and website, and the new vehicles throughout the Orkney Mainland network support the accuracy and reliability of this with on-board facilities, including a future development to provide stop-level audio information, which could be particularly beneficial for visitors to Orkney unfamiliar with locations and the bus network.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT THE LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
\	✓	✓	✓	13	Low	Short	OIC
ICIA Output / Action		As the network is 'patchy' and there are gaps in terms of provision both on the Orkney Mainland and across the isles the benefits of this Option are reserved for those able to access current services. Any future development of services to new locations as per other options should include alignment with this Option to have high quality information available, which will ensure the benefits are accrued to more and more geographical locations in time.					

B&CT_27: Facilitate Car Pooling / Sharing (post COVID-19)

This Option focusses on enhancing the attractiveness and promotion of car pooling / sharing as a valid transport option. The aim here would be to target this towards those making common journeys, including on a regular basis, to reduce the number of car trips, to support accessibility where public transport does not necessarily (at present) reach and to help address high cost of travel by sharing of costs.

While car and vehicle sharing has been discouraged during the COVID-19 pandemic – for example, the car sharing advice has been that 'you should not share a vehicle with anyone from another household, unless you absolutely have to' – *the Route Map to achieve a 20% reduction in car kms by 2030* sets out that there will be some individuals or journey types for whom the private car may remain the only feasible mode of travel, including those in rural areas and island communities, those with specific disabilities and businesses with specific travel needs. In order to support these individuals and businesses to reduce their car use, actions to promote the combining of trips and support the sharing of journeys with others will be important to help reduce overall car kilometres.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT THE LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
\	✓	✓	✓✓	12	Low	Medium	OIC
ICIA Output / Action		This Option is potentially very accessible right across Orkney with no geographical barriers to participation. That said, there is likely to be more travel opportunities or matches available in more populated areas.					

Decarbonisation – Reduce, Refuel, Rethink

CO2_01 Decarbonise Council and Public Sector Vehicle Use

This Option represents what will eventually become a requirement; that all vehicles are running on zero carbon fuels. Indeed by 2032 there will be no new diesel or petrol cars for sale in Scotland. Public sector fleets in Scotland must phase out the need for new petrol and diesel cars and light commercial vehicles by 2025.

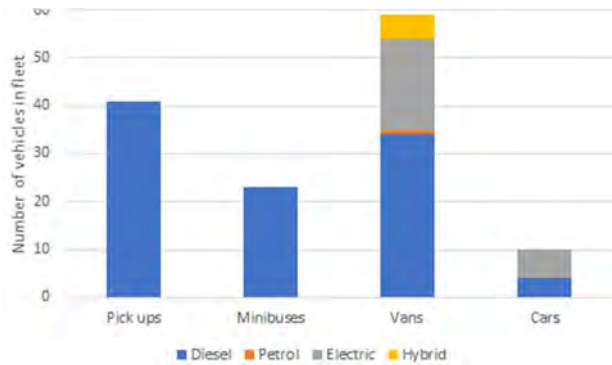
At the moment there are just over 130 smaller vehicles within the Council fleet (pick-ups, vans, cars small buses) plus three sweeper vehicles.



There is already some conversion to electric and hydrogen (hybrid) – a total of 25 vans and cars.

There are another 50 larger vehicles within the fleet comprising lorries, dustcarts, recycling vehicles and larger sweepers. These are mostly fuelled by diesel.

There is a replacement programme in place, which looks to replace vehicles on an ongoing basis. Indeed some of the cars within the fleet are on lease terms and which are electric and a substantial number of vans are already electric or hybrid – thus there is an existing policy towards decarbonisation.



A review of this replacement programme is required, as well as consideration of how to decarbonise the larger vehicles within the fleet. It may also be worthwhile capturing marine vessels within this exercise and including the number of electric bicycles that are now owned by the Council.

The outcome of this Option will be to have a route map in place for the full transition of the fleet to net zero fuels. Ultimately this should be widened to include other vehicles and vessels utilised or contracted by OIC within the supply chain to provide services – buses, aircraft, ferries and other marine vessels.

Decarbonisation of vehicles utilised within the wider public sector is encompassed within this action also. So, for example, NHS Boards must remove all petrol and diesel fuelled cars from their owned and leased fleets by 2025 or earlier where possible, and must phase out the need to purchase or lease any petrol and diesel fuelled light commercial vehicles by 2025 or earlier where possible, and phase out the need for it to purchase or lease any petrol or diesel vehicles by 2030 or earlier where possible.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT THE LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓✓	\	\	13	High	Medium	OIC
ICIA Output / Action		This Option concerns decarbonisation in the public sector across Orkney Mainland and the islands, with regard to OIC fleet and also use of other vehicles and vessels.					

CO2_O2 Re-fuel Other Fleets (support for transition (private, third sector, commercial, taxis, driver-hire (tours))

The Council will support other agencies and Government bodies to promote support and seek funding towards the re-fuelling of other transport fleets – such as commercially operated logistics companies, taxis and tour operators, and community owned and operated vehicles / fleets.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT THE LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓✓	\	\	11	Medium	Medium	Other Agencies / Scottish Government
ICIA Output / Action	Some island communities have been successful in attracting support for electric minibuses and bicycles. Support to all communities on the Orkney Mainland and islands to disseminate information about how to achieve this would benefit all.						

CO2_03 Support a ‘Just’ Transition (enabling all members of society to participate)

The principle of just transition is that the vision of achieving a clean environment should be a fair and equitable one for all members of our community. It will be important to consider those that do not currently have access to transport, or have poor connectivity and those who might have insufficient income so as to afford to purchase a more efficient or electric vehicle.

The Scottish Government has committed to delivering ‘just transition plans’, co-designed and co-delivered by communities, businesses, unions and all society. The Just Transition Commission will support the production and monitoring of such plans.

The Council could consider developing its own just transition plan which might include specific transport-related actions, such as setting up preferential rates for car clubs and EV hire for particular groups within society, for example.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓✓	✓✓	✓✓✓	20	Medium	Medium	OIC
ICIA Output / Action	Any ‘just transition plan’ needs to be Orkney-wide.						

CO2_04 Re-fuel Aviation

There are already several initiatives underway looking at re-fuelling the aviation sector, both for small and larger aircraft.

Project Fresson is being led by Cranfield Aerospace Solutions (CAeS) and comprises research into hydrogen fuel cell technology to develop a commercially viable, retrofit Britten-Norman Islander aircraft.

The plan is for this to be trialled in Orkney on some of the shorter inter-island air routes. The aim is to deliver an emissions-free hydrogen-fuel-cell-powered flying demonstrator by September 2022.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓✓	\	\	13	Medium	Short	Other
ICIA Output / Action		OIC will support Project Fresson and other similar initiatives to ensure that Orkney remains the preferred Option for demonstrator projects such as this. Has the potential to benefit one or more islands.					

CO_05 Re-fuel Internal Ferries and Associated Harbour Infrastructure

The Council is currently looking to replace part of the inter-island ferry fleet (serving the outer north isles and Rousay, Egilsay & Wyre routes) within the next five years if possible, with feasibility and design work commencing in 2022. As part of the feasibility work options for fuel technologies and the ability to convert at a later date will be considered. The timeframe for new vessels does not align well with the commercialisation of new fuel technologies, particularly with regard to hydrogen and ammonia – as a result the optimal solution may be to ensure that any new vessel constructed before 2030 can easily be converted / retrofitted in the future.

This feasibility work will also consider what fuel storage and distribution requirements will need to be accommodated at ferry terminals in Orkney. This will also align with current plans for the development of a storage and distribution hub for future fuels, where this will be located and how fuels can be distributed to the various terminals.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓✓	\	\	12	Medium	Medium	OIC
ICIA Output / Action		The inter-island ferry service includes all populated islands in its network, and so this Option has the potential, through the delivery of replacement vessels and all that that will entail – including step change in accessibility – to benefit all relevant isles.					

CO2_06 Develop Community Hubs (and support nomad working to reduce need to travel / travel far)

This Option ties in with the development of place and locality plans, creating Orkney-appropriate 20-minute neighbourhoods where people can easily access their needs and opportunities thus reducing the need to travel far or at all. There is some evidence of this happening on some islands already, but only informally and anecdotally.

An initial pilot could be run after identifying up to three potential locations; two island locations and one mainland location – potentially Dounby as this would align with the current 20-minute neighbourhood study. The aim would be to identify a suitable community location where someone can go and work, undertake virtual meetings, with access to the internet, telephone signal and printer. Once the locations have been identified a system would be set up to advertise the space, support location and re-location of roles, administer bookings, manage and evaluate the exercise.



If successful this could be rolled out and marketed as an Orkney-wide ‘hot-desking’ network, with an aligned approach and level of quality. Public, voluntary and private sector roles could be based at a hub, and Council (and other) workers visiting islands could book the space while on a visit, as could tourists and of course island residents.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓✓	✓✓✓	✓✓	21	High	Short	OIC
ICIA Output / Action	Initially a particular island will benefit from being selected – the longer term aim is to have a similar facility on each island – this could have significant positive benefits for an island and locality, including critically supporting the development of sustainable population profiles in island and more remote localities.						

