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Appraisal Report

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1 Introduction



1 Introduction

1.1 Introduction

This Appraisal Report builds upon the consultation, research, and analyses set out in the previous *Consultation* and *Scoping Reports* prepared for Shetland Transport Partnership (STP) in the development of their Transport Strategy. It outlines the appraisal process that has been applied to assess the alternative measures proposed for inclusion in the Transport Strategy. At the end of the report, a final list of recommended measures for adoption in the Transport Strategy is offered. These measures will subsequently be prioritised into an implementation plan.

1.2 Scottish Transport Appraisal Guidance

Full cognisance of the Scottish Executive Regional Transport Strategy Guidance¹, and Scottish Transport Appraisal Guidance (STAG)² has been taken throughout the development of the Transport Strategy. However, it has been particularly important to follow the STAG guidance with regards to option appraisal as, from the outset, it was recognised that the Transport Strategy will be used to inform the choices and decisions in planning for future transport provision to, from and within Shetland.

The principles of STAG are that it is objective, auditable, inclusive, open-minded and pragmatic. The appraisal adopted for the Transport Strategy seeks to apply these principles, in order to be able to demonstrate why particular choices have been made. The appraisal process also enables the performance of individual schemes to be compared against one another. This will assist in the future process of prioritising schemes within the implementation plan. Further details of the appraisal process adopted are provided in Chapter 3.

1.3 Structure of Report

Following this introductory chapter, there are seven further chapters as follows:

1.3.1 *Chapter 2 – Option Sifting and Refinement*

Chapter 2 begins by setting out the original long list of measures that were presented in the Scoping Report. Those that were subsequently not thought appropriate for inclusion as part of the Final Strategy were rejected. Justification for the sifting of specific measures is provided in this chapter.

1.3.2 *Chapter 3 – Appraisal Framework*

Chapter 3 outlines the hierarchy of appraisal used for the Transport Strategy. An appraisal of alternative strategic scenarios has been undertaken to inform the general strategic direction that it is felt most appropriate for the Transport Strategy to take. Next, individual appraisals have been undertaken for each of the individual elements that make up the strategic scenarios. The results of the appraisals have then been reviewed and used to develop a preferred list of measures that will be taken forward and developed into the final implementation plan for the Transport Strategy

1.3.3 *Chapter 4 – Appraisal of Strategic Alternatives*

Following on from the discussion on the appraisal framework, Chapter 4 presents the outcome of the strategic scenario appraisal.

1.3.4 *Chapter 5 – Scheme Development*

Following appraisal of strategic alternatives, it was important to further develop, refine and clarify the options, including their operational and capital costs. To do this, more detailed

¹ The Scottish Executive (2006), *Scotland's Transport Future: Guidance on Regional Transport Strategies*. Scottish Executive, Edinburgh.

² The Scottish Executive (2006), *Scotland Transport Appraisal Guidance*, Scottish Executive, Edinburgh. Available from <http://www.transportscotland.gov.uk/defaultpage1221cde0.aspx?pageID=255>

discussions were undertaken with the relevant officers at STP and Shetland Islands Council (SIC).

1.3.5 *Chapters 6 to 8 – Scheme Appraisal*

In Chapters 6 to 8, discussion is centred on the results of the individual STAG option appraisals. Appraisals are set out according to external links, inter-island links and internal transport.

1.3.6 *Chapter 9 – Next Steps*

Finally, Chapter 9 concludes the appraisal report by outlining the next steps in the process of developing Shetland's Transport Strategy.

2 Option Sifting and Refinement



2 Option Sifting and Refinement

2.1 Introduction

The long list of options was set out within the Transport Strategy Scoping Report. The next stage was to sift these options into a shortened list to take forward to appraisal. This section discusses how the options were sifted and also offers some broad justification for the rejection or amendment of specific options.

2.2 Long List of Options

In line with the philosophy of STAG, an open minded and objective approach was taken during the option generation process. To this end, the long list of options included a wide range of schemes. They were generated from a range of sources, including best practice examples from the rest of the UK, public consultation, and workshop discussions with the Transport Strategy Officer Working Group. Appendix A presents the initial long list of options.

2.3 Option Sifting and Refinement

By taking an open minded approach to option generation, it was inevitable that a number of the options would have to be sifted / refined prior to the appraisal stage. Key reasons for rejecting options at this stage are set out below.

1. A number of the options were considered to be self-evidently unsuitable and unfeasible in that they would either be particular difficult to deliver, and/or not address the Transport Strategy objectives;
2. A number of the options were covered by other options proposed, or could be merged with other options to create more robust schemes; and
3. A number of the options were in fact policy statements (from the previous Local Transport Strategy) and it would be inappropriate to develop them into options for the sake of appraisal, especially if they will continue to hold true and will be adopted as Transport Strategy policy statements.

The above explanations are presented in more detail below.

2.3.1 *Options that are Self-Evidently Unsuitable*

Having developed the long list of options, it was clear that a number of the options proposed were self-evidently unsuitable in that they would make no progress to meeting the study objectives, or would fail to be deliverable. These options were consequently sieved from the appraisal process. Options removed were as follows.

- The development of a mono-rail / light rail / people mover system throughout Shetland. Technologies are being developed for low cost transit systems, and the concept of a public transport network directly linking, say Northmavine to Lerwick, or Sumburgh to Lerwick is attractive. However, it is considered that in the foreseeable future, the capital costs of such systems, along with the revenue cost, would be orders of magnitude higher than the existing bus-based transport system. Furthermore, the value of the benefits delivered to Shetland, and the level of patronage, would not necessarily be significantly higher than the existing bus based system. Above this, there would be significant technical and delivery risk associated with such a proposal. For these reasons, this option has not been taken forward for the current strategy.
- The introduction of larger / faster / more efficient vessels on all inter-island ferry routes (e.g. the provision of Yell Sound ferries on all routes). As a “blanket” approach, this option is unsuitable because it does not relate to the individual circumstances and requirements on each of the different routes. However, whilst the option cannot be applied broad-stroke across Shetland, there are specific services which may require larger ferries. Therefore a version of this option has been amended and included within a package of options proposed to overcome capacity constraints on specific services.

- Provision of high quality, dual lane roads to all areas throughout Shetland. This option has been sieved at the pre-appraisal stage because it fails to meet the planning objectives. In particular, the widespread development of roads throughout Shetland is considered unaffordable and inappropriate in terms of maintaining the rural characteristics of Shetland. However, like the option above, whilst this option has been rejected in the form described above, there are specific areas of roads (e.g. to the West Side, Vidlin, and North of Hillswick) where such improvements could help to meet the planning objectives and these have consequently been taken forward to appraisal.
- Establish a discounted-parking scheme for environmentally friendly vehicles, with discounts dependent on vehicles Vehicle Excise Duty (VED) classification. This option emerged from the best practice review of sustainable transport options throughout the UK, and aims to encourage the use of more environmentally friendly cars through parking incentives. The same option could be considered with similar incentives offered for car-sharers. However, it was considered that this option would be difficult to implement due to the following reasons.
 - Parking in Lerwick is currently free (apart from Victoria Pier), and there a few reasons to change the current management arrangements.
 - Difficulties with enforcement (especially in relation to incentives for car-sharers).
 - Incentives already in place due to differential VED, and price of fuel favouring environmentally friendly vehicles.

A common trait of the above options is that they were all classified as part of the 'aspirational' strategic approach to transport provision in Shetland. However, it has still been useful to develop an aspirational scenario because this has afforded the opportunity to 'think outside the box', which in turn has enabled the offering of innovative options and strategies which may not have been considered otherwise.

2.3.2

Options Better Covered or Merged with Other Schemes

In considering how the schemes proposed under the long list of options could be appraised, it was evident that many of the schemes were very similar in nature. Many of the options were also at a very minor scale – such that it would unmanageable to undertake an individual STAG appraisal of each of these options. Subsequently, where appropriate, options were packaged into larger, more manageable schemes for appraisal. Some examples in point are provided below.

Approach taken to Public Transport

The long list contained the following options.

- Increase conventional public transport service levels to all areas of Shetland.
- Increase the range of public transport services offered.
- Increase services levels at the weekend, and provide more late night buses.

The three options above have been packaged into an option classified as increased conventional public transport provision because they are quite similar and collectively would contribute to the delivery of such an option. Thus the strategy would set out the overall policy approach, leaving the details of the individual routes and times to be adjusted to the strategy implementation stages. Consideration was also given to the different options that this would be directly comparable with. Beside the Do Minimum option (e.g. a continuation of current service types, destinations and frequencies), the other options appraised include a reduced public transport option (involving reduced service types and levels), and an approach based on more demand-responsive transport.

Approach taken to Inter-Island Services

The following broad policy options had been identified in relation to Shetland's inter-island ferry and air services.

- Continue to replace ferry and terminals at the end of their life spans.
- Reduced vessel numbers.
- Island based crews.

- Increased frequency of ferry services.
- Reduced frequency of service.
- Fixed links.

Given that the options developed above cannot be applied broad-stroke for each of the islands, it was considered most appropriate to package and refine options on a route by route basis. In doing so, consideration was also given to the potential lifespan of the existing ferries and terminals, as well as whether or not fixed links would be implemented in the longer term because this, subsequently, would influence whether a “short term fix” should be considered, or whether a more comprehensive ferry and terminal replacement option would be more appropriate.

2.3.3

Policy Statements

A number of ‘options’ included in the initial long list of options were in fact policy statements identified from the review of the previous Local Transport Strategy for Shetland. In the most part, these policy statements are still relevant today and should be adopted in the Transport Strategy. It is also thought to be inappropriate to develop these policies into options since there is no feasible alternative option to compare the policy against – typically these are examples of compliance (e.g. Disability Discrimination Act, or DDA), or best practice (fuel efficiency, monitoring, consultation).

2.3.4

Role of Shetland Transport Partnership

It is to be highlighted that a number of the options included within the initial long list of options were options that are outwith the remit of STP. This is particularly the case with ‘options’ related to the external links. For example, the option of providing more flights on larger planes to and from Sumburgh would be a commercial decision for the external flight operators. In this case, STP’s influence would be limited to lobbying. Another example of an option that is outwith the influence (other than lobbying) of STP is the final specification of the Northern Isles ferry service, as this is controlled by the Scottish Executive.

