

Item: 11

Development and Infrastructure Committee: 15 February 2022.

Proposed New Airfield Terminal Buildings at Papa Westray, Stronsay, Westray, and Eday.

Report by Interim Executive Director of Finance, Regulatory, Marine and Transportation Services.

1. Purpose of Report

To consider a Stage 1 Capital Project Appraisal in respect of the proposal to provide new airfield terminal buildings at Papa Westray, Stronsay, Westray and Eday.

2. Recommendations

The Committee is invited to note:

2.1.

That new airfield terminal buildings with integral garages meeting Civil Aviation Authority (CAA) requirements have been provided at North Ronaldsay and Sanday, with new garages provided at Westray, Stronsay, Papa Westray and Eday.

2.2.

That the remaining terminal buildings at Papa Westray, Stronsay, Westray, and Eday are 30 plus years old and are no longer fit for purpose.

2.3.

That the North Isles Airfield Strategy, approved by Council in July 2019, includes a requirement for new terminal buildings at Westray, Stronsay, Papa Westray and Eday, at an estimated total cost of £760,000.

2.4.

The Stage 1 Capital Project Appraisal, based on the North Isles Airfield Strategy approved by Council in July 2019, in respect of the proposed new terminal buildings at Westray, Stronsay, Papa Westray and Eday, attached as Appendix 1 to this report.

2.5.

That, should the project be approved for progression, the Stage 2 Capital Project Appraisal will provide a fully developed appraisal, including updated capital costings for the four terminal buildings and any additional revenue budget requirements.

2.6.

That the Council has already provided a commitment to the Civil Aviation Authority to conduct the upgrade to the airfields as part of the commitment to a continuous improvement programme as part of the airfield operating licence.

It is recommended:

2.7.

That, as an exception to the Capital Project Appraisal process, in order to ensure the safe and resilient operation of the airfield infrastructure, the Interim Executive Director of Finance, Regulatory, Marine and Transportation Services should submit, to the Policy and Resources Committee, a Stage 2 Capital Project Appraisal in respect of proposed new terminal buildings at Westray, Stronsay, Papa Westray and Eday.

3. Background

3.1.

Orkney Island Council owns and operates six airfields on the north isles of Eday, North Ronaldsay, Papa Westray, Sanday, Stronsay and Westray. The airfields are located in one of the UK's most difficult environments: harsh weather, low light conditions, graded hard core and grass runways that are narrow and short in length, no Air Traffic Control, part time staff, no equipment resilience or redundancy and isolation from the back up facilities that are available throughout the majority of the rest of the UK all combine to make this operation challenging with self-reliance the key to success. In order to properly care for these lifeline facilities, the North Isles Airfields Strategy was developed in 2013/14. This strategy was updated in 2019 and included provision of new terminal buildings at Westray, Stronsay, Papa Westray and Eday.

3.2.

The Council has provided a commitment to Civil Aviation Authority (CAA) as part of the airfield operating licence to continuously improve and update the airfields. An integral part of this improvement was the commitment in the North Isles Airfields Strategy to update the terminal buildings. The programme was initiated in 2015 and requires to be taken through to completion. The 2019 CAA Audit raised the progress of the programme as part of the audit. Continued delay or even failure to deliver the programme jeopardises the licence with the subsequent loss of the lifeline air services, the terminals and CAA licence supports.

4. Island Terminals Limitations

4.1.

The terminal buildings at Papa Westray, Stronsay, Westray, and Eday suffer from several deficiencies, as follows:

- Restricted views of the airfield manoeuvring area, in non-compliance with CAA requirements to respond to incidents on the airfield within the two minutes.
- Emergency Services (Police Service of Scotland, Scottish Fire and Rescue, National Health Service) have all commented adversely on the waiting room and the watch room being combined. This situation means members of the public will share the room with those handling emergency incidents, compromising confidentiality and potentially degrading emergency response.
- IT cannot be installed at these airfields due to shared public access to the office.
- Toilet facilities are outdated and are not suitable for people with mobility issues.
- Facilities at the airfields that allow firefighters to wash or shower do not exist, removing the possibility of effective removal of contaminants, hazardous materials or body fluids.
- COVID-19 – currently the terminals cannot accommodate social distancing and customers travelling on the air service are not permitted inside the building, exposing them to severe weather conditions.
- Car parking at legacy terminals is limited with no electric vehicle charging points which should be addressed when the terminal buildings are being upgraded.

4.2.

A Stage 1 Capital Project Appraisal for proposed new terminal buildings at Papa Westray, Stronsay, Westray and Eday is attached as Appendix 1 to this report.