CO2_07 Develop a Plan for EV Charging Infrastructure

The Scottish Government’s Climate Change Plan update (CCPu) includes an aim to phase out the need for new petrol and diesel cars and vans by 2030. The Government is working with the Scottish Futures Trust to enable more private sector financing and delivery of public EV charging infrastructure.

Technologies will advance quickly over the next decade particularly in terms of battery efficiency and range and the likely corresponding reduction in battery cost could drive increased ownership – alongside the ban on the sale of new petrol and diesel vehicles. The envisaged growth will need to be met with availability of suitable and convenient EV charging infrastructure.

The Option comprises the development of an OIC Plan for EV charging infrastructure in Orkney, taking into account technology as it advances, operating models, maintenance and renewals. The Plan should be cognisant of the work undertaken by OREF, with a view to also developing an OIC Strategy for EVs alongside the plan for charging infrastructure.

The Plan will need to consider a range of important aspects associated with what will be needed in the future with regard to charging facilities, where charging points should be located, what type of charging is required (e.g. ultra fast versus slow charging) and what kind of tariffs should be charged, and critically how the network will be operated, maintained and replaced in time.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓	✓✓	\	16	Medium	Short	OIC
ICIA Output / Action	Important that all islands are included in any plan, and that the plan is developed so as to be fitting to the needs of islands, including needs that will differ from one island to the next. For example, it is anticipated that the new EV Strategy will continue to sensibly focus on the hierarch of charging at home primarily, using public charging infrastructure sparingly, but also not increasing charging prices up to such an extent that this disadvantages those that can’t charge at home. From an isle perspective, this includes enabling iniquity of charging, so instead of 50k rapid charger, perhaps a bank of slower charges, and located in the vicinity of any homes that do not have parking at homes, and						



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
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	coupled with supporting location of chargers at other places where people dwell, such as at B&Bs and self-catering accommodation.
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CO2_08 Provide Shore Power at Piers and Harbours (for ferries and other vessels from renewable energy)

Orkney Harbours Masterplan Phase 1 proposed that shore power be provided at key piers and harbours in Orkney, particularly Hatston, Kirkwall and Scapa Deep Water Quay, in addition to Stromness where shore power is already provided. At Stromness green shore power is provided to the Serco NorthLink ferry vessel the mv Hamnavoe, which reportedly lowers fuel consumption by 500 tonnes per year.

In addition, EMEC have a 75W fuel cell based at Kirkwall Pier which can convert hydrogen to electricity to provide power to the local ferries when berthed overnight at the pier. Orkney is at the forefront of developing and adopting technologies that will enable transition to net zero.

Implementing shore power is costly and there has been some debate in recent months regarding funding. The UK Government published a call for evidence in February 2022 inviting views on shore power regarding costs, benefits, scale and technology.

This follows a survey of over 100 UK members of parliament undertaken by the British Ports Association (BPA) which indicated that 55% of members interviewed felt that Government has a role to play in supporting shore power, either funding it entirely or through co-investment with industry.

In Scotland, there could well be funding emerge for this particularly after the STPR2 recommendations for investment in port infrastructures and decarbonisation of the ferry fleets.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
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✓	✓✓✓	\	\	8	Medium	Medium	OIC
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ICIA Output / Action	Unlikely that shore power would be provided anywhere other than Orkney Mainland; supports however Orkney contribution to net zero targets.
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Roads and Parking

Roads_01 Ensure Condition of Churchill Barriers is Maintained for Future Resilience

The Churchill Barriers comprise four causeways with a total length of 2.3 kilometres, linking the Orkney Mainland with South Ronaldsay, via Burray and two smaller islands of Lamb Holm and Glimps Holm.

There is a need to assess the current condition of the Barriers and ascertain whether any works are required, followed by any required remedial works. The review should also consider the long-term viability of the current structures. A tender process is underway to commission a survey.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	\	✓✓	\	11	Medium	Medium	OIC
ICIA Output / Action		Only concerns Orkney Mainland and linked south isles. Supports resilience in respect to connection to Burray and South Ronaldsay is key and critical issue for these island communities.					

Roads_02 Long-Term Road Maintenance Strategy and Funding

This Option involves the development of a long-term strategy for road maintenance throughout Orkney including attention to verges and drainage offlets, for example, where condition is considered to be deteriorating, based on the latest results from the regular condition monitoring survey which is carried out as part of OIC’s Roads Management and Maintenance Plan.

The Plan should cover a minimum of 10 years and should identify potential funding sources.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓	✓	✓	14	Medium	Medium	OIC
ICIA Output / Action		Strategy should be Orkney-wide, including all island communities.					

Roads_03 Review and Address Network Pinch Points

A review of the road network to identify pinch points is proposed followed by a strategy to address the issues. This will include pinch points such as that currently occurring at Birsay Palace.

Following the review a plan should be developed, setting out timescales for addressing pinch points and identifying funding sources.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓	\	11	Medium	Short	OIC
ICIA Output / Action		Review should be Orkney-wide, including all island communities.					

Roads_04 Undertake Traffic Management Review for Kirkwall and Other Towns

A traffic management review is already underway for Finstown; further reviews should be conducted in other locations, such as Kirkwall in the first instance. Kirkwall experiences high volumes of pedestrians; there is growth in housing which generates additional traffic; and there is a need to consider capacity at a number of junctions through the town. The *Your Kirkwall* Place Plan highlights a



number of traffic-related issues in Kirkwall and sets out a number of potential solutions, which should be taken into consideration as part of any further review.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓	✓	12	Medium	Short	OIC
ICIA Output / Action	It is unlikely that any island locations would be included in this exercise.						

Roads_05 Develop New Parking Management Strategy for Orkney

A new parking management strategy for Orkney would consider permits, charging regimes and decriminalisation. Consideration would also be given to incentives associated with EV take-up with potentially lower parking charges for EVs.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓	✓	✓	11	Medium	Medium	OIC
ICIA Output / Action	Initial review as part of strategy development would ascertain if there are any parking-related issues across the islands.						

Roads_06 Develop Town Centre Parking Strategy for Kirkwall

The current parking regime in Kirkwall town centre was developed so as to encourage people to shop in the local high street, with the incentive of a free hour of parking. However this amount of time is not sufficient for a standard shopping trip in the town centre.

A review of the current regime is required, along with the setting of new objectives to guide the development of a new town centre parking strategy.

The *Your Kirkwall* Place Plan sets out a number of potential measures for parking in and around Kirkwall, which should be considered as part of this strategy.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓	✓✓	✓✓	17	Medium	Medium	OIC
ICIA Output / Action	This Option is focussed on Kirkwall only. The outcome of the strategy will impact on both Orkney Mainland and isle residents who travel to Kirkwall with a car on the ferry, and the issues associated with these user types should be clearly considered as part of the strategy development.						



Roads_07 Parking Strategy for Orkney

This Option comprises the development of an Orkney-wide parking strategy which will take into account new sites for parking, including visitor sites, P&R, campervan parking (including facilities and waste) and ducting for EV transition where relevant.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓	✓✓	\	14	Medium	Medium	OIC
ICIA Output / Action	Important that strategy is Orkney-wide. There are many locations across the isles where informal parking arrangements have developed historically and which need reviewed and potentially formalised.						

Roads_08 Undertake Orkney-wide Speed Limit Review

This Option comprises a detailed review of speed limits across Orkney.

Local authorities have the flexibility to set local speed limits that are appropriate for individual roads, reflecting local needs and taking account of all local considerations.

Through the development of the LTS some stakeholder identified issues with speed limits around school settings. School settings will be included within the wider review and stakeholder engagement will play a key role in the process.

The last Orkney-wide speed limit review was undertaken in 2011 and there is now a policy in place to undertake such a review as and when any concerns are raised, or if any problem areas are identified.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓✓	✓	14	Medium	Medium	OIC
ICIA Output / Action	It will be essential that this plan considers roads across the whole of Orkney.						

Roads_09 Long-term Road and Infrastructure Development and Delivery Plan

There is a lack of local funding available to plan budgets for long-term road and infrastructure projects. However, with a long-term (e.g. 30 year) plan in place it will enable the Council to make the case for increased funding, either from Scottish Government or other sources.

This long-term plan will set out a robust needs assessment identifying where and when Orkney’s road infrastructure needs to be enhanced, incorporating active travel measures also. The plan will also indicate what the budgetary requirements are.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	X	✓	✓	12	Medium	Medium	OIC
ICIA Output / Action	Orkney-wide plan will incorporate all islands, essential to consider ongoing needs across the entirety of the network.						

Roads_10 Address Roads in Particularly Poor Condition

Several sections of road have been highlighted as in very poor condition (e.g. West Side Road, Eday / Rackwick Road, Hoy). This Option comprises a review to identify where the worst affected sections of road are and address them.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓	✓	12	High	Short	OIC
ICIA Output / Action	Roads in poor condition have already been highlighted on several small islands – important that the initial review considers all islands.						

Ports and Harbours

P&H_01 Improving Information, Visitor Management and Accessibility at Smaller Piers and Harbours

There are 29 piers across Orkney, on the Orkney Mainland and throughout the islands. There is limited information at the smaller piers, particularly on the islands.