2.4

Summary

This section has explained the process taken to sieving and refining the initial long list of options, prior to the STAG appraisal stage. The examples above have shown that there are a number of different reasons for option sifting; the rejection of options because they are self-evidently unfeasible, the merging of options in order to make appraisal more manageable, as well as the recognition of policy statements which require a limited level of appraisal due to issues of compliance or best practice.

3 Appraisal Framework



3 Appraisal Framework

3.1 Introduction

This chapter describes the appraisal hierarchy applied in the development of the Transport Strategy. Following this, discussion turns to the appraisal frameworks that have been adopted for the purposes of appraisal.

3.2 Appraisal Hierarchy

A hierarchy of appraisal can be identified for the Transport Strategy. Firstly, at the highest level, an appraisal of alternative strategic scenarios has been undertaken to provide an initial steer on the strategic direction that it is felt most appropriate for the Transport Strategy.

Secondly, individual appraisals have been undertaken for each of the measures that make up the strategic scenarios. This is undertaken because it is understood that there is no out and out winner from the strategic appraisal and in reality the most appropriate Transport Strategy will comprise a mixture of the individual measures. Undertaking individual option appraisals affords the opportunity to pick and mix elements from each of the strategic scenarios in order to develop the most appropriate Transport Strategy for Shetland.

It has also been recognised that some of the individual elements warrant appraisal in more depth than other measures. For this reason, more detailed appraisals have been undertaken for the most significant measures (typically larger scale projects, including road upgrades, ferries and ferry terminal replacements and fixed links).

Following a review of the results from the individual scheme appraisals, those schemes that are most favourable in terms of delivering the objectives of the Transport Strategy, will be taken forward and prioritised as a final package – this will take into account, not only outcomes of the appraisals, but also delivery, affordability and priorities.

This hierarchy is presented below, and is the focus of further discussion in the following sections.

1. Strategic Alternatives Appraisal
2. Individual Schemes (external, inter-island and internal links) – to major and minor level as appropriate.
3. Preferred Option Prioritisation

3.3 Strategic Alternatives Appraisal

At the highest level, an appraisal has been undertaken of the alternative strategic scenarios developed for the Transport Strategy. Each scenario includes packages of transport options for external, internal and inter-island links and is based on different possibilities of funding for capital expenditure, and also different approaches to the provision of accessibility. The five scenarios, including a 'Do Minimum' option, are summarised in Table 3.1. The strategic appraisal has been undertaken to STAG 1 level.

Table 3.1 Strategic Alternative Scenarios

Option	Overview
Do Minimum	A strategy based around the continuation of the current approach, based upon the priorities established in the Local Transport Strategy published in 2000. This implies a continuation of current approach to rural accessibility and spending priorities.
Cut Backs	A strategy designed to reduce revenue or capital finances to levels which are available on a sustainable basis. This implies a reduction in rural accessibility, and a greater reliance on private transport.
Spend to Save	Development of capital infrastructure in the short term in order to save finances in the longer term. This could also include measures to generate income.
Comfort	An improvement of current levels of service, and hence improved levels of rural accessibility, based on increasing levels of revenue expenditure. Built on the premise that the STP would receive more revenue, but no extra capital.
Aspirational	A strategy including all of the potential options that the STP would wish to implement if there were no financial constraints e.g. reliant on the STP receiving more revenue and more external capital.

3.4

Individual Option Appraisal

A long list of possible schemes for inclusion under each of the five strategic approaches was developed. As stated earlier, these options were identified through a number of sources, including consultation outcomes, best practice reviews, and workshop discussions with the Transport Strategy Officer Working Group. They are presented in Appendix A.

From a review of final list of schemes for appraisal, it was apparent that it would be desirable to split these into minor and major schemes. Subsequently, two different STAG frameworks were developed as the basis to assess the schemes – a “minor scheme” STAG framework to appraise the smaller scale schemes, and a “major scheme” STAG framework to appraise the larger schemes. Further details on the appraisal frameworks are provided below.

3.4.1

Minor scheme STAG

The minor scheme STAG framework allows for the appraisal of options to a STAG 1 level and prescriptively follows the elements of STAG outlined by the Scottish Executive.

In line with STAG, the minor framework includes sections on:

- Scheme/Proposal Details (including population affected by the proposal, capital and revenue impacts);
- Scheme Appraisal against STP's vision and planning objectives;
- Scheme Appraisal against external objectives (e.g. Structure and Local Plan, Economic Development Strategy, NHS 2020 Vision etc);
- Scheme appraisal against implementability criteria (e.g. feasibility, risks, affordability, and public acceptability); and
- Scheme appraisal against the five government transport appraisal criteria (Environment; Safety; Economy; Integration; and Accessibility and Social Inclusion).

There are seven ratings in the STAG scoring system, ranging from +3 to –3. Those options that are believed to deliver a maximum positive benefit in relation to the STAG objectives are awarded a STAG rating +3, whereas those thought to have the greatest negative impact are given a STAG rating of –3. Options that are awarded a 0 are believed to have no real positive or negative impacts. Scorings of +/- 2 and +/- 1 provide intermediate assessments of impact.

The majority of options have been assessed using the minor STAG framework, including external links options, general ferry options (e.g. levels of service, fleet utilisation and ticketing), inter-island air service options, and options looking at walking, cycling, travel behaviour change, public transport, and road safety.

3.4.2

Major Scheme STAG

The major scheme STAG framework allows for the appraisal of options to a STAG 1 level but also includes selected criteria from the more detailed STAG 2 appraisal. The approach taken has also been to seek a quantification of the different impacts, using a range of indicators, where possible.

The selected STAG 2 criteria includes more detailed appraisals on the impacts of the scheme, specifically in relation to impact on economy and accessibility. Accordingly, this additionally includes the Transport Economic Efficiency (TEE) aspect of the STAG Part 2 appraisal, and also elements of the STAG Part 2 accessibility appraisal.

Options appraised using the major STAG framework included fixed links options, ferry and terminal replacement options, and major road construction options. The full list of schemes appraised, along with candidate policies is included in Appendix B.

3.5

Preferred Option Appraisal

Following the appraisal of strategic alternative scenarios, and individual schemes, the preferred package of measures has been identified and used as the basis to develop the final Transport Strategy. The preferred option list considered is presented in Appendix C.

This preferred option will be developed into an implementation plan following consideration of priorities, consultation outcomes, and delivery issues.

3.6

Summary

In summary, this section has attempted to outline the STAG methodology adopted to appraise both the strategic scenarios and individual schemes identified through the development of the Transport Strategy. Due to the number of options and their different scales, both minor and major STAG appraisal frameworks have been developed. The following sections go on to provide the results from the appraisals.

In addition, it is to be acknowledged that a Strategic Environmental Assessment (SEA) has also been undertaken of the alternative strategic scenarios and individual schemes, reported in the accompanying SEA Environmental Report.

4 Appraisal of Strategic Alternatives



4 Appraisal of Strategic Alternatives

4.1 Introduction

The following section presents the results from the appraisal of strategic alternatives.

4.2 Appraisal of Strategic Alternatives

The following sections consider how each of the strategic alternatives performed in relation to the performance against the strategy's objectives.

4.2.1 *Do Minimum*

The Do Minimum scenario generally responds well to STP's transport vision and continues to address the key transport objectives for Shetland. One of the main reasons that the Do Minimum option performs well is that overall, there is already a comprehensive and affordable level of transport provision in Shetland.

However, as established from the appraisal and a point widely recognised throughout Shetland, there is the necessity to ensure that future levels of investment, and costs of operation, are affordable and financially sustainable going forward. In particular, this requires ongoing attention to the operational costs of the transport network, and detailed consideration of the capital affordability of the ferry and terminal replacement programme. It is this aspect – ongoing revenue and capital affordability – that is the main negative element of this scenario.

4.2.2 *Cut Backs*

The appraisal revealed that whilst there may be some positive impacts of adopting a 'cut backs' approach to transport provision, overall this approach would perform less well in relation to the achievement of STP's vision and objectives, compared to the Do Minimum scenario. The main positive impacts would be in the delivery of a more affordable transport system in revenue and capital terms. Reduced levels of service could also have a small positive environmental impact through reduced carbon dioxide and greenhouse gas emissions from transport – although these may be negated by increased levels of private transport.

Poorly constructed service reductions could have a negative impact on public transport accessibility levels – leading to increasing the already high levels of dependence on private vehicles, and further isolation for those without access to private cars. Cut backs could entail reduced air, ferry and public transport services, reduced opportunities to access the main transport hubs by public transport, and would generally offer less interchange opportunities. Increased use of private transport possibly casts doubt over the ability for STP to address the safety objectives of the Transport Strategy. Making cut backs could also infer an increase in public transport fares. It is likely that this scenario would receive little public support, especially in remote and fragile rural communities, who would most likely be the first groups to feel the full impact of reduced service levels.

Therefore, on the whole, the appraisal revealed that the cut backs scenario performs poorly overall in the STAG appraisal, although it is believed that for the purposes of the Shetland Transport Strategy, it will be necessary to make cost savings and deliver a more financially sustainable and affordable transport service. Indeed recent Council decisions have imposed revenue cut backs on Shetland's transport services.

Thus the most effective and efficient cut back options should be retained and considered in the development of final schemes for inclusion in the Transport Strategy. An emphasis should also be placed on making best use of what already exists, and effective partnership working within Shetland.

4.2.3 *Spend to Save*

The concept of the spend to save scenario generally fits well with the vision of STP, as the overall performance and efficiency of Shetland's transport network could be increased with long-term investment in options such as fixed links – reducing revenue expenditure.

Some of the options proposed under this scenario, such as fixed links, would improve accessibility to some islands off Shetland Mainland and would also help to address capacity constraints. However, on the other hand, some of these major construction options could have a potentially significant adverse environmental impact, particularly during construction phase. Particular attention would be required in relation to the coastal environment, and impacts on coastal processes.

Although the right balance of infrastructure and service development could deliver an improved transport network, it is inevitable that locally significant social, economic and land use changes could be a result of such a strategy.

Due to an emphasis on infrastructure investment, there are a number of technical risks associated with the delivery of such schemes. There is also a difficulty in securing the necessary capital investment, and currently a high degree of variability in some of the cost estimates for fixed links – dependent on the assumptions made about the standards that could be adopted, but also initial estimates of ground conditions. Nevertheless, it is believed that many of the options proposed under this scenario require further investigation due to the longer term benefits that they could deliver, despite the significant affordability and technical risks.