5. Links to Council Plan

5.1.

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

5.2.

The proposals in this report relate directly to Priority 1.4, Refresh and deliver the Council's Airfields Strategy and Investment Plan, of the Council Delivery Plan.

6. 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 priorities of Connectivity and Community Wellbeing.

7. Financial Implications

7.1.

It is notable that the Capital Project Appraisal process operates in normal circumstances on an annual cycle, which allows for competing priorities to be assessed both at a service and corporate level. That said, nothing shall prohibit the

Council from exercising its discretion to initiate projects where exceptional circumstances apply.

7.2.

The Stage 1 Capital Project Appraisal sets out the requirement for an estimated total capital cost of £760,000, based on the North Isles Airfield Strategy approved by Council in July 2019, in respect of four terminal building projects across the respective airfields as follows:

- New terminal building at Papa Westray estimated at £190,000.
- New terminal building at Stronsay estimated at £190,000.
- New terminal building at Westray estimated at £190,000.
- New terminal building at Eday estimated at £190,000.

7.3.

If the project is approved for progression, a Stage 2 Capital Project Appraisal will be developed and presented to Policy and Resources Committee for approval.

7.4.

The Stage 2 Capital Project Appraisal will provide a fully developed appraisal of the project, including updated capital costings for the 4 terminal buildings and any additional revenue budget requirements resulting from the project.

7.5.

In giving due consideration to any request for a Stage 2 Capital Project Appraisal, the Policy and Resources Committee will assess the affordability of adding an additional project to the Council's Capital Programme.

8. Legal Aspects

8.1.

The Local Government (Scotland) Act 1973 section 95 requires the Council to make arrangements for the proper administration of its financial affairs. As part of that, the Council is expected to have regard to economy, efficiency and effectiveness in its use of resources.

8.2.

The Local Government in Scotland Act 2003 sections 35(1) and (2) requires the Council to determine and keep under review the maximum amount which it can afford to capital expenditure. In so doing the Council must comply with regulations made by Scottish Ministers.

8.3.

The CAA has discretionary powers relating to the grant of an aerodrome licence contained in UK Statutory Instrument 3015/2009 (the Air Navigation Order) and such

a licence has been granted to the Council as the operator of the Northern Isles' airfields. Approving the CPA in this report will assist the Council in complying with its obligations as an airfield operator under such licence.

9. Contact Officers

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James Buck, Head of Marine Services and Transportation, extension 3600, Email: James.Buck@orkney.gov.uk

Kane Davidson, Airfields Manager, extension 3617, Email: Kane.Davidson@orkney.gov.uk

10. Appendix

Appendix 1 – Stage 1 Capital Project Appraisal – Proposed North Isles Airfields Terminals.

Appendix 1

ORKNEY ISLANDS COUNCIL CAPITAL PROJECT APPRAISAL PROCESS

Project Appraisal – Stage 1

Client Service: Development and Infrastructure

Project Name: North Isles Airfields: provision of operational and passenger facilities.

1.0 Background

The terminal buildings at Eday, Papa Westray, Stronsay and Westray are 30+ years old, the toilet facilities are inadequate and cement fibre roof tiles are overdue for replacement.

Following the Multi Agency Exercises the Airfield Rescue and Fire Fighting Service (RFFS), NHS, Scottish Fire and Rescue Service (SFRS) and Police Service of Scotland (PSS) have all commented adversely on the waiting room and the watch room being combined.

For the RFFS, SFRS and PSS the lack of a dedicated watch room/emergency operations room means that members of the public will be in the same room as those handling the incident compromising confidentiality and potentially making key communications chaotic.

The buildings suffer from restricted views of the airfield manoeuvring area compromising the ability to respond to an incident on the airfield within the two minutes mandated by the Civil Aviation Authority (CAA).

Car parking is also a problem with too few parking spaces at the four airfields that have not been modernised and should be addressed when the terminal buildings are being upgraded. It would also be an ideal opportunity to install electric vehicle charge points at the airfields.

2.0 Appraisal

2.1 Option A, Do nothing

Description; Continue to use the existing building.

Advantages; No cost solution with no new buildings or refurbishment undertaken.

Disadvantages: If the Council does nothing the visibility of the manoeuvring area will not be improved and the shared watch room and waiting room will continue to be below the standard required which would in the event of an accident be unacceptable. The toilet facilities are outdated and below the standard expected by the travelling public.

2.2 Option B

Refurbish and extend the current terminal building

Description; A block-built extension with separate watch room and waiting room and refurbished toilet facilities.