This Option can be rejected on the grounds that Option P&H_03 Orkney Harbours Masterplan Phase 2 will consider all smaller piers across the islands and on the Orkney Mainland. Discussion with Marine Services and other stakeholders will ascertain where current issues exist.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	\	✓	\	12	Rejected	n/a	n/a
ICIA Output / Action	This Option will benefit all island communities that have harbour infrastructure.						

P&H_02 Orkney Harbours Masterplan Phase 1

The Orkney Harbours Masterplan Phase 1 comprises several key projects involving enhancements to key harbours in Orkney: a new deep water quay and terminal in Scapa Flow (Scapa Deep Water Quay), and enhancements at Hatston, Stromness, Kirkwall and Lyness.



Proposals for Scapa Deep Water Quay and Hatston are being developed at present; Scapa Deep Water Quay is due to be constructed by the end of 2026, followed by Hatston in 2027/2028: both will be pivotal in accommodating offshore wind assembly and marshalling and Operations & Maintenance (O&M) services. Lyness will also be potentially used as a storage site. At Stromness an extension to the marina is proposed and new pontoons dedicated for cruise tenders will be installed.

The final Masterplan proposal is for the reconfiguration of Kirkwall Pier area, a new marina and a major quay extension. It is envisaged that this project will be taken forward in the medium term following the construction of Scapa Deep Water Quay.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	\	✓✓	✓	12	High	Medium	OIC
ICIA Output / Action	The Phase 1 Masterplan will lead to economic benefit for the whole of Orkney, though this will largely be experienced on the Orkney Mainland, through the creation of new jobs and skills associated with the construction and operation of new harbour infrastructure. Essentially that this is followed up through the Phase 2 Masterplan that will cover all smaller piers and harbours.						

P&H_03 Orkney Harbours Masterplan Phase 2

The Orkney Harbours Masterplan Phase 2 will consider all smaller piers across the islands and on the Orkney Mainland. The work will be aligned with the OIITS work to determine what infrastructures will be required to accommodate the new inter-island ferry vessels.

It is envisaged that this work will commence in 2022 / 2023.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	✓✓	✓✓✓	✓	17	High	Short	OIC
ICIA Output / Action	The Phase 2 Masterplan follows on from Phase 1 but will have a clear focus on harbour infrastructure across the isles, which will bring about infrastructure enhancements and social and economic benefits for the isles. The particular issues and needs that will vary from island to island will need to be considered in detail, and the Masterplan should be co-designed with the relevant communities.						

Inter-Island Connectivity

I-I_01 Develop an Island / Person-based Connectivity Needs Assessment for Each Island

This Option comprises the development of a connectivity needs assessment for each island, taking into account what people, businesses and industry require on each island. This includes links with education, health and other sectors, potential innovative solutions, longer wider social and economic impacts and freight options.



The focus of OIITS is on linking island communities with opportunities in Kirkwall. This review will also look at the potential benefits from enhancing inter-island connections, which historically were very important across the isles network.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	✓	✓✓	✓✓	20	High	Short	OIC
ICIA Output / Action	Ensure all islands are included in the analysis, and an adopting an approach of co-design with the communities will maximise the benefits that are achievable for these isles, and reflecting their particular needs.						

I-I_02 Review Inter-Island Transport Network – Ferry, Air, Fixed Links

Aligned with the OIITS work, this Option comprises a high level review of inter-island connectivity requirements and transport options, thinking about medium to long-term requirements and impacts. This review will consider fixed links (e.g. Orkney Mainland – Shapinsay / Rousay, Sanday – Stronsay, Eday – Westray, Westray – Papa Westray, Egilsay – Rousay), the relocation of Stronsay terminal and how ferry and air services might be reconfigured alongside these enhancements.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	\	✓✓✓	✓✓	19	High	Short	OIC
ICIA Output / Action	The OIITS work has mostly focussed on the inner and outer north isles. There is a need to complete the review to also consider the south isles. Furthermore, it is essential that the refinement and development of options and detail is co-designed to best meet community needs and opportunities.						

I-I_03 Increase Inter-Island Air Capacity (additional services to Eday, additional capacity for islands to supplement ‘teachers planes’)

At present there is a real lack of capacity within the inter-island air services network for a number of islands, in different ways. Eday, which is one of the smaller islands in Orkney, only has an air service on Wednesdays enabling a day return in each direction. This service is vital for the transportation of itinerant teachers to and from Eday and is well used by business visitors and several residents. There is an additional plane on Saturdays during the refit timetable (Jan – Mar) and a Monday morning plane so that S1 and S2 pupils can leave home on Monday mornings rather than Sunday afternoons.

Several other islands have limited capacity due to teachers travelling back and forth to island schools, particularly Sanday, Stronsay and Westray. It is rarely possible to get seats even if booking in advance, during the school term.

While North Ronaldsay and Papa Westray have more flights than the other islands (because they do not have daily ferry services) there are still issues particularly around night flying in the winter months and the reliability of this – due to weather later flights are often brought forward limiting the amount



of time available in Kirkwall. This is also linked to the flight schedule for other islands which are formulated around the teachers' travel requirements.

To provide additional capacity an additional aircraft is required.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	X	✓✓✓	✓	18	Medium	Short	OIC / Loganair
ICIA Output / Action	Need to ensure that all islands with air services are considered equitably, maximising what can be achieved through provision of the project to support wider aims around population etc. This can be best supported through subsequent co-design of delivery with the communities in question.						

I-I_04 Undertake Feasibility and Initial Design Work for Ferry Vessel Design (internal fleet)

This Option proposes that initial feasibility and design work for the inter-island ferry network vessels is commenced as soon as possible. This work would go as far as technically possible with regards to the design specification, potentially to Exemplar Design. The work would consider procurement route options, consideration of alternative vessel types (e.g. catamaran / monohull) and fuelling options.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	✓✓✓	✓✓	✓	23	High	Short	OIC
ICIA Output / Action	The isles to benefit initially will be the inner and outer north isles, but in turn will include all isles, and will have Orkney-wide benefits. It is important that isle communities continue to be involved in the development of the work.						

I-I_05 Introduce RoRo Ferry Vessels on North Ronaldsay, Papa Westray and Graemsay Routes and Increase Frequencies

Vessel options for North Ronaldsay and Papa Westray have been considered as part of the OIITS. The initial conclusion was that a RoRo ferry service would be implemented for North Ronaldsay and Papa Westray – however this conclusion is being revisited for Papa Westray, with alternative solutions now being explored. The OIITS study will conduct a similar assessment for south isles including Graemsay.

With regard to the level of frequency, a further assessment of island community needs is required to ascertain the appropriate levels of connectivity required by each.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	✓	✓✓	✓✓	16	High	Short	OIC
ICIA Output / Action	This Option is specific to North Ronaldsay, Papa Westray and Graemsay and would align then all islands equally in terms of having RoRo connectivity, which would support a level playing field in terms of access for movement of vehicles, which would support the local economies of these islands.						

I-I_06 Consider Yield Management Options to Reduce Capacity Constraints on the Ferry Network

The OIITS work demonstrates that there are particular routes and even particular sailings which experience capacity issues within the inter-island ferry network. This is often associated with freight requirements and sailings in the afternoon from Kirkwall to an island.

This Option proposes that consideration is given to yield management as a way of managing capacity. This could be done through creating ‘early bird’ or ‘lunchtime’ discounts for morning or mid-day services out of Kirkwall so as to move traffic from the more capacity-constrained sailings.

Analysis is required to understand exactly where the capacity constraints exist and to explore which legs have significant capacity and thus which might be applicable for some form of yield management.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	\	✓✓	\	20	High	Short	OIC
ICIA Output / Action	Will apply only to islands where there is a capacity constraint – all should be considered in the initial analysis. This will address particular constraints for these islands, which will focus efforts on addressing issues, which will be beneficial for these islands which can be considered most in <i>need</i> in this regard.						

I-I_07 Extend U22 Concessionary Scheme to Ferry and Air Services

Transport Scotland recently announced that following an ICIA plans to provide free bus travel to under 22s should not be extended to ferries and air services.

Transport Scotland have indicated that fares will be reviewed in the forthcoming ICP; it will be important that island authorities such as OIC lobby this issue in advance of that review. As it has been inferred that this review will not now include internal ferry services, only those operated for Transport Scotland, than other avenues will require to be pursued in respect to this Option.

This role could be undertaken by HITRANS, representing Orkney and the Highlands and Islands generally.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	\	✓✓	✓✓✓	23	High	Short	HITRANS / OIC
ICIA Output / Action		All islands would need to be considered in order to avoid discriminatory impacts. At the present time under the Transport Scotland scheme there are discriminatory impacts in respect to islands than rely on ferry (and air) service to access their nearest local centre, which has not been adequately captured in the U22 concessionary travel scheme ICIA. Impacts described in the ICIA should be monitored and fed into the ongoing work that the national scheme should reflect the role of ferry (and air) services for island communities.					

I-I_08 Promotion of Inter-Island Ferry and Air Services (timetable integration / information / online ticketing / tourism packages)

This Option concerns the marketing of inter-island travel options and integrating this with other aspects such as information about the islands and the formation of tourism packages.