4.2.4

Comfort

In addition to growing the public transport market, and the benefits that this would have in terms of reduced emissions from private transport and reduced road safety risks, this option would also have transport integration benefits.

However, on the downside, the comfort scenario involves a range of options that are generally thought to be financially unsustainable in the long term as they would require increased revenue support. In an existing context of savings being made across all transport services, it is difficult to conceive how increased revenue spending could be justified.

On the whole, it is acknowledged that whilst a number of the schemes proposed under the comfort scenario would require increased revenue support, some of the options proposed could have major benefits in terms of addressing accessibility problems and could help to improve the viability of some remote areas. Subsequently, whilst this approach should not be adopted fully, the package should be modified with the most effective schemes from this scenario taken forward for further consideration.

4.2.5

Aspirational

In essence, the aspirational scenario comprises a wish list of schemes and does not take into consideration financial sustainability. However, as stated earlier, one of the main advantages of such an approach is that it allows the opportunity to 'think outside the box', which in turn has enabled the offering of innovative options and strategies which may not have been considered otherwise.

On the whole, this objective performs well against the majority of objectives. For example, increased service levels and fixed links would contribute to increased accessibility and social inclusion, increased integration opportunities, improved safety (if matched by reduced reliance on private transport) and could also have some economic benefits for users, as the aspirational approach could infer the removal of fares. This strategic approach would also most likely receive strong public support due to the improvements that it would deliver.

However, the main negative aspect of the aspirational approach surrounds its long term financial sustainability, as such an option would be clearly unaffordable, both in terms of capital and revenue costs. Some of the options proposed as part of this scenario also involve major infrastructure works which could also have a potentially significant adverse impact on the environment.

In short, due to fact that this option in its totality would be unaffordable, it is recommended that those individual schemes that perform best during appraisal are identified and taken forward separately in the Transport Strategy.

4.3

Summary

A summary of the performance of the five strategic options is indicated in Figure 4.1. It can be seen that there is no “out and out” winner – each strategic option has its own relative strengths and weaknesses. However, it is clear that the “Do Minimum”, “Spend to Save” and “Comfort” scenarios generally out-perform the “Cut Backs” and “Aspirational” options.

Figure 4.1 – Performance of Strategic Options against Planning Objectives

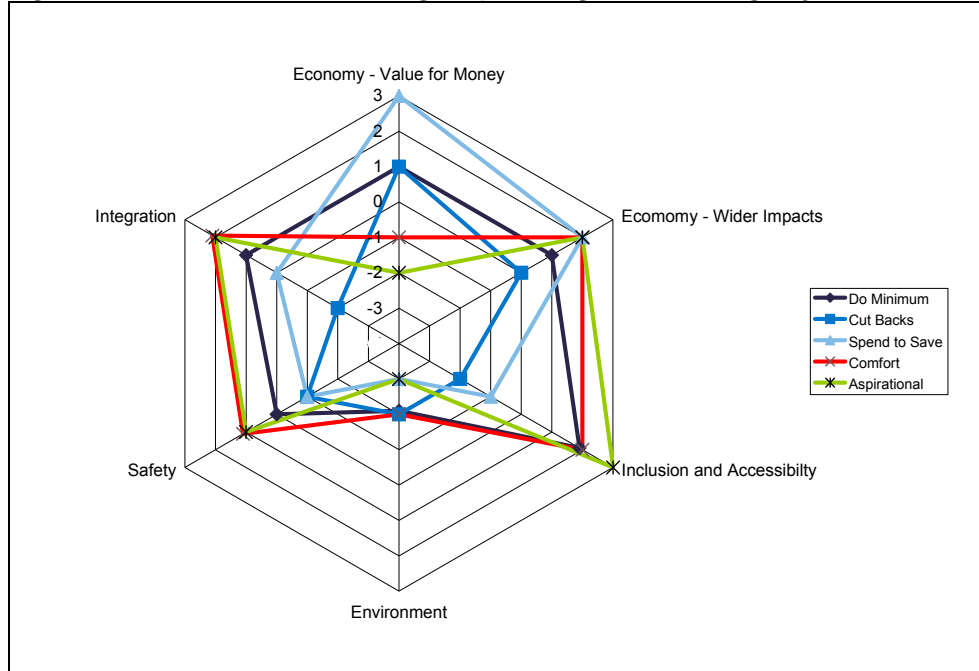
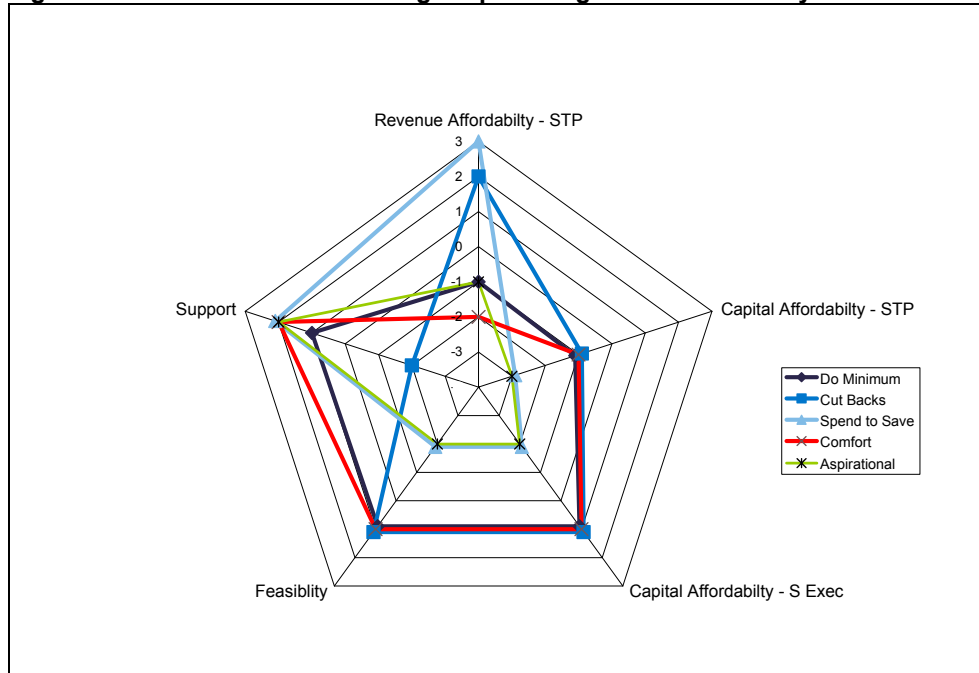


Figure 4.2 illustrates the deliverability of the strategic options, taking into account affordability, feasibility and public/political support. This clearly demonstrates that the “Cut Backs”, “Do Minimum” and “Spend to Save” scenarios out perform “Aspirational” and “Comfort” options.

Figure 4.2 – Performance of Strategic Options against Deliverability Criteria



An overall analysis reveals the following.

- Recent attention on achieving revenue savings highlights the challenges in implementing an approach based on additional revenue burdens.
- In this context, the focus of strategy points towards making best use of what is currently available and continued management of current revenue expenditure levels.
- In the long-term, significant savings in revenue expenditure can principally only be achieved by a programme of replacing ferries with fixed links. However, this is a high capital expenditure option.
- There appears to be most scope for capital investment when it can be demonstrated that this could achieve wider efficiency savings.
- It is noted that the current SIC capital plan has a value of around £300m over 20 years. Existing capital spending on transport, ferries and roads accounts for around 27% of the capital plan, although this does not account for ferry and terminal replacement, although does include the Bressay Bridge project.
- A transport strategy which includes a full ferry and terminal replacement programme could require over 50% of capital funds to be invested in transport, if external funding cannot be secured.
- A transport strategy which includes a programme of fixed links, could significantly exceed the current twenty year programme, if external funding cannot be secured - dependent upon the assumptions made regarding costs.

The outcome of this initial appraisal of strategic alternatives places the focus of more detailed appraisal for the next 10 to 15 years on:

- “Do Minimum” approach to improving the performance of external links, principally continuing with current approaches.
- Cut-backs / Spend to Save approach to inter-island links; and
- Cut-backs / Spend to Save approach to internal links.

The following chapter considers scheme development.

5 Scheme Development



5 Scheme Development

5.1 Introduction

Before appraising the individual schemes identified within the strategic alternatives, and subsequently developing a preferred option, it has been essential to work up the individual schemes with more detail into a finalised state for appraisal. The following chapter briefly highlights some of the development processes that have been used to finalise schemes.

5.2 Scheme Development

5.2.1 Classification

The option development process was considered at three different levels: external transport links, inter-island transport links, and internal transport links. These classifications remain but beneath this are some further themes that have been identified in order to categorise the schemes. This has been important to enable direct comparison of schemes, the impacts of which will be compared through the STAG appraisal and a decision ultimately made whether or not they should be included in the final preferred option.

Options for **external** links include the following categories:

- Air Passenger
- Air Freight
- Ferry UK
- Ferry Europe

Options for **inter-island** links include the following categories:

- Fixed links and Inter-Island Ferry options
- Ferry fares
- Levels of ferry service
- Inter-Island Air service options
- Air Fares
- Service Delivery Options

The development of inter-island options required consideration of hierarchy of dependencies, as some of the ferry options are dependent on whether or not fixed links would be developed. The range of ferry and terminal replacement options have been developed ranging from short-term interim fixes to be implemented assuming that fixed links are to be developed, to longer term schemes, such as the introduction of new terminals and replacement vessels, assuming fixed links will not be developed.

Options for each of the scenarios for **internal** links have been split into:

- Walking
- Cycling
- Travel Behaviour Change
- Roads
- Road Safety
- Winter Maintenance
- Public Transport Services
- Public Transport Fares and Ticketing

The table developed to present the above information and the final list of the schemes taken forward for appraisal is presented in Appendix B. Within this table, details are also provided on the level of STAG (e.g. minor or major STAG, or policy) to which the scheme should be appraised.

5.2.2

Officer Discussions

The final list of schemes outlined in Appendix B was also informed through detailed discussions with officers from the Transport Strategy Working Group. The discussions were primarily used to gain further information on the costs of the schemes and how officers believed each of the schemes would perform in the STAG appraisal.

5.3

Summary

This section has been used to highlight the background work that has been undertaken in the development of the final list of schemes for appraisal.