Advantages: At an estimated cost of £94,000, the extension to the existing building is the cheapest option. The watch room and waiting room would be separated and would have improved visibility of the runways, toilet facilities would be upgraded to the standard acceptable for people with accessibility needs.

Disadvantages: Using the existing floor plan gives very limited scope for improving the passengers experience passing through the building and for staff interacting with the public weighing baggage and so on which will remain cramped and cluttered.

This does not future proof the building against potential improvements in security or passenger handling that may be required if a larger aircraft was introduced.

2.3 Option C

Provide a new airfield building

Description: A new design with improved access, separating the public waiting room and the RFFS watch room with modern disabled toilet facilities. The estimated cost would be £190,000 per airfield.

Advantages: The provision of a modern airfield building addresses all the safety concerns and is future proof.

Disadvantages; High initial cost.

Financial Implications

| Capital Programme Year | Total £000 | 2021/22 £000 | 2022/23 £000 | 2023/24 £000 | Onwards £000 |
|---|-----------------|-----------------|-----------------|-----------------|-----------------|
| Eday | £190,000 | | | £190,000 | |
| Papa Westray | £190,000 | | £190,000 | | |
| Stronsay | £190,000 | | £190,000 | | |
| Westray | £190,000 | | | £190,000 | |
| Gross Capital Expenditure | | | | | |
| Grants Receivable etc. | | | | | |
| Net Council Capital Expenditure | £760,000 | | £380,000 | £380,000 | |
| Revenue Implications | | | | | |
| Estimated cost of working up a detailed project appraisal (Stage 2) | | | | | |

Notes:

1. Cost of working up a detailed project appraisal will be met from the Airfields budget.
2. No external funding has been identified to date.
3. Works phased over two years.
4. Onwards costs for refurbishment of existing terminal building yet to be established.

3. Policy Aspects

The project meets policy objectives of improving travel and sustaining communities.

4. Land Purchase Requirement

The Council already owns the land for this project.

5. Statutory Responsibility

The Council has statutory responsibility to provide airfield facilities for Council operated airfields in accordance with CAA requirements.

6. Impact on Local Business, Employment and the Economy

This project will ensure the airfield buildings meet CAA requirements allowing the air service to continue to serve local businesses, employment and the economy.

7. Risk Assessment

7.1 Failure to provide adequate modern facilities for passengers could cause problems if a larger aircraft was required in the future.