At present air and ferry timetables can be quite difficult to understand, given that they change frequently. Visitors to the islands must spend a lot of time working out transport connections – indeed, even local residents can find it difficult to work out connections.

Timetable integration is considered in other Options, as is online ticketing.

Tourism packages that include travel to Orkney and to the isles, as well as accommodation have the potential to be very attractive, though it is not clear how this would work in terms of a) the entity organising it and b) how ferry journeys with different operators are paid for, or accounted for in back office systems.

Some aspects included here may be part of work being undertaken by the North Isles Landscape Partnership (NILPS). If taken forward initial steps might be to work with NILPS and Destination Orkney to identify any potential ideas to pilot.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓	✓	19	Medium	Medium	OIC / Other Agencies
ICIA Output / Action		Need to ensure that all islands are included in any assessment and developments, including focussing on islands that have capacity (e.g. an active and available visitor offer, including in terms of accommodation and ferry / air capacity) and will to develop an offer.					



I-I_09 Achieve Better Integration Between Isles and External Air / Ferry Connections

There are some good connections for some island communities when travelling south from Orkney, such as the ability to arrive on the Orkney Mainland with the last inter-island ferry service (sometimes as late as 8pm) and spend the night on board the Hamnavoe, departing at 6.30am in the morning. There can also be a good connection between the Pentland Ferries Ltd service arriving in St Margaret’s Hope at 2.30pm and the afternoon ferry departures to most islands – although this isn’t possible all year round for all islands.

Prior to COVID-19 it was possible to travel in from the outer north isles in the morning and catch the 11.30am Pentland Ferries Ltd service from St Margaret’s Hope for part of the year. This is now no longer possible for a number of islands due to the loss of early arrivals in Kirkwall, which in turn is due to the cessation of overnight stays in the isles by ferry crew, which itself was instigated due to the use of older vessels in the network that comprised shared cabins in terms of crew accommodation.

By way of an example, for some island communities it is only possible to get south for an appointment early on Monday morning by leaving home on Saturday night – thus such an appointment requires three nights away from home.

There will be a need at some point in the next 18 – 24 months for timetables to be revisited following the COVID-19 pandemic. A review of connections should be undertaken and an assessment of potential Options, potentially in discussion with transport operators responsible for external ferry (Transport Scotland) and air services (Loganair). Potentially this discussion could be facilitated by OIC Transport but any actions will be the responsibility of the transport operators.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	\	✓✓	✓	18	Medium	Short	Air & Ferry Operators
ICIA Output / Action	Need to consider all islands within the timetable review and assessment of Options, how they could and would be impacted by any change.						

I-I_10 Introduce Left Luggage Facility at Kirkwall Pier

Historically there was a left luggage facility located in the town centre, in proximity to the library – this is no longer in operation. At Kirkwall Pier in the past ferry passengers have been able to leave luggage unofficially in the shed next to the pier or in the waiting room. This is no longer possible.

Should a new waiting room be designed and constructed at Kirkwall Pier there could be an opportunity to include some form of locker storage here, or within the existing ferry terminal. However, this would require space and there are security issues with this kind of facility.

Therefore it is considered that this should be driven by the private sector. There is an opportunity for a private sector entity to set up a left luggage facility in Kirkwall, given the volume of tourists during the summer. Meanwhile, lockers are provided for use within the opening hours of the library in Kirkwall.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
\	\	✓	✓	18	Rejected	n/a	n/a
ICIA Output / Action	Possible benefit for all island communities, and those visiting the isles in terms of having storage for luggage in the periods between travel connections to / from the Orkney Mainland and to / from the isles, particularly for those islands that have connections out of Kirkwall, and particularly for people travelling by foot without a vehicle.						

Ferry Services – External

EF_01 Ensure Adequate Capacity on External Ferry Services to Support Economic Growth and Travel Needs

A study commissioned by Transport Scotland in 2018 reported that deck and cabin capacity were the largest concerns cited by residents and stakeholders. Introduction of the Road Equivalent Tariff (RET) has placed an even greater burden on capacity too – the study (Appraisal of Options for the Specification of the 2018 NIFS contract) concluded that only additional tonnage (e.g. a new vessel) would enable any meaningful improvements in capacity.

There are reportedly capacity issues for residents and businesses all year round, though the issue is severe during the summer months, regarding cabin capacity and the season when livestock are being shipped to market from Shetland and Orkney.

A review of the NIFS contract specification is required in advance of the next contract, and for OIC to make the case for enhancements to Orkney’s external ferry service. The review would involve: analysis of current traffic volumes to ascertain where constraints are at present; analysis of Orkney’s freight market and the issues experienced by industry; engagement with stakeholders and shippers to understand what issues they are experiencing; the preparation of a Case for Change for Orkney; and liaison with Transport Scotland regarding evaluation criteria and contract specification.

ZetTrans, Shetland’s regional transport partnership, is looking to gather data around capacity on the Serco NorthLink service in the aim of “quantifying” the long-running issue of capacity from a Shetland perspective. It will be prudent to engage and collaborate with ZetTrans and others in Shetland as part of the above-mentioned review.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	X	\	\	14	Medium	Short	OIC
ICIA Output / Action	Will benefit all of Orkney, and all islands within the network; particular focus on business activities.						



EF_02 Increase Ferry Services between Orkney and Aberdeen

This Option would involve decoupling Shetland and Orkney ferry services and would provide additional capacity and better integration with Orkney Mainland public transport services through having more calls between Orkney and Aberdeen.

While there are several options for travelling between Orkney and the Scottish Mainland with a range of air and ferry routes in operation, many people rely on the Kirkwall – Aberdeen Serco NorthLink ferry service as it offers both the cheapest fare and also the most convenient for people who do not have access to car, as it is much better integrated with public transport services for onward travel to the Central Belt and further afield, as well as international connections. There are only two services per week during the winter.

The Aberdeen route also remains an important link for Orkney’s freight and livestock.

A thorough analysis would be required to ascertain whether this is feasible or not and if it is what kind of configuration would work. This could be undertaken as part of the independent review of the NIFS contract specification as suggested earlier.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	✓	✓✓	✓✓	19	Medium	Short	OIC
ICIA Output / Action		Will benefit all of Orkney, and particularly will benefit isles in terms of increasing opportunities for better connectivity between internal ferry and air services and these external ferry services; and notably having a potential impact on reducing the amount of time that is required away from home if travelling from the isles – for example, greater opportunities for island residents to travel off island in the evening and catch the Aberdeen ferry later that same evening and to connect then with onward travel connections the following morning. Also notable potential benefits therefore in terms of access to affordable connections to destinations south, which can be completed by public transport and without the need to travel with a car to make those connections.					

EF_03 Introduce Passenger and Car Ferry Service between Burwick and Gills Bay

For many years the proposal to develop a passenger and vehicle ferry service between Burwick and Gills Bay has been raised: Pentland Ferries Ltd conducted a survey in 2014 to ascertain public opinion on the matter, reporting that if OIC made Burwick Pier available Pentland Ferries Ltd could run a very frequent ferry service between Orkney and the Scottish Mainland.

Burwick Harbour would require significant investment should it be enhanced in order to accommodate the type of vessels currently owned by Pentland Ferries Ltd. Even with the appropriate infrastructure in place there would be serious issues with marine access particularly during the winter months.

There are already two successful car and passenger ferry services in operation across the Pentland Firth. The removal of any ferry services from St Margaret’s Hope or Stromness could be subject to substantial public objection.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	X	✓✓	\	1	Rejected	n/a	n/a
ICIA Output / Action		There are already three ferry services operating across the Pentland Firth; any additional service might improve connections for isles residents in particular if there was better integration with internal ferry services.					

EF_04 Construct a Fixed Link between Orkney and Mainland Scotland

This Option comprises the construction of a fixed link between Orkney and Mainland Scotland, via the Pentland Firth. The suggestion of this proposal arose during the consultation in Orkney as part of the second Strategic Transport Projects Review (STPR2). Apart from the fact that it would be a very expensive project, it was sifted out during the SPTR2 project on the grounds that it did not address a strategic problem as identified through evidence-based appraisal that cannot be addressed by a reasonable alternative.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	X	✓✓	\	1	Rejected	n/a	n/a
ICIA Output / Action		The construction of a fixed link could have benefits for all of Orkney, in the form of improved access to the Scottish Mainland.					

EF_05 Increase Utilisation of NIFS Fleet

This Option comprises utilising the NIFS vessels more often than at present: vessels based in Aberdeen are alongside between arrival and departure and there is no longer a sailing in the middle of the day on the Stromness – Scrabster route during the winter months. This Option proposes that there are more services running out of Aberdeen to Orkney / Shetland and consideration of reinstating the middle sailing on the Pentland Firth route during the winter months.

Given the impact of COVID-19 in terms of reduced passenger volumes a review of current freight and passenger volumes might be necessary to ascertain whether or not there is sufficient demand to warrant an increase in frequencies. At the same time, consideration could be given to lower fares on additional sailings to attract more volume – again this would need to be looked at against operating costs.