Appendix B presents the final list of options for appraisal, as well as proposed policy statements.

In the next chapter, the results of the individual scheme appraisals are presented.

6 Scheme Appraisal – External Links



6 Scheme Appraisal – External Links

6.1 Introduction

The following section presents the results from the individual scheme appraisals that have been undertaken for external links. Results are presented in summary form and are set out by theme.

6.2 Air Passenger

6.2.1 Outcomes from STAG Appraisals

The following STAG appraisals were undertaken.

1. Do Minimum	Continuation of current external air service (market led approach, with Scottish Executive and Scottish Enterprise Support).
2. PSOs	Introduce Public Service Obligations (PSOs) for lifeline services between Shetland and UK Mainland.
3. Scatsta	Use Scatsta as Shetland's principal airport.

The results from the appraisal of external air passenger options suggests that the current system of air service provision (e.g. a market led approach, with Scottish Executive support) is achieving market growth, is delivering beneficial service improvements, and provides a reliable service on the whole. A focus needs to be placed on seeking to continue to grow the market, and routes to the UK Mainland, and Scandinavia.

The introduction of reduced cost islander air tickets is also to be welcomed as the high costs of air travel was one of the most common raised during consultation. However, the existing scheme acts purely as a “subsidy for islands”, and does not help grow the islands’ economy through attracting visitors etc. Whilst it is advised that the current system of external air service provision is continued and supported by STP, opportunities to influence the current Air Discount Scheme should be taken when the scheme is reviewed.

With regards to the option of introducing Public Service Obligations (PSOs), there are likely to be operational constraints that make this difficult to achieve in the short term. It is therefore advisable that STP continues to take on a lobbying role to exert pressure for continued improvement of services – in partnership with neighbouring HITRANS (the Highlands and Islands Regional Transport Partnership). The review of the impact and effectiveness of the current Islander Air Discount scheme provides an opportunity to consider options – either for a PSO network, continuation of the existing scheme, or introduction of a scheme that provides discounts for visitors as well as residents.

Another finding from the air passenger appraisal was that, given weather reliability problems with Sumburgh Airport, Scatsta Airport is used as diversionary airport if possible. Proposals to adopt Scatsta as Shetland's principal airport should be rejected, in part due to the recent runway extension investment at Sumburgh.

6.2.2

Additional Policy Proposals

Additional policy proposals are as follows.

Policy Proposal	Comment
STP will encourage the development of reliable and integrated public transport services to tie in with flight arrival and departure times from Sumburgh Airport.	Emerged as a strong finding from the consultation process. Fits into a proposed review of public transport services to South Mainland.
STP will lobby for improvement of reliable and integrated public transport services at key UK Mainland destinations (e.g. Aberdeen, Edinburgh, Inverness and Glasgow) – particularly between the airport and subsequent destinations.	For Shetland residents, it is important that the “whole” trip is recognised, including facilities at UK Mainland hubs and interchanges.
STP will support efforts to attract new and improved air services to Shetland from key destinations. (UK Mainland and Scandinavia)	An essential element to improve accessibility of Shetland.
STP will support the continued development and improvement of Sumburgh Airport and will support in principle further enhancements that improve operations and reliability at the Airport (e.g. advanced landing systems).	An essential element to improve accessibility of Shetland.
STP will undertake an extensive origin/destination study on external transport links (air and ferry) to and from Shetland.	Proposed in order to provide information for future appraisals of external routes, and to ensure Shetland’s requirements can be effectively met.
STP will take a proactive approach to the monitoring of external air services, with regards to service reliability and fare levels etc.	Shetland needs to effectively lobby for improvements. Lobbying on an informed basis is more effective.
STP will work in accordance with external security regulations.	Compliance
STP will work to ensure external air services in Shetland are in accordance with DDA policy.	Compliance
STP will lobby for the development of fuel efficient air services.	Protection against future fuel increases, as well as wider environmental issues.

6.3

Air Freight

The following STAG appraisals were undertaken.

1. Do Minimum	Air freight services continue to be provided on a commercial basis.
2. Promote lifeline air freight service	Investigate the potential for a dedicated air freight service for use by Shetland’s businesses.

The option of developing an air freight service to and from Shetland, specifically to provide a “Plan B” transport service during times when the ferry cannot sail, was considered. There was little evidence available of an all year round demand for such a service – and the existing range of services appeared to cater for the majority of needs and appears sufficient.

6.4

Ferry UK

6.4.1

Outcomes from STAG Appraisals

The following STAG appraisals were undertaken.

1. Do Minimum	Services continue to be provided under current arrangements. STP will continue to lobby for improvements to the external ferry service, such as increased provision of cabins.
2. STP Tender	Lifeline Ferry Services procured by STP, instead of Scottish Executive

The necessity of addressing peak period constraints on cabin accommodation on the UK Ferry has been highlighted as a key issue for the STP to address. The issue requires ongoing liaison with the current ferry operators and the Scottish Executive. Fundamentally, it requires consideration of options now for the next Northern Isles ferry contract, due to be commenced in 2012. The option appraisal identifies the requirement to fully understand origin/destinations of ferry and air service users, and work on this has already begun.

The option involving the continued provision of the external ferry service with support from the Scottish Executive should be accepted over an alternative of STP procuring the external service. If STP took responsibility for the service, it would present a major risk which would be severely constraining on the activities of the Partnership. It would therefore be recommended that control of the service remains with the Scottish Executive, although STP should look for greater involvement in the tendering process.

6.4.2

Additional Policy Proposals

Additional policy proposals are as follows.

Policy Proposal	Comment
STP will encourage the development of reliable and integrated public transport services to tie in with ferry services at Holmsgarth Ferry Terminal.	Promotion of integrated and seamless transport services.
Through close liaison with partners, STP will proactively look to deliver improved transport integration opportunities at Aberdeen Harbour.	Promotion of integrated and seamless transport services, from Shetland to UK Mainland destinations.
STP will take a proactive approach to the monitoring of external ferry services, with regards to service reliability, cabin availability, freight and livestock issues, fare levels and customer care etc	Shetland needs to effectively lobby for improvements. Lobbying on an informed basis is more effective.
STP will undertake an extensive origin/destination study on external transport links (air and ferry) to and from Shetland.	Proposed in order to provide information for future appraisals of external routes, and to ensure Shetland's requirements can be effectively met.
STP will encourage ferry operators to continue to work in accordance with external security regulations.	Compliance
STP will encourage ferry operators to ensure external ferry services in Shetland are in accordance with DDA policy.	Compliance
STP will lobby for the development of fuel efficient ferry services.	Protection against future fuel increases, as well as wider environmental issues.

6.5 Ferry Europe

6.5.1 Outcomes from STAG Appraisals

The following STAG appraisals were undertaken.

1. Do Minimum	Existing service to Scandinavia to be reduced in 2007
2. Investigate new service	STP will investigate the potential for complementary Scandinavian ferry link.
3. UK Hub	STP will examine measures to improve transport links to UK ports with the aim of improving links to other European Union (EU) ferry hubs.
4. Air links	STP will encourage the operation of flights from Shetland to Scandinavia.

The reduction in visits made to Lerwick by the Smyril Line service, has prompted the development of a number of alternative options for maintaining access to Scandinavia. These range from STP investigating the potential for an alternative complementary Scandinavian ferry link, to the provision of measures to improve transport links to UK ports with the aim of improving links to other EU ferry hubs.

Another option to improve links to Scandinavia would be to encourage the operation of flights from Shetland to Scandinavia.

The initial STAG appraisal suggests that the investigation of a complementary ferry link would be preferable over the option of providing links to other EU ferry hubs. The option of encouraging air links from Shetland to Scandinavia also performed strongly in the STAG appraisal, reflecting the outcome of the appraisal undertaken for air service development.

6.5.2

Additional Policy Proposals

An **additional** policy proposal is as follows.

Policy Proposal	Justification
STP will monitor the proposals to develop a major European ship to ship container terminal at Scapa Flow, Orkney.	There are proposals for a major container transshipment development in Orkney. If this was successfully developed, this could help reduce Shetland's perceived peripherality, and could bring some opportunities. The ongoing situation should be monitored.

6.6

Summary

The above section has summarised the key outcomes from the STAG appraisals of the external links options.

7 Scheme Appraisal – Inter-Island Links



7 Scheme Appraisal – Inter-Island Links

7.1 Introduction

The following section presents the results from the individual scheme appraisals that have been undertaken for inter-island links. Results are presented in summary form and are set out by theme.

7.2 Fixed Links

The first range of options of inter-island links considered the feasibility of establishing fixed links, to replace the existing ferry links to Bressay, Whalsay, Shetland Mainland-Yell, and Yell-Unst.

Shetland Islands Council is currently committed to the development of a fixed link in the form of a bridge to Bressay. This strategic scheme is intended to enable the ongoing development of Lerwick, for residential and commercial opportunities. An outline financial review demonstrates that a fixed link out-performs the existing ferry service.

Reviews of previous work have been undertaken to ascertain costs and feasibility for sub-sea tunnels between Yell and Unst, Shetland Mainland and Yell, and Shetland Mainland and Whalsay. This confirmed that there is a wide variation of cost estimates for sub-sea tunnelling, based on information currently available. The two most recent pieces of work undertaken within a Shetland context confirmed central working estimates of between £14,000/m and £16,000/m, exclusive of optimism bias adjustments. However, the appraisal also has to recognise that tunnels have been completed elsewhere (Faroe and Norway) for rates as low as £6,000/m. Lower costs are achieved through design standards appropriate to low flows of traffic rather than higher trunk road flows, and more favourable rock conditions.

A large proportion of existing higher “appraisal” estimates presented for Shetland can be accounted for by the uncertainty and risk associated with the projects at their current stage of development. There is significant uncertainty regarding the approach that would be applied by regulatory authorities in relation to design and operation standards – these could have significant impacts on construction costs. There is also considerable uncertainty regarding ground conditions.

It is assumed that significant fixed link projects in Shetland would require funding support from external partners. This is most likely to be secured from the Scottish Executive, who currently supplement SIC’s Grant Aided Expenditure (GAE) funding to account for the costs of operating the inter-islands ferry service. Regardless of the wider level of benefits for Shetland and local populations, the first test that would be applied to secure external funding would be to demonstrate that the investment in a fixed link would offer a better financial case compared to continued ferry operation. If the scheme would pass this test, then there is a rationale to go on to demonstrate further socio-economic benefits accruing to local populations, and to Shetland.