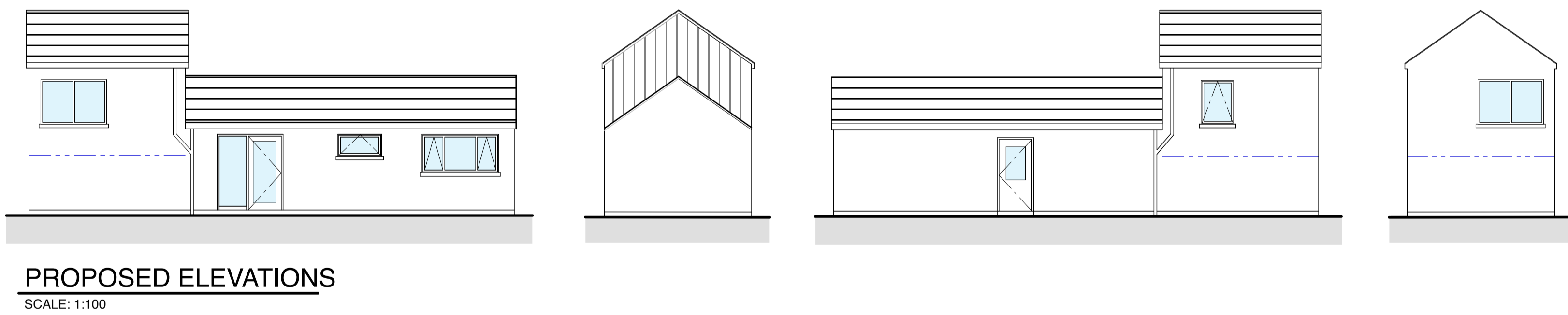
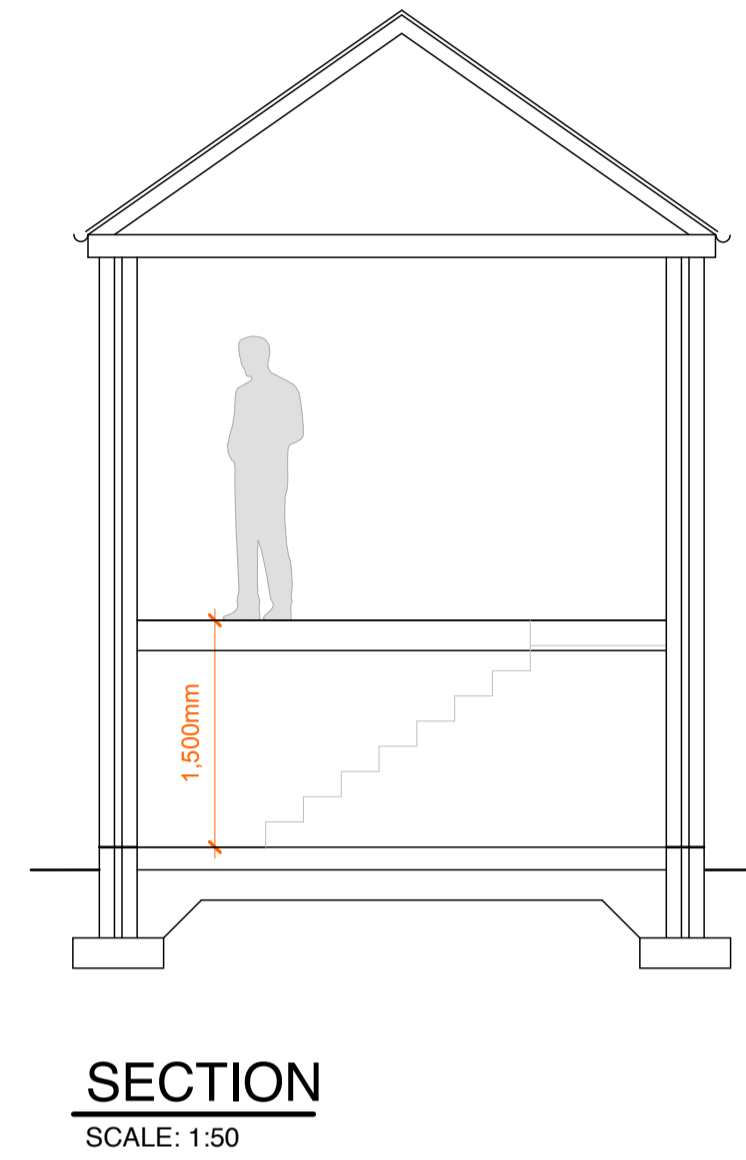
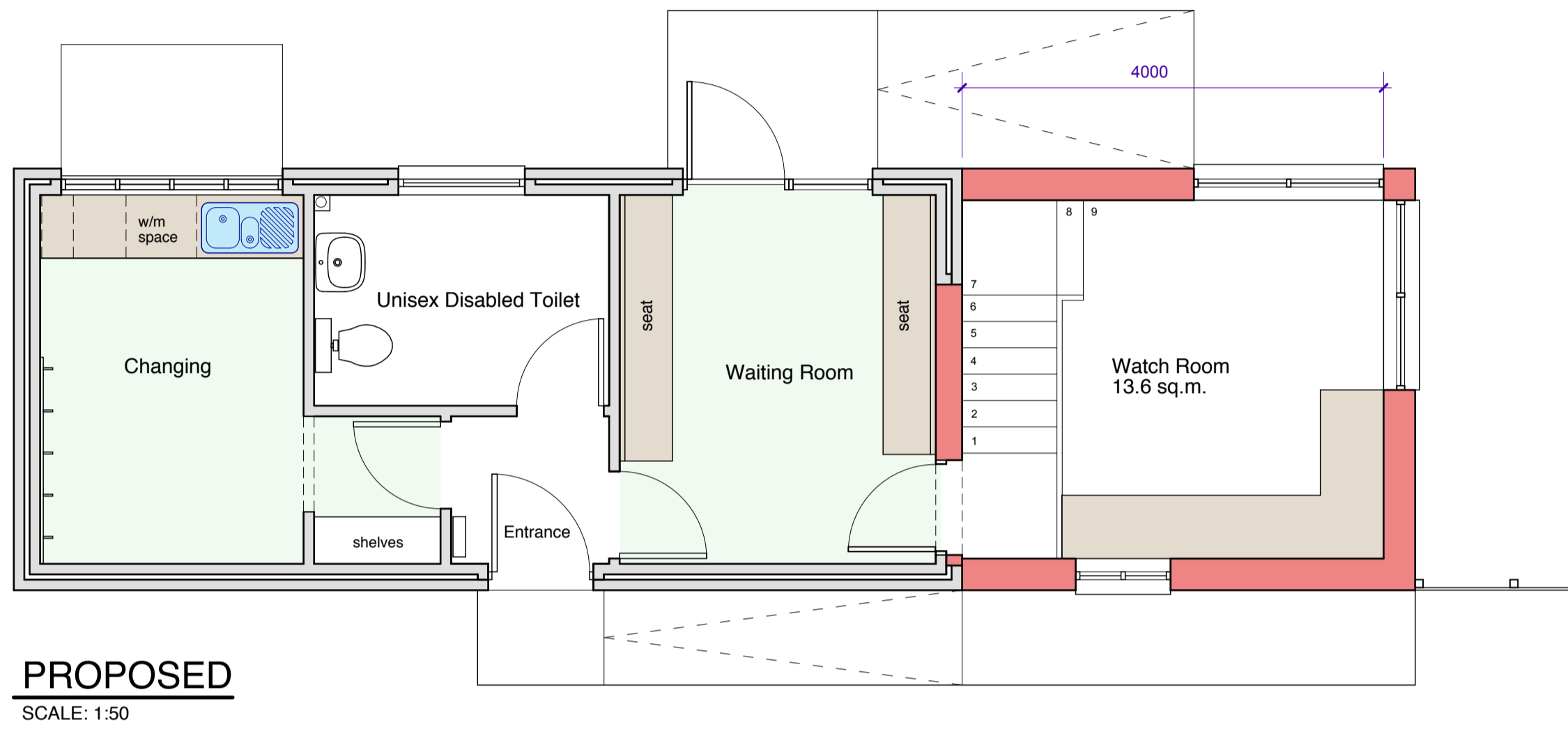
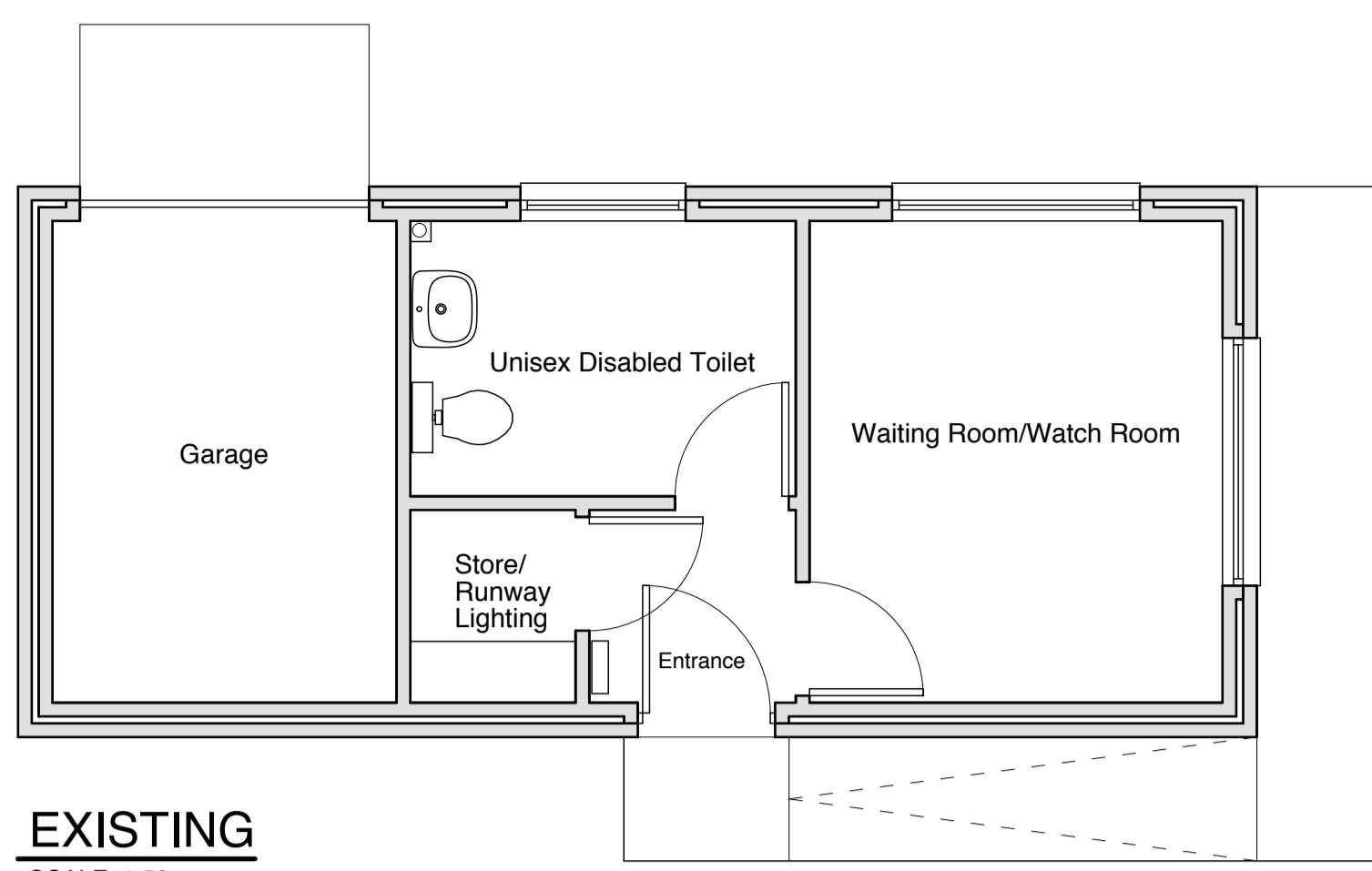
7.2 Failure to provide facilities to reduce risk to as low as reasonably practicable could expose the Council to scrutiny in the event of an incident.