This could be looked at as part of the independent review of the NIFS contract specification suggested earlier.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	✓	✓✓	✓✓	19	Medium	Short	OIC
ICIA Output / Action		Will benefit all of Orkney; additional connectivity offers the potential of benefit to all, and specifically middle services on the route across the Pentland Firth offer the potential of greater and better connectivity and integration with ferry and air services connecting with the ferry- and air-linked isles.					

EF_06 Increase Cabin Capacity on Stromness – Scrabster and Kirkwall – Aberdeen Ferry Routes

It can be difficult for Orkney residents to secure cabins during the peak summer season in particular, as there is significant demand during the tourist season. Having increased cabin capacity would benefit both Orkney residents and tourist visitors.

In order for this to happen there would need to be liaison with Transport Scotland to consider including a stipulation within the next contract specification requesting additional cabin space. There would need to be a clear rationale for this, which would require an in-depth analysis to ascertain the current levels of utilisation all year round.

This could be looked at as part of the independent review of the NIFS contract specification suggested earlier.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	X	✓✓	\	8	Medium	Short	OIC
ICIA Output / Action		Will benefit all of Orkney, both in terms of residents making connections south and in terms of the importance of the visitor connections. Particularly cabin space on the Stromness-Scrabster service is beneficial for those travelling and making connections from the outer isles, in terms of take advantage of the B&B offer, which allows them to meaningfully connect then between evening sailings on internal services and the first (early) sailing off Stromness, that otherwise isn't possible coming from one of the isles without the need for an overnight stay on the Orkney Mainland and a very early start to connect with the ferry.					

EF_07 Improving Public Transport Interchange at Ferry Terminals in Caithness

There are up to three ferries arriving per day in Scrabster; the first ferry arrival integrates with an onward bus to Inverness with an hour to wait. A return bus from Inverness connects with the last sailing from Scrabster.

There are no connections with the rail station in Thurso and a taxi must be ordered – there is 35 minutes between ferry arrivals and train departures.

For ferries arriving at Gills Bay there are bus connections for Wick and Inverness – there is roughly a 30-minute wait after the first ferry arrival and an hour's wait after the 12.30pm arrival. There is no connection for the last ferry arrival of the day.



Proposals for a sleeper train running from Thurso to link with the Inverness sleeper train to the Central Belt and London has been suggested over the last few years – this would give Orkney residents and businesses an alternative choice for travelling south.

Further investigation and analysis of public transport connections in Caithness and the viability of a connecting sleeper train could be championed by HITRANS.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
\	X	✓	✓	8	Medium	Short	HITRANS
ICIA Output / Action	Will benefit all of Orkney, and particularly Orkney residents travelling without their own car / vehicle for onwards transport.						

EF_08 Provide Additional Freight Vessel (to build resilience across network and refit (NIFS))

The provision of an additional freight vessel would provide increased capacity for freight, which might also relieve passenger / vehicle capacity during peak times, as well as providing an additional vessel that could be used during refit periods on both routes.

Transport Scotland is already developing a long-term freight vessel replacement strategy for the Northern Isles, looking at larger vessels and considering the possibility of a ‘freighter – plus’ Option, which comprises a larger freight vessel but which also has capacity for 200 passengers and cabins.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	X	✓✓	\	12	Medium	Short	Transport Scotland
ICIA Output / Action	Will benefit all of Orkney.						

Airports, Airfields and Aviation

Air_01 Reconfiguration of Kirkwall Airport Terminal

HIAL are currently updating a Masterplan for Kirkwall Airport. This will provide options with regard to how the terminal might be reconfigured. If and when passenger volumes return to pre-COVID-19 the airport will be congested both in the main terminal area and in departures. Aircraft are getting larger which means more passengers at one time going through departures.

While HIAL will be responsible for any development it will be necessary for Loganair and OIC input and support.



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	X	\	\	9	Medium	Medium	HIAL / Loganair
ICIA Output / Action		Need to ensure that any reconfiguration maintains suitable waiting area / office for inter-island air provision.					

Air_02 Lengthen Runway at Kirkwall Airport

The runway at Kirkwall Airport needs to be extended not only to enable larger aircraft to land and take off, but also to manage the current aircraft fleet. Under certain atmospheric conditions – pressure, temperature and wind direction / speed – current aircraft can struggle to take off from Kirkwall Airport with a full load.

Safety requirements are continuously increasing making it harder to maintain a sustainable network of air services at island airports generally: for example the perimeter fence around the airport area does not meet current regulatory requirements – as a result no more than two ATR aircraft to be on the ground at one time. This is going to cause significant issue as more ATRs are brought into the fleet.

Extending the runway is one measure that will future-proof air services to and from Kirkwall for the next 10 – 20 years. The runway extension would need to be of 200m – 250m in length, both for current aircraft carrying a full payload and to enable larger aircraft more generally.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	✓✓	\	\	13	Medium	Short	HIAL / Loganair
ICIA Output / Action		Will benefit all residents and businesses in Orkney that rely on connections south for a variety of reasons (trade, health, leisure, etc.).					

Air_03 Further Research Into and Trialling of Unmanned Drones for Island Freight

An initial trial of delivering freight to islands in Orkney by an unmanned drone was undertaken in 2021. This involved mail being carried by a twin-engine, unmanned aerial vehicle (UAV) which can transport up to 100kg. The trial was part of the Sustainable Aviation Test Environment (Sate) project based at Kirkwall Airport.

The trial focussed on transporting mail to North Ronaldsay, the remotest island which relies on a daily air service.

While mail can theoretically be transported on existing air and ferry services further work is required to ascertain what type of goods could be transported by UAV and also what technology is likely to be best suited to the weather environment in Orkney.



For example, the carriage of emergency medical supplies which might be needed at short notice so as to avoid a patient travelling to Orkney Mainland, e.g. x-ray; emergency medication for animals; emergency spare parts for key infrastructure and equipment, for example. A full analysis would be required to ascertain the costs and benefits of utilising a UAV as opposed to conventional scheduled transportation of freight on ferries and aircraft.

In the Isles of Scilly UAVs are being used for the transportation of medical supplies as part of trial, with the intention of potentially using them for regular cargoes and possibly luggage.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓	\	\	12	Medium	Medium	SATE
ICIA Output / Action	Important to consider all island needs as part of trial, and to consider some of the key issues that have been identified including through the development of this LTS.						

Air_04 Route Development Support for Direct Flight to London (as per Lerwick-Dundee-London City)

From May 2022 Shetland residents and businesses have been able to fly direct from Sumburgh to Dundee twice weekly and travel onwards to London City, without getting off the plane. This provides a step change in connectivity for Shetland and a similar offering would be welcomed for Orkney.

While Loganair introduced this commercially, it might be possible to attract route development support from Transport Scotland for a similar service in Orkney. Developing an evidence base for this could then be fed into Transport Scotland’s Aviation Strategy, as described earlier.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	X	✓✓	\	13	Medium	Short	Loganair / Transport Scotland
ICIA Output / Action	Will potentially benefit all of Orkney in terms of connectivity to destinations in central Scotland, London and for onwards connections.						

Air_05 Extend Air Discount Scheme to Include Business Travel / All Travel

The aim of the Air Discount Scheme (ADS) is to address the problem of high fares in the most remote and rural areas of the Highlands and Islands so as to improve social inclusion in these areas. A 50% discount on the core air fare can be obtained on eligible services.

At present people travelling on business cannot utilise the scheme. Given the high cost of air travel to and from Orkney and throughout the Highlands and Islands this Option would create economic benefit for island-based businesses through cheaper travel. Anecdotally many business travellers already use the scheme but do not record their journey purpose as business.

Application to other forms of travel should also be considered – such as last minute travel, for example.



A formal expansion of the scheme would be welcomed. Actions would involve discussions with Transport Scotland and potentially joint working with other island authorities to continue to support the initiative.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	X	✓✓	✓	17	Medium	Medium	Transport Scotland
ICIA Output / Action	Will benefit all of Orkney, particularly the business community. Given that some of the key challenges for business and business activity in remote and island communities is recognised as distance and cost in terms of connections to markets, then this would offer the potential to make progress towards levelling the playing field compared to equivalent businesses on the Scottish Mainland.						

Air_06 Implement Public Service Obligations (PSO) on Kirkwall / (Sumburgh) – Inverness Route

Prior to the COVID-19 pandemic it has not been possible for some time to make a meaningful day trip to Inverness from Orkney all year round – demand has reduced on the route and the commercial operation has responded to that with a reduction in timetable. That said, there are considerable business linkages between the two locations and being able to make a day trip enhances these relationships.

The route Sumburgh – Kirkwall – Inverness is one of the more costly to operate within the Highlands and Islands network, primary reasons for this being the cost of fuel outside of Inverness, the cost of overnighting of crew in Shetland or Orkney, and the fact the route includes multiple stops.

In 2017 the Sumburgh – Inverness and Sumburgh – Kirkwall routes were highlighted as a ‘moderate risk’ in a HIAL analysis of business risk and resilience⁸² alongside the Edinburgh – Wick route which has recently began operation again under a PSO. The report concluded that profitability on these routes was marginal.