Assuming existing tunnelling cost estimates based on £15,000/m, financial cost/benefit appraisals confirm that over a sixty year period, the high initial capital investment of the links to Whalsay, Yell and Unst outweighs the potential financial savings associated with the continuation of ferry services, even taking into account operational cost, and the cycle of vessel replacements and terminal upgrades. This implies the continuation of a ferry-based strategy, based on the information that is currently available.

However, this finding would be reversed if the lower figures (achieved in Faroe and Norway) are assumed – and consideration would then be required of the order of construction and knock on implications for the replacement of ferries and terminals. On the basis of current information, the appraisal suggests that priority is given firstly to Yell-Unst and Mainland-Yell, and then to Mainland-Whalsay. This also ties in with experience from Comharlie nan Eilean Siar (Western

Isles), where the benefits of creating a “through-route” of fixed links have been demonstrated to be considerably greater than creating a link to a single off-shore island.³

The long term benefits of a fixed link strategy current warrants continued investigation and development. Initial priorities should be short-term investigation of fixed links, with particular attention paid to Yell-Unst and Shetland Mainland-Yell. This work should initially tackle reducing the uncertainty and risk associated with current cost estimates, working in particular with regulatory bodies to consider design and operational standards. Opportunities to undertake further ground investigations should also be considered.

It is noted that experience from Faroe was that the “journey” from initial appraisal and investigation (where Shetland are currently at) to having a firm and realistically costed proposal, took around 15 years. Shetland, along with key stakeholders, should seek to learn the lessons of others to expedite the process. However, it will be necessary after approximately 2 years to re-consider the situation, with a view to appropriately securing ongoing ferry operations on Bluemull Sound.

7.3 Inter-Island Ferries – Route Appraisals

7.3.1

Bluemull Sound

Four principal options have been considered within the appraisal. Particular issues are faced on Bluemull Sound due to ageing vessels, and two of the three terminals requiring significant maintenance. The route also suffers from vehicle deck capacity constraints and a timetable that varies significantly across the week.

The following options were considered.

1. Do Minimum	Existing Service Pattern. Replacement Terminals at Gutcher and Belmont. Replacement Vessels (smaller version of Yell Sound vessels).
2. 2 nd Crew for 2 nd Vessel	Regularised Timetable and increased capacity achieved by manning 2 nd vessel with 2 nd crew. Replacement Terminals at Gutcher and Belmont. Replacement Vessels (smaller version of Yell Sound vessels).
3. Fixed Link (tunnel)	Fixed link between Yell and Unst. Replacement vessel for Fetlar. Future options for either new terminal at Gutcher, or terminal at Mid Yell.
4. Fetlar Breakwater	Additional option for breakwater at Hamar’s Ness.

7.3.1.1

Do Minimum

The appraisal concludes that if a fixed link were not developed, it is essential that the vessels are replaced, accompanied by suitable ferry terminals. The basic pattern of provision should be continued, with two vessels serving both Fetlar and Unst from Gutcher in Yell, as this is considered the most efficient means of providing the service. If Gutcher terminal is to be rebuilt, the option of providing overnight berths for both vessels could be considered.

7.3.1.2

2nd Crew for 2nd Vessel

The appraisal concludes that there is a case for increasing vehicle deck capacity and regularising the Bluemull timetable by the provision of a second crew for the 2nd vessel used on the route. However, the imposition of revenue cut backs means that this could be difficult to deliver.

Lower cost options for increasing levels of service include using the second crew on a seasonal basis (but this brings specific operational difficulties), or trialling the use of a “passenger-only” vessel. This could be introduced at a lower cost, and could bring benefits of additional passenger-only connections on the route, and enable greater operational flexibility by allowing the 2nd crew (resident on Fetlar) to man the 2nd vessel without being dependent on the 1st vessel used on the route.

³ SQW Limited (2004), *An Evaluation of the Social & Economic Impacts of Fixed Links to The islands of Scalpay and Berneray*. Report for Western Isles Enterprise, Stornoway.

7.3.1.3

Fixed Link (Tunnel)

Construction of tunnel linking Yell and Unst, but with continuation of ferry service to Fetlar. A fixed link between Yell and Unst is attractive. It enables improved accessibility between Unst and Yell, and brings wider public sector savings by potentially enabling opportunities for a wide range of non-transport services delivered to Unst and Yell to be combined, and potentially improved.

A fixed link would imply the continuation of a ferry service to Fetlar, however this would be a dedicated service. Providing the current timetable to Fetlar would require three full crews – however with the application of flexible working arrangements and some alterations to the timetable it is possible that this could be reduced to two crews. A dedicated Fetlar service also would enable alternative route options to be considered – such as providing the service to a new Mid Yell terminal (given that Gutcher terminal requires to be replaced), and allow consideration of the best location to berth the vessel.

The analysis undertaken, assuming currently verifiable cost estimates, reveals that over a 60-year period, continuation of the existing ferry service is more cost effective than construction of a tunnel. Work should continue to be progressed further investigating tunnel costs, looking to gain evidence to support lower costs.

7.3.1.4

Fetlar Breakwater

The option considers the additional impact of a breakwater at Fetlar. The Fetlar community are strongly supportive of the provision of a breakwater at Hamar's Ness. During the initial consultation process, this was highlighted due to the anticipated improvements in ferry service reliability that could be gained with an appropriately constructed breakwater to provide protection during berthing.

Other options for the breakwater have also been previously considered by SIC. These include a breakwater designed to provide a safe overnight berth on Fetlar for the 2nd vessel used on the Bluemull service. It is noted that the majority of the crew for this vessel are resident on Fetlar, and the vessel is currently berthed overnight at Cullivoe on Yell.

Historically, an option for a small craft berth/pier on Fetlar has also been considered by SIC, and it has previously been suggested that this could be combined with a new breakwater at Hamar's Ness, or developed elsewhere on the island (such as at Houbie).

Options for the development of a breakwater at Fetlar designed to protect the vessel whilst berthing (but not provide an overnight berth) are not dependent on other options for the Bluemull route. However, it is anticipated that such investment could only be supported by STP and SIC by evidence demonstrating that the investment would bring benefits to the community, commensurate with its investment cost.

Options for a breakwater to facilitate the overnight berthing of the 2nd vessel on Fetlar would involve significant investment. It is unlikely that this scheme could be supported until there is greater clarity regarding the potential fixed link between Yell and Unst, and therefore the future shape of service between Fetlar and Yell. Other berthing and service options (such as berthing at Gutcher, crewing arrangements, and the provision of a passenger only vessel) need to be considered at the same time as this proposal.

Options for construction of a small craft facility have been previously considered. Operationally, it is necessary that such a facility remains separate from the ferry berth, again implying significant investment in a larger breakwater structure. Experience gained elsewhere on the inter-island ferry network now shows that small craft facilities must not be combined with ferry berths due to problems with wash from propulsion units. Any potential additional investment for the purposes of economic development of Fetlar would have to be considered against the benefits of development of an alternative facility at Houbie.

7.3.2

Bressay

Three principal options have been considered as listed below.

1. Continued Ferry Service	Existing Service Pattern. Ongoing maintenance of ferry terminals. Replacement of vessel in medium term.
2. Fixed link (bridge) to Bressay	Development of fixed link (bridge) to Bressay
3. Fixed link (tunnel) to Bressay	Development of fixed link (tunnel) to Bressay

7.3.2.1

Do Minimum – continued ferry service

If a fixed link is not constructed, vessel replacement and terminal upgrades would be required in the medium term.

During initial consultation, the community expressed a desire for a slight variation to the operational day to accommodate access to the first flights departing from Sumburgh. It is anticipated that such an adjustment could only be provided by making adjustments to the timetable at other times of the day, or following the introduction of more flexible working arrangements.

7.3.2.2

Fixed link – Bridge

SIC is committed to the construction of a fixed link between Mainland Shetland and Bressay in the form of a bridge, and are currently progressing the scheme through the various consents processes. The appraisal has demonstrated that such a link is more financially cost-effective over 60 years than continued ferry operation, and also enables the wider strategic development of Lerwick.

The Lerwick Port Authority (LPA) are currently opposing the development of a bridge, believing that it will constrain future development of the harbour.

7.3.2.3

Fixed link – Tunnel

A fixed link in the form of a tunnel is an alternative to a bridge, and is currently supported by Lerwick Port Authority in preference to a bridge. As previously discussed, an appraisal based on current cost estimates demonstrates that a tunnel is less financially efficient than a bridge, but outperforms continued ferry operation.

As previously highlighted, the construction of a tunnel using lower cost estimates (based on experience from Faroe and Norway) would improve the financial performance of the tunnel option.

7.3.3

Whalsay

Three options have been considered for the Whalsay service, as listed below. Specific problems on the route include all three terminals requiring refurbishment, an ageing 2nd vessel, and specific vehicle deck capacity issues. Previous work has been undertaken on this route during 2005.

Options considered in the appraisal are as follows.

1. Do Minimum	Continuation of current service levels, Vessels – <i>MV Linga</i> + <i>MV Hendra</i> / smaller version of Yell Sound vessels Laxo – minimum upgrade; Vidlin – no upgrade; Symbister – minimum upgrade.
2. Optimum Ferry Replacement	Implementation of ferry replacement programme for Whalsay. Vessels - two vessels similar to Yell Sound vessels Laxo –upgrade to enable berthing by vessels similar to Yell Sound vessels Vidlin – upgrade to enable berthing by vessels similar to Yell Sound vessels Whalsay – upgrade to enable berthing by vessels similar to Yell Sound vessels, at either Symbister or North Voe
3. Fixed Link (Tunnel)	Fixed link (tunnel) between Shetland Mainland and Whalsay.

7.3.3.1

Do Minimum

The Do Minimum option is broadly based on a “like-for-like” replacement or refurbishment of existing terminals and replacement of the 2nd vessel with one of similar vehicle deck capacity to the *MV Linga*.

This option fails to adequately address existing capacity issues, and does not necessarily provide the opportunity to remove potential conflict between the ferry and other vessels within Symbister Harbour on Whalsay.

The main attribute of this option is that existing cost estimates point to it being the most affordable option.