8.0 Recommendation

The option that fulfils all the requirements is option C the new build airfield building. This option is future proof meeting all the requirements of the CAA.

Annex A

Drawings



REVISIONS

Project
**AIRPORT
TERMINAL
BUILDINGS**

Title
**PROPOSED
ALTERATIONS**

| | |
|--------------------------------|---------------------------|
| Project No. 04105104 | Drawing No. SK5 |
| Revision | |
| Printed 05/09/2018 | Issue |
| Date Sept 18 | Drawn JG |
| Scale 1:50/100@A1 | Checked |

All dimensions to be checked on site before work and the manufacture of elements commences.

This drawing is not to be scaled.

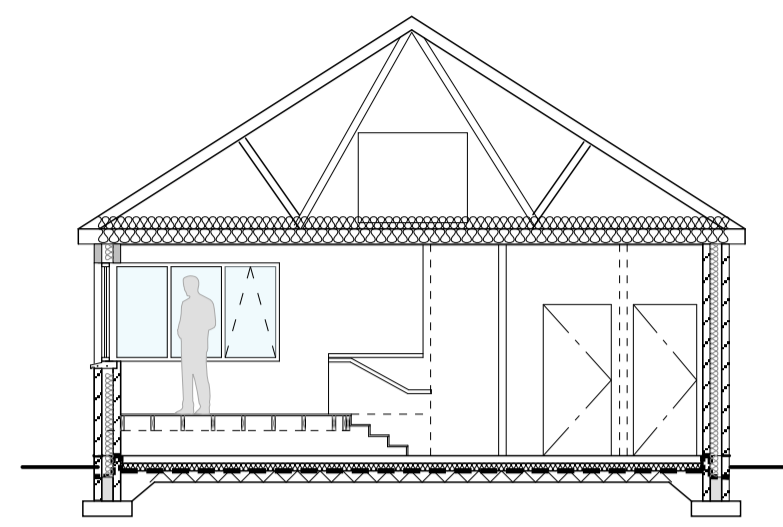
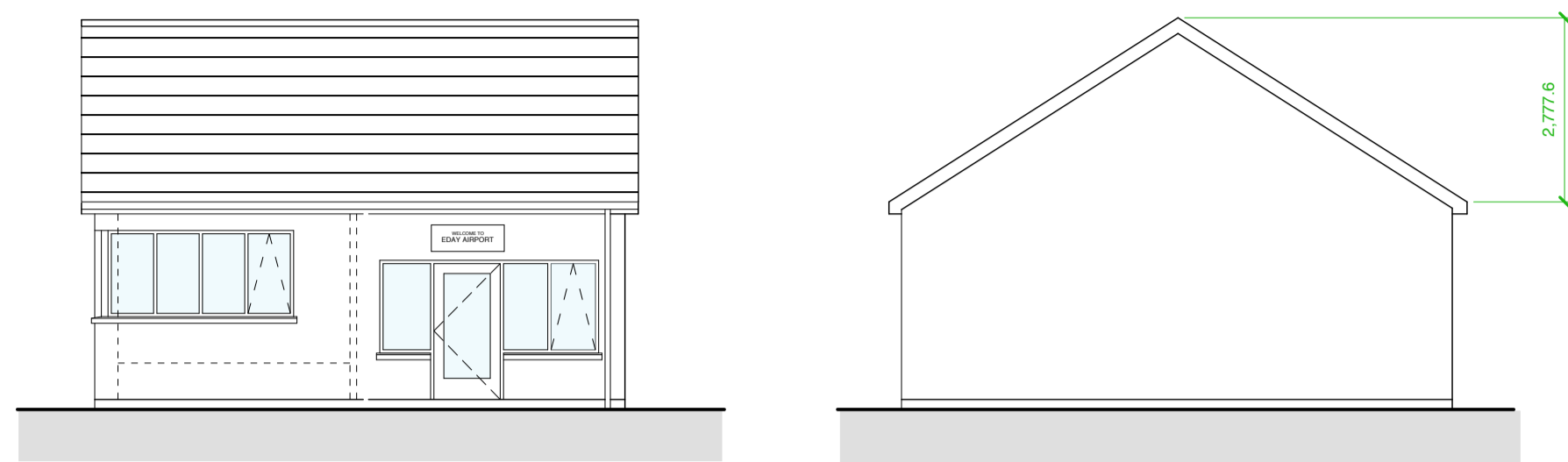
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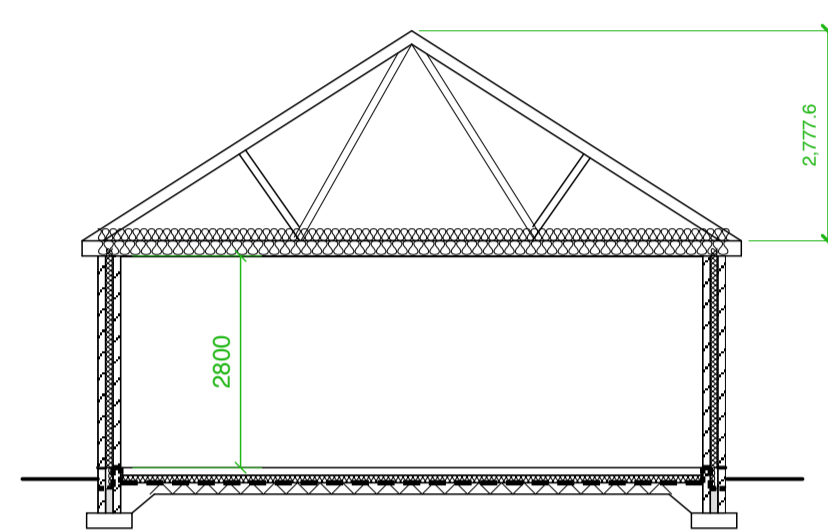
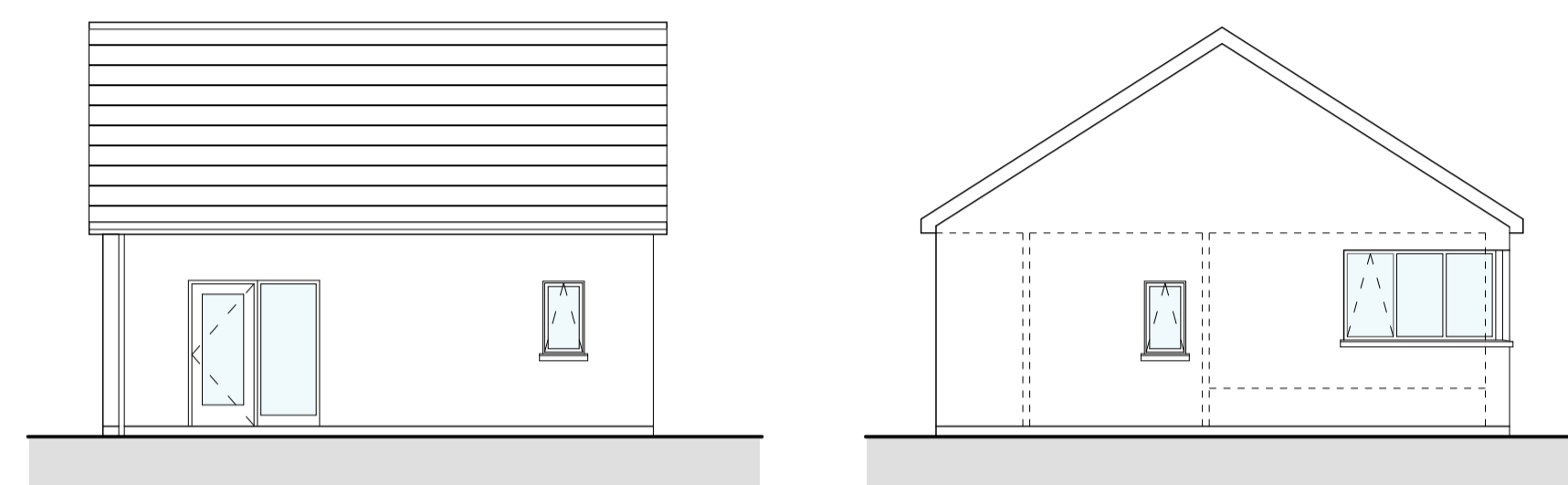