Given the reduction in passenger volumes a further review of the route is now required, to ascertain whether or not a PSO might be applicable.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	X	✓✓	✓	16	Medium	Medium	OIC
ICIA Output / Action	Will benefit all of Orkney in terms of creating additional connectivity options to travel to and from Orkney. Travelling to destinations outside of Orkney by air generally involves additional nights away from home for isles residents and businesses. Any enhancements such as reduced cost, improved reliability, etc will have benefits for all of Orkney.						

⁸² A network business and resilience risk study for HIAL.



Air_07 Implement Public Service Obligations (PSO) across Orkney / Highlands and Islands Routes where Applicable

The number of people travelling to and from Orkney (and across the Highlands and Islands generally) by air during the COVID-19 pandemic dropped dramatically and there is still no real indication that passenger volumes will return to previous levels. People are generally travelling less and there has been a concerted move to home-working and the use of technology to hold virtual rather than face-to-face meetings. There are significantly less flights available to and from Orkney, with many Edinburgh and Glasgow flights combined with Shetland, making journey times significantly longer.

There is a danger that if passenger volumes do not return to previous levels that the routes become less viable from the operator’s perspective leading to further reductions in frequency and routes. PSOs are designed to support services which are economically important but which the market is unable or unwilling to operate commercially.

The implementation of PSOs would provide certainty over routes and frequencies and potentially offer cheaper fares.

A first step would be to work with Shetland and Western Isles counterpart agencies, and with ZetTrans and HITRANS and authorities to review the current situation across all routes and determine applicability for PSOs.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	X	✓✓✓	✓	16	Medium	Medium	Island Authorities
ICIA Output / Action		Could benefit all of Orkney equally, although different people within and across the community use air services for varying reasons, including access to hospital care and treatment, business connections, leisure trips, and in times of crisis.					

Air_08 Support Removal of Air Passenger Duty from Incoming Flights to the Islands

Under current rules passengers flying from airports in the Highlands and Islands are exempt from Air Passenger Duty (APD). This Option concerns the removal of APD applied to inward flights to the region.

The cost of travel to and from Orkney is extremely high and acts as a barrier for businesses, inward investment and for tourists. The removal of APD is one mechanism that can counteract this issue.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	X	✓✓	✓	16	Medium	Short	Transport Scotland
ICIA Output / Action		Will benefit all of Orkney. Reducing cost for business and leisure visitors will benefit all of Orkney, as will reducing the cost for residents and businesses travelling south.					



Technology

Tech_01 ‘Map Everything That Moves’ (delivery of a Mobility as a Service App for information)

A Mobility as a Service (MAAS) App has been launched by HITRANS with the aim of increasing accessibility of integrated travel for residents and visitors to rural Scotland. The App enables instant access to book buses, trains, taxis, DRT, car clubs, air travel and car hire – ferry travel and bicycle will be added shortly.

A first step might be to develop the App as a source of information for transport and travel around Orkney.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓✓	✓✓	17	Rejected	n/a	n/a
ICIA Output / Action		Potential benefits in better understanding travel behaviours, use and demand, and using this to inform future planning and development. Elements of this Option are considered and included as part also of Option B&CT_13: Develop Orkney Strategy for Flexi MaaS (car club, car share etc.).					

Tech_02 Develop an Online and Integrated Booking System

It has until recently not been possible to book internal ferry journeys online, it must be done by telephone. There has never been any integrated ticketing system linking up journeys by ferry and air, or by internal and external ferry. Internal air services are now available for booking online via the Loganair website, and while widely welcomed, including the ability to make flight changes online, there remains requests to develop on this base, particularly to add capabilities to enable open returns to be booked, to book flights for juniors (when travelling unaccompanied), and to book multiple flights in a single transaction.

There was some consideration of a Scotland-wide booking system at Transport Scotland level but with no outcome.

The feasibility of setting up a back office system that can enable integrated ticketing is reported to be technically difficult and of great expense, and perhaps less valuable in the face of good online solutions at an individual operator level.

As a system is already being developed without the ability to integrate, it is not likely that another integrated system could be developed at least in the short to medium term.

Investigation is required to ascertain if additional functionality can be added to the new booking systems.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓✓	✓	16	Rejected	n/a	n/a



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
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ICIA Output / Action	Particular benefits to isle communities, both for residents and in terms of the ease of visitors being able to connect and travel to the isles. Should continue to be developed as part of 'business as usual' developments.
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Accessibility

Access_01 Ensure Accessibility is Integral Part of Design for Future Ferry Vessels, Aircraft, Community Transport Vehicles and Car Club Vehicles

In Orkney at present there are many issues with accessibility; the internal ferry and air fleets present accessibility difficulties for persons with reduced mobility. It is the case that DDA (Disability Discrimination Act) requirements are not retrospective.

This Option is intended to ensure that the future design specifications for new vessels, aircraft and vehicles are cognisant of Orkney's community needs with regard to accessibility – which they will be as all new vessels must be DDA compliant by regulation. For each mode a pro forma is required, setting out the minimum requirements with regard to accessible features that should be incorporated into any future design.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	\	✓✓✓	✓✓	20	High	Medium	OIC

ICIA Output / Action	Will benefit all users across Orkney.
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Access_02 Implement Active Travel Improvements to Deliver Successful Place Plans / Locality Plans

Under the Community Empowerment (Scotland) Act 2015 local authorities were required to develop locality plans for places where people experience inequalities.

Following the publication of NPF4 there is now a need to consider the 20-minute neighbourhood concept in the context of creating sustainable economic and social hubs and reducing the need to travel. Locality or Place Plans will set out a vision for that place and there will be a requirement to consider where enhancements to cycle routes and paths are necessary to facilitate opportunities for increased walking and cycling.

Initial steps will be to identify those responsible for preparing the plans (whether that be internally to OIC or community anchor groups) and for OIC to liaise jointly to identify active travel requirements.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓	✓✓	✓	20	Medium	Short	OIC



INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
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ICIA Output / Action	Need to be cognisant that island communities may not have the resource / capacity to develop their own place or locality plans. For all locations to benefit the development of locality plans could support community wealth building.
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Access_03 Bringing Health (and potentially other) Services to Remote and Island Communities

This Option comprises expediting the delivery of health (and potentially other public) services within remote and island communities, so as to reduce the need to travel to locations outside of Orkney or even Orkney Mainland / Kirkwall. Some initiatives are already up and running though potentially not utilised as broadly as could be.

Near Me, also known as Attend Anywhere, is a NHS video calling platform that enables a video call between patient and health professional. According to NHS Orkney more than 160 virtual appointments are being held each week – more than anywhere else in Scotland. This has been mainly relating to services provided by the Balfour Hospital in Kirkwall and provided a good alternative to face appointments during the COVID-19 pandemic. The focus going forward will be on targeting key areas where there are high numbers of patients travelling, often on a three day round trip – for treatment or consultation outside of Orkney. It will be important that the development of this service considers the more remote Mainland and island communities in this respect.

A mobile x-ray unit is being trialled at GP surgeries whereby patients can have an x-ray undertaken at the surgery rather than travelling to the hospital in Kirkwall. The unit comprises a battery powered machine which is portable and weighs only 3.5kg.

A similar scenario for dentistry would benefit remote and island communities too. Many people who live on islands in particular do not have regular check-ups; indeed many island residents are still not registered with dentists. There could be opportunities to undertake dentistry services around the islands as and when dentists visit the primary and secondary schools.

A review of public service provision should also be undertaken to ascertain potential for other similar initiatives.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
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\	✓✓	✓✓✓	✓✓	21	Medium	Short	NHS
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ICIA Output / Action	Option focusses specifically on delivering services within island communities, as well as remote Orkney Mainland locations. Being able to reduce the need for unnecessary trips to the Orkney Mainland and beyond is positive for island residents both in terms of time and cost for travel.
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Cross-cutting Policies

CCP_01 Make the Case to Establish Rural / Remote / Island-focused Funding and Support

Increasingly funding for transport infrastructure and services is targeted towards urban areas, particularly for public transport services but across all modes of transport.

There is a need to promote and stimulate in the first instance a greater understanding within Scottish Government of how the needs and requirements for investment in transport infrastructure and services in an island / rural / remote setting can be different to that within the larger towns and cities of mainland Scotland. There is then the need to ensure that funding opportunities are developed with this in mind.

It is envisaged that this can be done alongside HITRANS and potentially through the new Scottish Government Islands Team.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓	✓✓	✓✓	23	High	Short	HITRANS / OIC
ICIA Output / Action	This Option will benefit all communities within Orkney if additional funding can be secured to support the development of community-focussed co-designed transport services, including specifically community transport and considering mechanisms supporting community wealth building.						

CCP_02 Council Tax Credits for Equitable Access to Transport Network / Services

This Option is a fiscal measure aimed at providing those who most need support financial credits to be utilised on the purchase of transport services / travel.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓	✓✓	✓✓✓	15	Medium	Medium	OIC
ICIA Output / Action	Given the known dispersed pattern of poverty across all of Orkney, this Option will benefit equally across all communities throughout Orkney – there could be opportunity to work with support services / charitable organisations to develop an appropriate model to deliver this Option.						