7.3.3.2

Optimum Ferry Based Option

An initial STAG appraisal undertaken in 2005 points towards the introduction of two larger vessels on the service (similar in nature to the vessels recently introduced on the Yell Sound service), and the consequential:

- upgrade of Laxo terminal on Shetland terminal
- new terminal on Whalsay, either at North Voe, or an enlarged Symbister Harbour; and
- terminal upgrade at Vidlin.

Within this option, there is scope for phased or concurrent introduction of replacement vessels, and also further consideration as to the specification of upgrade at Vidin (taking into account requirements of the Skerries services, and also the potential for it being used less regularly as a diversionary port, as result of the introduction of larger vessels).

This option emerged as the preferred option during the initial STAG appraisal - although further work was recommended in relation to terminal options for Whalsay.

7.3.3.3

Fixed Link - Tunnel

Fixed link options were also considered during the STAG appraisal work for Whalsay, including a bridge and also a tunnel. Both emerged as being less affordable than either of the principal ferry-based options.

In relation to a tunnel link, this finding has been re-confirmed on the basis of cost estimates based on current information, and existing standards and specifications

As a sensitivity, a test has been undertaken considering the lower cost estimates that have been achieved in Norway / Faroe. This confirms that the lower cost estimates could make the option viable, and it is recommended that further work is undertaken seeking to reduce the existing uncertainties in the current cost estimates.

7.3.4

Yell

The Yell service has benefited from recent investment in replacement vessels, and new terminals. Three principal options have been considered for the Yell service.

Options considered in the appraisal are as follows.

1. Do Minimum	Continuation of current service levels using existing vessels.
2. Fixed Link (Tunnel)	Fixed link (tunnel) between Shetland Mainland and Yell.

7.3.4.1

Do Minimum – Continued ferry service

During the period of the Transport Strategy, the currently favoured option is for continuation of the existing ferry service. This maximises levels of accessibility within financial and operational constraints, and can be confirmed as being implementable.

Current SIC requirements on achieving financial savings have promoted consideration of potential reductions to the existing timetable, as well as ferry fare increases. Specific focus has been placed on the current operational practice of manning one of the two vessels on a 24 hour per day basis. Salient considerations are as follows.

- There is a requirement that they are both manned, as the vessels are over 1000gt and within Sullom Voe Harbour limits.
- Currently, this is achieved by placed a full crew on one of the two vessels. A night watchman system is being considered as an alternative.
- Removal of the crew would have the impact of reducing the timetable (removing the option of currently bookable services, unless overtime payments were made. Analysis of patronage is required to estimate the impact of this.
- There could be an impact of vessel maintenance and cleaning, as most of this is currently undertaken during the night shift – unless alternative arrangements were developed.
- There would be an impact on the response times to out of hour's emergency trips.
- An alternative arrangement for night watchmen would have to ensure that the watchmen were suitably qualified for their roles, and that adequate consideration was given to operational issues.
- Clearly the final cost savings and impacts would need to be considered against current costs and the benefits provided.

If similar vessels were introduced elsewhere on the ferry network, similar considerations would apply.

7.3.4.2

Fixed link – Tunnel

The option of developing a fixed link across Yell Sound has been considered. The analysis undertaken assuming currently verifiable cost estimates reveals that over a 60-year period, continuation of the existing ferry service is more cost effective than construction of a tunnel. Work should continue to be progressed further investigating tunnel costs, looking to gain evidence to support lower costs.

The vessels currently operating on Yell Sound have been designed to enable redeployment, or selling-on, if a fixed link replaces them.

If a fixed link was confirmed as being financially unjustifiable, a review of the facilities at the two terminals should be considered.

As previously highlighted, the construction of a tunnel using lower cost estimates (based on experience from Faroe and Norway) would improve the financial performance of the tunnel option.

7.3.5

Fair Isle

Four options were considered for the future operation of the Fair Isle ferry service, as follows.

1. Do Minimum	Continuation of existing service. Terminals - Ferry remains based on Fair Isle. Vessel - Like for like replacement of <i>MV Good Shepherd</i> upon lifespan expiry.
2. Increase service levels	Increased service levels providing additional sailings. Extension of summer timetable into October and November.
3. Decrease service levels	Decreased service levels. Removal of weekly sailing (during Summer only) from Fair Isle to Lerwick.
4. Mainland Based Vessel	Rebasing of Fair Isle ferry to Grutness. Berthing at either Lerwick or Cunningsburgh/Sandwick

The results of appraisal suggest that the continued operation of the current ferry services (e.g. the Do Minimum) is the preferred option, with *MV Good Shepherd* being replaced in the medium to long term. This option is preferred as the current ferry service plays a vital role to the community due to its flexible, and at times responsive, nature enabled by having the ferry based on the island, operated by local crewmen. It also complements the air service.

In addition, it is recommended that the option of increasing frequency levels to provide an additional weekly sailing during the autumn shoulder period should be considered. This option could help to address the step change in accessibility which occurs when sailings reduce from three sailings per week during summer, to a single sailing per week during the winter. It also may assist with capacity issues on the air service, as there are indications of a peak in birding activity during this period. The option could be achieved at relatively little additional cost, and could also contribute to the economic development of the island.

The option of rebasing the Fair Isle ferry to Shetland Mainland emerged as part of a general package to rationalise provision of services to the small isles of Fair Isle, Foula and Papa Stour. However, after further investigation, it is believed that it would be very difficult to provide a shared vessel to cover Fair Isle, so this option has been rejected.

7.3.6

Foula

The following three options have been appraised in considering the future deployment and operation of the Foula ferry service.

1. Do Minimum	Operation of 2 to 3 sailings per week with service operated by independent operator.
2. Mainland based – two vessels	Operation of shared vessels, based on Shetland Mainland, to serve Foula and Papa Stour. Terminals – Rebasing of vessels to West Burrafirth. Vessels – <i>MV New Advance</i> and <i>MV Snolda</i> .
3. Mainland based – one vessel	Operation of shared vessel, based on Shetland Mainland. Terminals – Rebasing of vessels to West Burrafirth. Vessel – <i>MV Snolda</i> or new build vessel.

At the time of appraisal, there was a great deal of uncertainty surrounding the operation of the Foula ferry service whilst the contract was being tendered. However, in November 2006, an independent operator, Atlantic Ferries Ltd, took over the provision of the ferry service. Given

this development, it is proposed that STP monitor the performance of the new service operator to inform a medium term review of route delivery options, which should include continued tendering options, or a combined Papa Stour / Foula service based on Shetland Mainland.

The results from the initial appraisal suggest that basing the ferry on Foula has benefits for Foula, given the wider social and economic benefits that this has for the island. However, this would have to be set against any potential cost savings achieved by rationalisation, and other operational considerations.

7.3.7

Papa Stour

The following options were appraised as part of the Papa Stour ferry service review.

1. Do Minimum	Continuation of current service levels. Terminal – West Burrafirth. Vessel – <i>MV Snolda</i> , replaced when expired.
2. Increase service levels.	Increased ferry service levels providing additional sailings
3. Improved Public Transport connections at West Burrafirth	Enhanced connections between West Burrafirth and Lerwick

The results of appraisal suggest each of the options have their merits. The Do Minimum option generally provides an accessible service, although community consultation revealed the desire for additional sailings and greater vessel passenger capacity in order to overcome any potential capacity constraints. The desire for a better, more integrated public transport service to the island was also raised during consultation.

In light of the above, the option of providing increased service levels performs strongly in the appraisal, although the main constraint is cost, as no additional funding for this has been identified. However, it is believed that the costs could potentially be offset by the withdrawal of the scheduled inter-island air service to Papa Stour.

During the summer of 2006 (after the initial consultation) there was a change in the population on Papa Stour, with two new families moving to the island. This caused problems with the passenger capacity on *MV Snolda*, which is limited to 12. An option emerged that could help to overcome these capacity constraints, namely the deployment of *MV Thora* to Papa Stour to cover the summer timetable. A potential disadvantage to this is that *MV Thora* is currently used as a relief vessel, and therefore may have to be taken off the route at relatively short notice from time to time. However, this option would provide far greater passenger and vehicle capacity. In the longer term, the replacement of *MV Snolda* provides the opportunity to overcome current passenger capacity constraint.

With regards to the option of providing an improved, integrated public transport service between West Burrafirth and Lerwick, this option also performs strongly in the appraisal. An improved public transport service could, for example, increase the accessibility of the island to visitors. However, any change to existing provision would require to be accompanied by an assessment of costs, as well as the level of demand.

Options to further develop public transport services throughout Shetland, potentially through ongoing development of community transport services and demand responsive transport services, have been identified elsewhere as key opportunities which could be used address such issues.

7.3.8

Skerries

Options considered as part of the appraisal of the Skerries inter-island ferry service include the following.

1. Do Minimum	Continuation of current service levels and service pattern
2. Vidlin only	Operation of Skerries service to Vidlin only. Also requires provision of dial-a-ride service between Vidlin and Lerwick. Also requires provision of freight co-op service, and suitable arrangements at Vidlin for unloading/loading.
3. Controlled access via South Mouth.	Dredging of South Mouth, and navigational aids to enable controlled access via South Mouth

The outcome of appraisal suggests that, although the Skerries population are very much in favour of retaining the 2 day a week direct link into Lerwick, this option is not considered operationally or financially efficient. Instead, it is believed that accessibility could be maintained by operating the ferry service to Vidlin only and introducing a dial-a-ride link between Lerwick and Vidlin, and complementary freight arrangements.

This option could maximise accessibility within the constraints of funding, and addresses the potential future withdrawal of the linkspan within Lerwick. However, any such change in service provision would have to be accompanied by the development of public transport solutions between Vidlin and Lerwick, appropriate freight arrangements, ensuring that the facilities at Vidlin were suitable for freight loading/unloading. Options for this include alterations at Vidlin, or only accepting freight in wheeled vehicles.

The community's aspirations for the dredging of the South Mouth entrance, in order to provide an alternative route to Skerries harbour, are also recognised, and the dredging option was appraised. Consultation suggested that the current service can suffer unreliability, as the ferry can only enter via the North East Mouth (and no longer the South Mouth).

This option requires further investigation and needs to be further supported by analysis of log book data, essential to provide a baseline for further assessment. Only through the collation and presentation of robust evidence, demonstrating the benefits of this investment, will this issue be resolved.

7.4

Inter-Island Ferries – Operational Appraisals

7.4.1

Ferry Fares

Five alternative options have been appraised in considering future options for ferry fares in Shetland.