**ORKNEY
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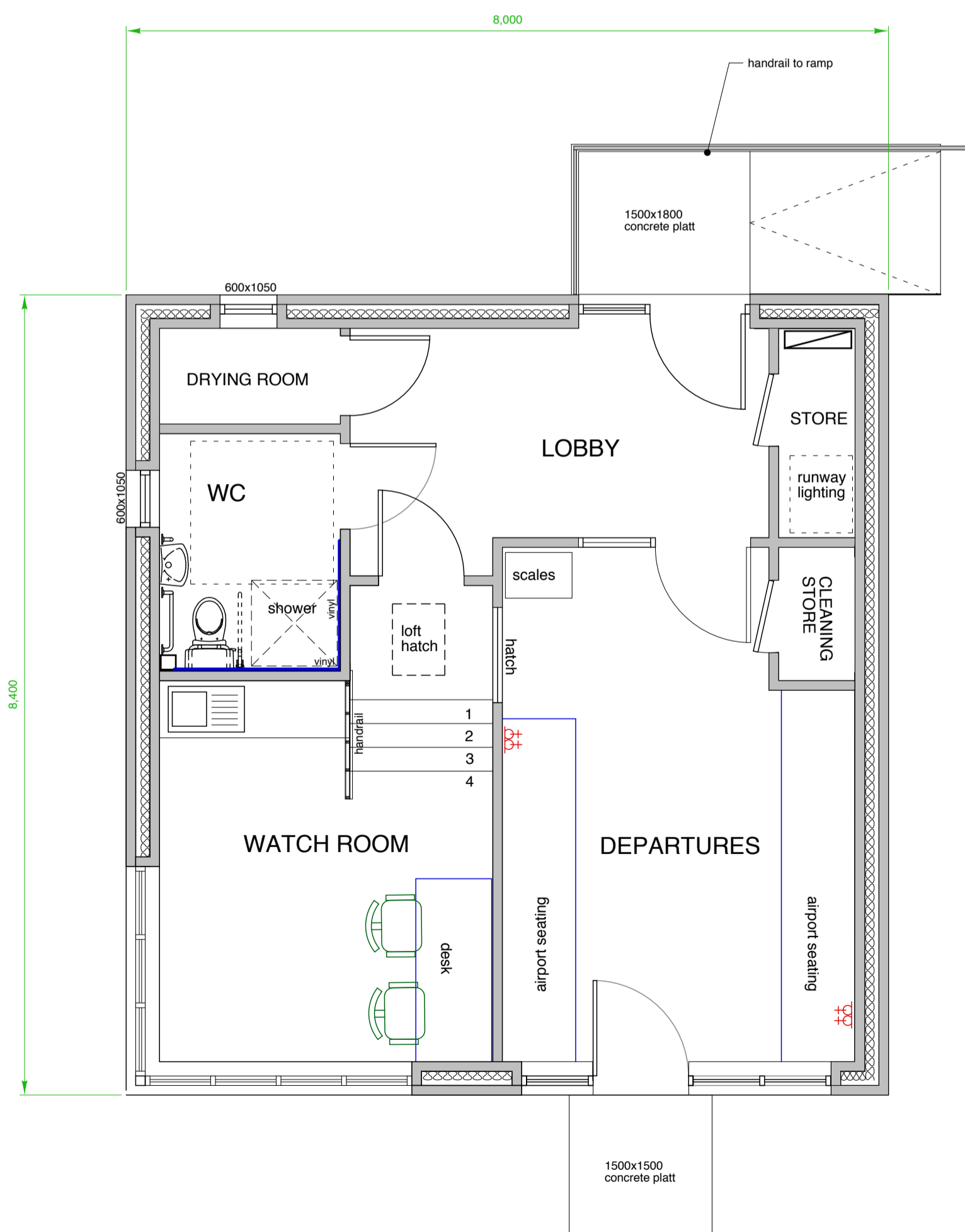


SECTION B-B Scale 1:100



SECTION A-A Scale 1:100

ELEVATIONS Scale 1:100



FLOOR PLAN Scale 1:50

REVISIONS

Project
EDAY AIRFIELD
NEW TERMINAL
BUILDING

Title
SKETCH PROPOSALS

| | |
|-------------|-------------|
| Project No. | Drawing No. |
| Revision | Issue |
| 1 | 27/11/2019 |
| Date | Dec 2019 |
| Scale | 1:50/100 |
| Checked | JG |

All dimensions to be checked on site before work and the manufacture of fitments commences.

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