CCP_03 Make the Case / Establish Additional Funding For Community-based Solutions (plus review management and governance arrangements for transport development and service delivery)

Many communities across Orkney are now developing their own plans and attracting grant funding towards investment in services, including transport services and infrastructure. However, the grant funding is often short-term – for example only for capital costs or for short periods covering revenue costs – leaving communities with the ongoing costs associated with owning vehicles and operating services.



It is also the case that resource and capacity constraints are real issues that many communities are dealing with – particularly in terms of managing the delivery of services but also finding people to take up driver positions. The solutions are diverse across the Orkney isles in terms of how transport services are delivered also.

Furthermore, an abundance of funding opportunities, including on the back of the COVID-19 pandemic is fuelling challenges around ensuring as many opportunities as possible are realised and successfully delivered for communities.

This makes it difficult, particularly for small remote or island communities, to establish a service that can operate effectively for the long term.

The Option proposes that the whole aspect of community-based ownership / management / delivery of transport services should be looked at thoroughly, particularly in terms of ongoing funding, management and governance, and in terms of capacity building and community wealth building.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓	✓✓✓	✓✓✓	19	Medium	Medium	OIC
ICIA Output / Action	This Option will benefit all island communities within Orkney, and could offer particular focus and support for the smaller communities, which would tend to be some of the outer isles.						

CCP_04 Develop 20-minute Neighbourhood Concept for Orkney

This Option is almost underway with HITRANS having commissioned a pilot study to look at Dounby as a potential 20-minute neighbourhood, and what that application might look like in a more rural context, compared to the normal focus within more urban areas.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓✓	✓✓	✓	17	Medium	Medium	OIC
ICIA Output / Action	This approach is also applicable to all communities and islands. Understanding the particular issues for individual island communities will be necessary to ensure that the 20-minute neighbourhood concept is rolled out appropriately in a variety of settings. There will be no one size fits all application across rural, remote and island communities.						

CCP_05 Develop Locality-based Travel Plan Approach

This Option aligns with the 20-minute neighbourhood concept and is about understanding the overall needs of a place and how people access its assets with regard to travel and transport.

Alongside the work already underway looking at the 20-minute neighbourhood concept, this option would enable a clear understanding of how a locality might be appropriately developed going forward and what kind of transport network might be optimal.



The travel plan would focus on the key assets within the locality – school, shops, petrol station, doctors, resident housing, etc and map existing travel behaviours and identify measures aimed at reducing travel and achieving net zero, for example.

It is proposed that a pilot plan is developed for Dounby as part of ongoing work.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓✓	✓✓	✓	17	Medium	Short	OIC
ICIA Output / Action	This approach is also applicable to all islands.						

CPP_06 Establish Fit-for-purpose Design Guide with Sustrans (for active travel and other services) in an Orkney, remote, rural and island context

The approach adopted for active travel measures is often over-specified with regard to what is required in Orkney, in island, remote and rural areas. It also means that at present schemes may not match funding opportunities, much of which, from Transport Scotland is routed via and funded by Sustrans if they do not meet their stringent requirements.

This Option is about promoting a new way of thinking and developing an approach that is fit for purpose in an island, remote or rural setting.

It is proposed that liaison with HITRANS is taken forward initially and some clear information produced on what could be taken forward as new policy within Sustrans. Further discussion with Sustrans is required.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓	✓✓	✓✓	✓	21	Medium	Short	HITRANS / OIC
ICIA Output / Action	This Option will benefit all island communities within Orkney, particularly through developing tailored design guides that could in turn unlock funding opportunities to support particular projects that will benefit communities across Orkney, including those that have perhaps in the past failed to secure funding.						

CCP_07 Decentralise Services / Jobs (develop Community Hubs in isles and settlements beyond Kirkwall)

The creation of Community Hubs has the potential to transform the demand for the transport network as it exists now, along with travel behaviour and economic activity in a remote or island setting; and, in turn the sustainability of island communities. Jobs could be moved from Kirkwall to more rural locations on the Orkney Mainland and right across the islands. The Council could lead the way in this initiative and an early action would be to offer jobs where the successful candidate has the opportunity



to work from home either fully or partially. In an island setting public sector employment could be restructured so as to create more meaningful employment opportunities but also a much more stable and sustainable environment on the islands – for example by having interoperable staff across services.

Other public sector services and the private sector are also already making progress in this regard. For example, NatureScot is typically now offering many job opportunities with the flexibility to work from any of their office bases or to work from home; HIAL has established a flexible approach to working (for non-operational staff) including offering home-working for applicants based out of any of their 11 airport locations, rather than a past focus on an Inverness base – the flexible approach to home-working includes a permanent home base, with a requirement to travel to base airport one day per month for example.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓✓	✓✓	✓✓✓	✓✓	26	High	Short	OIC
ICIA Output / Action	Will benefit all islands and across communities where this is developed. Need to ensure all communities have equitable opportunity to do so; particular benefits for communities that would otherwise be unable to access such job opportunities, which would typically be the outer isles, and Option offers the opportunity to make marked improvements in terms of population and therefore community sustainability.						

CCP_08 Utilise Transport Planning Approach to Help Design Places

There is a need to ensure that transport planning is utilised in the development of 20-minute neighbourhoods and other initiatives for example, and particularly through the wider approach to planning in Orkney, where housing is focussed and the detail of design such as a focus on a sustainable travel hierarchy.

INCLUSIVE ECONOMIC RECOVERY	CLIMATE ACTION	PARTICIPATION AND SOCIAL INCLUSION	PREVENT LONG-TERM PERSISTENCE OF POVERTY	APPRAISAL SCORE	PRIORITY	TIMESCALE	RESPONSIBILITY
✓✓	✓	✓✓	✓✓	20	Medium	Short	OIC
ICIA Output / Action	Benefits across all of Orkney where such an approach is adopted – future-proofing future developments and making communities progressively more sustainable.						



**APPENDIX 3: SCOTLAND'S CENSUS 2011 – NRS INHABITED ISLANDS
REPORT: TABLE A2⁸³**

LOCATION	ALL PEOPLE	0 TO 15	16 TO 64	65 AND OVER	0 TO 15 (%)	16 TO 64 (%)	65 AND OVER (%)
Scotland	5,295,403	916,331	3,488,738	890,334	17%	66%	17%
Burray	409	52	277	80	13%	68%	20%
Eday	160	19	96	45	12%	60%	28%
Hoy	447	53	260	134	12%	58%	30%
Mainland of Orkney	17,169	2,992	10,965	3,212	17%	64%	19%
North Ronaldsay	72	7	33	32	10%	46%	44%
Papa Westray	90	19	62	9	21%	69%	10%
Rousay	271	49	160	62	18%	59%	23%
Sanday (Orkney)	494	89	282	123	18%	57%	25%
Shapinsay	307	49	188	70	16%	61%	23%
South Ronaldsay	909	145	574	190	16%	63%	21%
Stronsay	353	69	206	78	20%	58%	22%
Westray	588	81	349	158	14%	59%	27%

⁸³ [Inhabited islands analytical report | Scotland's Census \(scotlandscensus.gov.uk\)](https://www.scotlandscensus.gov.uk/inhabited-islands-analytical-report)

SYSTRA provides advice on transport, to central, regional and local government, agencies, developers, operators and financiers.

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North America:

Little Falls, Los Angeles, Montreal, New-York, Philadelphia,
Washington

The SYSTRA logo is rendered in a bold, red, sans-serif typeface. The letters are thick and closely spaced, with a distinctive design where the 'S' and 'Y' are connected at the top, and the 'T' has a unique, slightly curved top bar. The overall appearance is modern and professional.



Equality Impact Assessment

The purpose of an Equality Impact Assessment (EqIA) is to improve the work of Orkney Islands Council by making sure it promotes equality and does not discriminate. This assessment records the likely impact of any changes to a function, policy or plan by anticipating the consequences, and making sure that any negative impacts are eliminated or minimised and positive impacts are maximised.

1. Identification of Function, Policy or Plan	
Name of function / policy / plan to be assessed.	Local Transport Strategy
Service / service area responsible.	Marine Services and Transportation
Name of person carrying out the assessment and contact details.	Laura Cromarty Service Manager (Transportation) Ext. 3638
Date of assessment.	30/11/22
Is the function / policy / plan new or existing? (Please indicate also if the service is to be deleted, reduced or changed significantly).	To consider the new Local Transport Strategy for Orkney.

2. Initial Screening	
What are the intended outcomes of the function / policy / plan?	To update the Local transport Strategy to align with national and regional strategies.
Is the function / policy / plan strategically important?	Yes, as outlined in report.
State who is, or may be affected by this function / policy / plan, and how.	Transport connectivity across Orkney will impact the whole community.
How have stakeholders been involved in the development of this function / policy / plan?	Yes, as outlined in the report.