1. Existing fares	Maintain fares at current levels (or in line with inflation)
2. Increase fares	Increase ferry fares across all services to improve revenue yield
3. Decrease / Removal of fares	Decrease or remove ferry fares from all services to improve accessibility
4. Peak fares	Introduction of off-peak discount fares to manage peak utilisation
5. Promotional fares	Introduction of promotional fares through innovative ticketing (e.g. integrated/hopscotch ticketing) to maximise utilisation

Results from appraisal suggest that the current fare system contributes to an affordable and accessible transport service for the island communities of Shetland. However, the recently imposed requirement to achieve revenue budget savings has led to the introduction of increased ferry fares across all services (apart from Bluemull Sound, which is exempt from fares until 2008). The recent increase in fares has gone some way to off-set recent increases in fuel costs, but clearly impacts on those with limited income requiring to travel on the inter-island ferry network on a regular basis.

Removal of ferry fares would be a financial benefit to island communities and users. However, it could lead to vehicle deck and passenger capacity problems due to increased discretionary usage, and also further increase operational costs of the ferry service. At a time when operational cost savings are being sought, this option is rejected.

The option of introducing off-peak discount fares to manage peak period capacity constraint could be used to encourage usage when capacity is available. This could only be applied on services where there is a relatively high frequency of sailings, giving users meaningful travel options. It would be used to reward off-peak travellers, and could be associated with a range of associated conditions, e.g. for pre-booked fares only. The downside is that the system could be complex to implement, and to understand by users.

The option of introducing promotional fares to maximise utilisation / revenue yield could help to increase utilisation of ferry services, and encourage use of the ferries by tourists and visitors. Options include “multi-use” hop scotch tickets, or combined inter-island ferry and air tickets. There are examples of such initiatives on other ferry networks within Scotland, designed to boost off-peak utilisation of the ferry network, and increase total fares revenue. Therefore, this option is recommended for further consideration within the Transport Strategy. Such an initiative could be tied into improved marketing of the ferry network, and the destinations that it serves.

It is also recommended that opportunities to promote the multi-use of vessels should be explored such as for meetings, conference venues, as this additional income could help to develop a more self-sustainable transport system.

7.4.2

Levels of Service

The following STAG appraisals were undertaken.

1. Increase	Increase service levels on major ferry services.
2. Decrease	Decrease service levels on major ferry services.

In terms of the impacts of increasing service levels, appraisal suggests that this option performs strongly against the accessibility objectives - but step changes in changing accessibility levels are associated with additional crewing costs, typically lower overall utilisation and income levels, and subsequent significant increases in operating costs.

Despite generally rejecting this option, it is recommended that where individual cases are identified that may need increased levels of service, these are duly considered.

With regards to the option of reducing service levels, the main benefit of this option would be in making cost savings. However, ferry services act as key lifeline links and reduced levels of service would not be publicly supported. This option could also potentially lead to loss of ferry jobs which could have wider economic implications for islands communities. In light of this, it is recommended that this option is also rejected.

The specific instance of crewing for 24 hours on the Yell Sound service has been considered within the Yell appraisal.

7.4.3

Additional Policy Proposals

Additional policy proposals are as follows.

Policy Proposal	Comment
STP is aware that the current interpretation of European Legislation potentially raises the prospect of Shetland's Inter-Island Ferry Service being subject to competitive tendering. STP will continue to reviews its delivery of ferry services to ensure that it is fully prepared for this potential requirement.	STP acknowledge that the tendering of ferry services in the future is an issue that STP must prepare for now. Work is ongoing to better understand the potential outcomes of the tendering process and to ensure that ferry operators are in place by April 2008 when the services will transfer to STP. The possibility of tendering services with Orkney will also be investigated.
STP will investigate the potential for the small island communities to trade-off stored trips caused by the cancellation of ferry trips for example, and instead use these to provide additional flights, or vice versa.	Policy will help to increase accessibility and reliability of the transport network for small isles.
STP will monitor the performance of the inter-island ferry service though the introduction of user surveys. Consultation will also continue to be undertaken with Community Councils.	Important in order to provide information for future service development.
STP recognises the importance of a fuel efficient ferry network and will place a greater emphasis on fuel efficiency in the purchase of future vessels.	Protection against future fuel increases, as well as wider environmental issues.
STP will continue to work towards utilisation maximisation on all ferry services, and will investigate and promote a range of innovative measures to help increase ferry usage. Potential measures to be investigated include new forms of ticketing and the use of vessels for other purposes (e.g. meetings, chartered use), and improved service information.	Policy could help to achieve increased efficiency of the ferry service through the generation of additional revenue.
STP will continue to ensure that ferry services in Shetland operate in accordance with DDA policy.	Compliance

7.5

Inter-Island Links Air

7.5.1

Airport

An option appraisal has been undertaken following debate raised through the consultation process with regards to the future airport base for the inter-island air services. The following two options were subsequently considered.

1. Do Minimum	Retain Tingwall Airport as the Shetland Mainland base for inter-island flights. Upgrade infrastructure to comply with Civil Aviation Authority regulations.
2. Sumburgh	Close Tingwall airport and use Sumburgh Airport as the Mainland base for inter-island flights. Assume reduced landing charges of inter-island flights to be levied by Highlands and Islands Airports Limited.

The results of appraisal suggest that STP should continue to support the ongoing operation of Tingwall Airport as the Shetland Mainland Hub for inter-island air services, as this option has strong public support and helps to maximise user accessibility within the constraints of funding.

It is subsequently recommended that the option of closing Tingwall and using Sumburgh is rejected, although the possibility for additional tourism flights from Sumburgh e.g. to Fair Isle, or chartered services to Unst, should be supported in order to encourage tourism development in Shetland. If, in the future, there are requirements to significantly upgrade facilities at Tingwall (for example, imposed by external regulators) this position may require to be reviewed.

7.5.2

Papa Stour

The following STAG appraisals were undertaken in relation to the Papa Stour air service.

1. Retain air service to Papa Stour	Continue to provide scheduled inter-island air service to Papa Stour.
2. Remove air service to Papa Stour	Remove scheduled inter-islands air service to Papa Stour. Retain airstrip for emergency and chartered services.

Following appraisal, it is recommended that the scheduled air service is reviewed in tandem with a review of ferry service patterns. The results of initial appraisal suggest that although there are clear benefits of the air service in providing access to health services, the island has benefited from increased levels of accessibility since the introduction of the roll-on roll-off ferry service. It is recommended that scheduled air services to the island should subsequently be considered for removal – potentially in conjunction with further improvements to the ferry service. However, it is recommended that the airstrip continues to be maintained for chartered flights and to enable islander flights to land on the island for emergency health reasons.

7.5.3

Unst Airport

In reference to Unst Airport, the following appraisals have been undertaken.

1. Do Minimum	Continue to maintain Unst Airport.
2. Re-open Unst Airport	Re-open Unst Airport for scheduled inter-island flights.

Results from appraisal suggest there is little benefit to Shetland in maintaining the airstrip on a care and maintenance basis only. With regards to re-opening Unst Airport for scheduled flights, the appraisal suggests that whilst this option could increase accessibility to the island both for locals and tourists, it would be an additional expense that would probably have to be borne by STP. Potential usage levels are also unknown because compared to the smaller isles that currently have scheduled air services, residents in Unst have superior ferry and road links. However, re-opening Unst Airport, to allow for private charter flights, associated with new tourism opportunities in Unst, is attractive. Accordingly, it is suggested that STP support the initiative to re-open Unst Airport in order to provide direct chartered air services to complement the redevelopment of RAF Saxa Vord.

7.5.4

Fair Isle

With regards to the provision of inter-island flights to Fair Isle, two options have been appraised.

1. Fair Isle – Do Minimum	Continue to operate scheduled air services to Fair Isle at current service levels.
2. Fair Isle – Increase service levels	Provide additional flights to Fair Isle.

Particular problems faced by the inter-islands air service are availability of seats on the plane during tourist and other peaks, and the problem of flights being suspended due to fog or other adverse weather. These can constrain accessibility levels with some knock-on implications for economic growth and social inclusion. Increasing service levels could assist in maximising accessibility to and from the island. At present however, revenue pressures will make it difficult to commit to the provision of additional scheduled services to Fair Isle.

However, as highlighted by the appraisal, there are clear opportunities to encourage chartered services to operate to Fair Isle, especially given the purchase of a second plane by STP. The operation of chartered services should thus be promoted, recognising the benefits that this could have for Fair Isle tourism.

7.5.5

Foula

Two options have been considered for the development of inter-island air services to Foula.

1. Do Minimum	Continue to operate scheduled air services to Foula at current service levels.
2. Increase service levels	Provide additional flights to Foula.

The results of the initial appraisal suggest that there would be benefits of providing increased service levels, mainly by providing a second day return trip opportunity to Shetland Mainland within the existing winter service. However, again, existing revenue pressures make this difficult to deliver in the short term and no funding has currently been identified to allow for this. Poor winter weather, hours of daylight, and availability of fire crew also present some operational constraints.

7.5.6

Skerries

The following appraisals were undertaken in considering the development of inter-island air services to Foula.

1. Skerries – Do Minimum	Continue to operate scheduled air services to Skerries at current service levels.
2. Skerries – Increase service levels	Provide additional flights to Skerries.

Similar to the findings from the Foula appraisal, the results of the Skerries appraisal suggest that there would be accessibility benefits associated with providing additional air services to Skerries, particularly in securing a second day trip opportunity during the winter. It is therefore recommended that STP continue to support the ongoing development of the Skerries air service, although poor winter weather, hours of daylight, and availability of fire crew also present some operational constraints.

7.5.7

Air Fares

Consideration has also been given to inter-island air fare proposals in Shetland, with the following options appraised.

1. Same	Continue to offer islander fares on inter-island flights.
2. Decrease / Orkney model	Apply the 'Orkney fare structure model' on Shetland's inter-island flights.

Following appraisal, it is recommended that islander fares should continue to be offered on inter-island flights, as on the whole consultation revealed support for the existing fare structure.

It is recommended that the alternative option of applying the 'Orkney fare structure model' on Shetland's inter-island flights is rejected as this model is based on an air service with higher usage levels. Therefore, STP will continue to support the existing fares structure which involves

the operation of a differential fares policy on inter-islands air service, with island residents receiving significant reductions on standard fares.