<p>Is there any existing data and / or research relating to equalities issues in this policy area? Please summarise.</p> <p>E.g. consultations, national surveys, performance data, complaints, service user feedback, academic / consultants' reports, benchmarking (see equalities resources on OIC information portal).</p>	<p>Yes, as outlined in the report.</p>
<p>Is there any existing evidence relating to socio-economic disadvantage and inequalities of outcome in this policy area? Please summarise.</p> <p>E.g. For people living in poverty or for people of low income. See The Fairer Scotland Duty Guidance for Public Bodies for further information.</p>	<p>17.6% of households in Orkney (2016) do not have access to a private car. A higher percentage of elderly people and those in lower income households have a car.</p> <p>Due to a lack of personal travel options and possibly reduced mobility, residents from these households tend to be more at risk of social isolation and associated problems and challenges, and more dependent on public transport and community transport services.</p>
<p>Could the function / policy have a differential impact on any of the following equality areas?</p>	<p>(Please provide any evidence – positive impacts / benefits, negative impacts and reasons).</p>
<p>1. Race: this includes ethnic or national groups, colour and nationality.</p>	<p>n/a</p>
<p>2. Sex: a man or a woman.</p>	<p>Yes – statistically more women travel on public transport than men.</p>
<p>3. Sexual Orientation: whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes.</p>	<p>n/a</p>
<p>4. Gender Reassignment: the process of transitioning from one gender to another.</p>	<p>n/a</p>
<p>5. Pregnancy and maternity.</p>	<p>n/a</p>
<p>6. Age: people of different ages.</p>	<p>Yes – provision of community transport and public transport services is positive towards people who are older and younger. People who are older and younger people are less likely to have access to their own car and are therefore more dependent on public and/or door-to-door transport. The continuation of funding during 2023/24 would</p>

	therefore support these connections and tackle isolation.
7. Religion or beliefs or none (atheists).	n/a
8. Caring responsibilities.	Yes – positive. People with disabilities are more likely to make use of the services provided by some of the organisations receiving grant funding and any reduction in these services will impact upon carers. The continuation of funding during 2023/24 would safeguard connections.
9. Care experienced.	n/a
10. Marriage and Civil Partnerships.	n/a
11. Disability: people with disabilities (whether registered or not).	(Includes physical impairment, sensory impairment, cognitive impairment, mental health) Yes – positive towards people with disabilities as they are more likely to be in need of specialist door-to-door transport, as standard public transport services are often unsuitable.
12. Socio-economic disadvantage.	Public transport services (air, ferry, bus, community transport) help address the socio-economic disadvantage across the county.

3. Impact Assessment

Does the analysis above identify any differential impacts which need to be addressed?	Yes (positive) action plan outlines a number of improvements to be made subject to budget and resource availability.
How could you minimise or remove any potential negative impacts?	Work closely with stakeholders.
Do you have enough information to make a judgement? If no, what information do you require?	Yes

4. Conclusions and Planned Action

Is further work required?	Yes/No.
What action is to be taken?	Ongoing monitoring of air, ferry, bus and community transport services.

Who will undertake it?	Marine Services and Transportation
When will it be done?	Ongoing monitoring during 2023/24 and beyond
How will it be monitored? (e.g. through service plans).	Officers will engage with operators on a regular basis and will expect monthly passenger figures to be submitted.

Date: 12/1/23

Signature:

Name: LAURA CROMARTY

(BLOCK CAPITALS).

Please sign and date this form, keep one copy and send a copy to HR and Performance. A Word version should also be emailed to HR and Performance at hrsupport@orkney.gov.uk

Island Communities Impact Assessment

Revised Local Transport Strategy

PRELIMINARY CONSIDERATIONS	Responses
Please provide a brief description or summary of the policy, strategy or service under review for the purposes of this assessment.	Revised Local Transport Strategy
STEP 1 - Develop a clear understanding of your objectives	Responses
What are the objectives of the policy, strategy or service?	<ul style="list-style-type: none"> • Enable economic recovery, adaption, resilience, and security to build on Orkney’s assets and opportunities. • Deliver climate action, decarbonisation and climate change mitigation • Encourage participation and improve health and wellbeing across out communities (geographical communities and individuals with shared characteristics) to support community resilience and sustainability. • Help prevent the long-term persistence of poverty across Orkney.
Do you need to consult?	Consultation has been carried out as part of the Local Transport Strategy
How are islands identified for the purpose of the policy, strategy or service?	In the context of this LTS for Orkney, the ICIA considers impacts on the isles around the Orkney Mainland as well as the Orkney Mainland itself – to validate that policies and actions contained within the LTS are fit for purpose for all inhabited locations within Orkney, and the ICIA has assisted in shaping the LTS Delivery Plan so as to address the factors that can disadvantage residents of the isles, or particular localities. The ICIA has hence and advantageously been used as part of the appraisal tool for the long list of possible LTS actions, assisting with the development, sorting and refinement of these options.

Island Communities Impact Assessment

Revised Local Transport Strategy

	<p>Each LTS action is considered against the following ICIA criteria:</p> <ul style="list-style-type: none"> ○ Are there potential island impacts that differ from mainland impacts? ○ Does the policy effectively address the unique transport challenges faced by island communities? ○ Does the policy protect and increase the economic prosperity of island communities? ○ Does the policy address the unique social challenges faced by island communities? ○ Does the policy impact on the islands' infrastructure or natural environment and biodiversity? ○ Can the policy be developed or delivered to improve or mitigate, for island communities, the outcomes arising from it?
<p>What are the intended impacts/outcomes and how do these potentially differ in the islands?</p>	<p>As part of this LTS process a further ICIA criteria has been added to consider any differential impacts on an island-by-island basis; for example, considering where a positive impact on one island may result in possible adverse impacts to another, or if progress for one island might in effect make connectivity for another (although unchanged) seem worse comparatively.</p> <p>Further details of the ICIA approach and evidence to support completion of this duty are set out in Appendix 1 of the Local Transport Strategy.</p>
<p>Is the policy, strategy or service new?</p>	<p>Revised strategy.</p>
<p>STEP 2 - Gather your data and identify your stakeholders</p>	<p>Responses</p>
<p>What data is available about the current situation in the islands?</p>	<p>See appendix 1: Island Community Impact Assessment (ICIA) of Local Transport Strategy</p>
<p>Do you need to consult?</p>	
<p>How does any existing data differ between islands?</p>	

Island Communities Impact Assessment

Revised Local Transport Strategy

Are there any existing design features or mitigations in place?	
STEP 3 - Consultation	Responses
Who do you need to consult with?	See appendix 1: Island Community Impact Assessment (ICIA) of Local Transport Strategy
How will you carry out your consultation and in what timescales?	
What questions will you ask when considering how to address island realities?	
What information has already been gathered through consultations and what concerns have been raised previously by island communities?	
Is your consultation robust and meaningful and sufficient to comply with the Section 7 duty?	
STEP 4 - Assessment	Responses
Does your assessment identify any unique impacts on island communities?	See appendix 1: Island Community Impact Assessment (ICIA) of Local Transport Strategy
Does your assessment identify any potential barriers or wider impacts?	
How will you address these?	

Island Communities Impact Assessment

Revised Local Transport Strategy

You must now determine whether in your opinion your policy, strategy or service is likely to have an effect on an island community, which is significantly different from its effect on other communities (including other island communities).

If your answer is **NO** to the above question, a full ICIA will NOT be required and **you can proceed to Step**

SIX. If the answer is **YES**, an ICIA must be prepared and **you should proceed to Step FIVE**.

To form your opinion, the following questions should be considered:

- Does the evidence show different circumstances or different expectations or needs, or different experiences or outcomes (such as different levels of satisfaction, or different rates of participation)?
- Are these different effects likely?
- Are these effects significantly different?
- Could the effect amount to a disadvantage for an island community compared to the Scottish mainland or between island groups?

Island Communities Impact Assessment

Revised Local Transport Strategy

STEP 5 – Preparing your ICIA	Responses
In Step Five, you should describe the likely significantly different effect of the policy, strategy or service:	See appendix 1: Island Community Impact Assessment (ICIA) of Local Transport Strategy
Assess the extent to which you consider that the policy, strategy or service can be developed or delivered in such a manner as to improve or mitigate, for island communities, the outcomes resulting from it.	
Consider alternative delivery mechanisms and whether further consultation is required.	
Describe how these alternative delivery mechanisms will improve or mitigate outcomes for island communities.	
Identify resources required to improve or mitigate outcomes for island communities.	
STEP 6 - Making adjustments to your work	Responses
Should delivery mechanisms/mitigations vary in different communities?	See appendix 1: Island Community Impact Assessment (ICIA) of Local Transport Strategy
Do you need to consult with island communities in respect of mechanisms or mitigations?	
Have island circumstances been factored into the evaluation process?	
Have any island-specific indicators/targets been identified that require monitoring?	
How will outcomes be measured on the islands?	
How has the policy, strategy or service affected island communities?	
How will lessons learned in this ICIA inform future policy making and service delivery?	

Island Communities Impact Assessment

Revised Local Transport Strategy

STEP 7 - Publishing your ICIA	Responses
Have you presented your ICIA in an Easy Read format?	See appendix 1: Island Community Impact Assessment (ICIA) of Local Transport Strategy
Does it need to be presented in Gaelic or any other language?	
Where will you publish your ICIA and will relevant stakeholders be able to easily access it?	
Who will sign-off your final ICIA and why?	

ICIA completed by:	ICIA has been completed by consultants Systra as part of Local Transport Strategy, Appendix 1.
Position:	
Signature:	
Date complete:	

ICIA approved by:	
Position:	
Signature:	
Date approved:	