7.5.8

Service Delivery Option

For robustness, a final option involving the operation of a chartered helicopter service for freight and passengers for small islands to replace ferry and air services has been appraised. This option emerged from the view that the chartering of services could potentially be more efficient than the operation of scheduled services, with the use of helicopters potentially enabling greater opportunities for freight transport. Despite this, the results of appraisal suggest that this option would be unlikely to receive public support. The feasibility of this proposal is also uncertain, and as such it is recommended that the option is rejected in the short term, particularly given recent investment in aircraft by the Council.

7.5.9

Additional Policy Proposals

An **additional** policy proposal is as follows.

Policy Proposal	Comment
STP will continue to ensure that the inter-island air service is operated in compliance with applicable national safety and security regulations.	Compliance
STP proposes continued monitoring of the operational performance and utilisation of the present inter-island air service. It will continue consultation with community councils and island communities.	Important in order to provide information for future service development.
STP will support the inter-island flight operator in their promotion of inter-island flights to island residents and tourists.	Problems related to uncertainty over the booking system for inter-island flights were noted during consultation.

7.6

Summary

The above section has summarised the key outcomes from the STAG appraisals of inter island links options.

8 Scheme Appraisal – Internal Links



8 Scheme Appraisal – Internal Links

8.1 Internal Links

8.1.1

Walking

During the initial consultation exercise, the majority of Shetland's communities raised the issue of providing safe walking routes within and between settlements. Three strategic options have been considered with regards to the future development of pedestrian facilities in Shetland.

1. Do Minimum	Continue to provide footways as part of Capital Plan (e.g. Gerमतwatt footways and Burravoe) Continue to provide small scale footway schemes identified by Community Councils. Continued "grass verge" footpath provision.
2. Increase Footpaths	Increase number of footways in rural areas. Develop full footpaths or 'French Drains' in rural areas in line with community aspirations.
3. Quiet Lanes	Introduce quiet lanes.

The Do Minimum approach, which involves continuing to provide footways as part of the Capital Plan as well as small scale footway schemes identified by Community Councils, performed favourably in the appraisal.

With regards to the option to increase the number of footways, this assumes the development of more comprehensive network of full footpaths – potentially kerbed, tarred and lit footpaths in settlements, as well as rural paths established on grass verges. Such rural paths could be established by using French Drains instead of the currently used ditches.

A number of implementation issues arise with this option. Firstly, the relatively high levels of investment. Secondly, the physical space available to construct additional pavements within many settlements. Thirdly, there are operational and maintenance concerns with the establishment of French Drains instead of ditches, or the creation of paths adjacent to the roads which could be undermined by drivers using them as unofficial passing places.

Finally, as a more innovative approach to encourage walking for recreational purposes in Shetland, the development of 'quiet lanes' was appraised. Quiet lanes, as pioneered by the Countryside Agency in England, are minor rural roads, typically C or unclassified routes, which have been designated by local authorities to pay special attention to the needs of walkers, cyclists, horse riders and other vulnerable road users. Measures such as lower speed limits and discrete road signs are used to encourage drivers to slow down and be considerate to more vulnerable users who can in turn use and enjoy country lanes in greater safety, with less threat from speeding traffic.

While the appraisal suggests that quiet lanes could have positive impacts in terms of encouraging walking and cycling recreation, the major problem could be in their operational feasibility, due to a lack of potential sites. Therefore, for the time being, it is recommended that this option is put aside, although if potential sites emerge in the future, the potential to pilot a quiet lane is recommended. It could be particularly appropriate where the Council's core path network coincides with the road network.

8.1.2

Additional Policy Proposals

Additional policy proposals are as follows.

Policy Proposal	Comment
STP will actively promote the development of school travel plans.	School Travel Plans supported nationally as a way to encourage sustainable transport and safety.
STP will use community consultation to monitor footpath provision and to identify additional need.	Local development of footpath schemes should be informed by local stakeholders.
STP will continue to ensure that routes used by disabled persons will be fitted with dropped kerbs.	Compliance

8.1.3

Cycling

Four options have been appraised in considering future options for the development of cycling in Shetland.

1. Do Minimum	Continue to develop cycle stands where the need is identified. No signing or lining works. Very little promotion of cycling.
2. Increase cycle facilities	Increase number of cycle paths (with signing and lining) throughout Shetland. Increase cycle storage facilities (lockers and stands)
3. Increase promotion of cycling (education and training)	Work with tourist operators to promote cycling (e.g. develop cycle guides). Promote cycling through School Travel Plans. Encourage development of cycle facilities through development planning process.
4. Quiet Lanes	Introduce quiet lanes.

It is considered that cycling levels in Shetland are not necessarily constrained by a lack of physical facilities (such as cycle lanes and parking facilities). Constraints are likely to come from the weather, topography, long distances between settlements, speed of cars on the main spine route, and potentially speed and unpredictability (given relatively low volumes) of cars on the minor routes. Main opportunities appear to arise from tourist cycling, “utility” cycling within the larger settlements (in smaller settlements walking is probably more appropriate), and potentially cycling from remote houses to bus stops / car share on the main road network.

Results from appraisal suggest that the Do Minimum approach should be generally accepted. This includes cycle facilities and training at schools, and installation of cycle racks at key locations within Shetland, as well as ongoing commitment to the National Cycle Route which stretches the length of Shetland.

A lack of cycle promotion can act as a disincentive to cycling and therefore the appraisal recommends that appropriate promotion is undertaken. This includes the promotion of cycling through school travel (e.g. safe cycle training) and work place travel plans (e.g. cycle storage and changing facilities). The provision of cycle routes/guides could also support the wider objective for tourism and leisure development in Shetland, delivering some spin-off economic benefits. Increased cycle promotion levels will have relatively low cost implications, yet plays an important role in raising awareness levels of sustainable travel modes and need to ‘think global and act local’ in the face of increasing environmental threats.

Similar to the reasoning in 8.1.1, the option of developing quiet lanes has been put aside for the time being due questions over its operational feasibility.

8.1.4

Additional Policy Proposals

Additional policy proposals are as follows.

Policy Proposal	Comment
Cycling will be supported through the development of School Travel Plans.	School Travel Plans supported nationally as a way to encourage sustainable transport and safety.
STP will monitor the demand for cycling through community consultation.	Levels of provision will be informed through local consultation.

8.1.5

Travel Behaviour Change

In the general absence of congestion pressures or parking difficulties in Shetland, there is limited potential to encourage existing car users to use alternative sustainable travel modes. However, an approach beyond the existing Do Minimum option, which involves scant promotion of sustainable transport modes, should be promoted. The following appraisals were undertaken.

1. Do Minimum	Little promotion of sustainable transport modes.
2. Increased promotion of travel awareness	<p>Introduction of a package of more innovative projects to raise travel awareness levels and promote more sustainable transport, such as car-sharing.</p> <p>Travel awareness strategies to include greater marketing of travel plans, incentives for car sharing (e.g. preferable parking), and greater emphasis and provision for home and flexi-working.</p>

Following appraisal of Do Minimum and do-something options, it is subsequently recommended that the introduction of a package of innovative projects to raise travel awareness levels should be supported, including consideration of school and workplace travel plans, incentives for car sharing and greater emphasis and promotion on home- or flexi-working. As the main employer in Shetland, it is felt that SIC should lead by example and promote the 'think global, act local' ethos towards sustainable transport. The implementation of a staff travel plan for SIC and STP will therefore be promoted through the Transport Strategy. As mentioned, there also appear to be significant benefits in the promotion of flexible working practices, such as working from home and the use of video-conferencing, to reduce business mileage and the need to travel for meetings, whilst also supporting local economic development in rural areas.

8.1.6

Additional Policy Proposals

Additional policy proposals are as follows.

Policy Proposal	Comment
STP will actively promote the development of school travel plans.	School Travel Plans supported nationally as a way to encourage sustainable transport and safety.
STP and SIC will actively support the development of workplace travel plans for major employers in Shetland.	Workplace travel plans help to promote sustainable transport provision. As the major employers in Shetland, STP should encourage SIC to lead by example and develop a workplace travel plan in order to promote travel behaviour change and multimodal transport for employee trips. Other major employers including NHS Shetland should be encouraged to develop Workplace Travel Plans. Workplace Travel Plans should also be promoted through the Development Planning process.

8.1.7

Roads

Appraisal was undertaken of five options in examining future options for the delivery of road improvements in Shetland in the future. Two of these options – the Do Minimum and the Rural Roads Package – are more general options, whereas the other three schemes involved specific road improvements to the West Side, North Roe and Vidlin.

1. Do Minimum	Maintenance of existing roads. Continuation of rolling programmes of bridge replacements, footways, traffic schemes, road reconstruction, and other minor and medium-scale improvements.
2. Rural Roads Package	Upgrading works on single lane, rural roads due to development pressure and continued growth of HGVs (e.g. creating larger passing places). Examples Cott (Weisdale), and Parkhill to Sand.
3. West side	Construction of dual road to Walls (A971).
4. North of Hillswick	Construction of dual road to North Roe (Hillswick) (A970).
5. Vidlin	Construction of dual road to Vidlin (B9701).

The appraisal recommended that the Do Minimum option, involving the maintenance of existing roads and a continuation of rolling programmes of bridge replacements, footways, traffic schemes, road reconstruction, and other minor and medium-scale improvements, has a number of positive impacts and should be continued within the Transport Strategy. It is also recommended that the Rural Roads Package option (e.g. strengthening works on single lane roads) is continued as part of the Transport Strategy, as this plays a valuable role in maintaining and improving rural roads provision, contributing to the social and economic development of rural communities, and reducing maintenance burden.

A number of road schemes are currently being progressed by SIC, and are included within the current capital plan. These include:

- A971 Haggersta (West Side);
- Germatwatt Footways, Walls;
- A970 Oversund Junction, Lerwick;
- B9081 Mid Yell Link to A968;
- Papa Stour Road;

- Gilbertson Road, Lerwick; and
- Scord to School, Scalloway.

Proposals for additional road schemes typically fall into a number of discrete categories. Examples of the type of roads that will typically be promoted include, relatively minor extension of the existing two-lane road network to provide links to existing settlements, road improvement schemes in conjunction with large scale housing development proposals, and structural improvements along the existing alignment of specific stretches of road in order to reduce long term maintenance burden.

SIC continues to support the use of appraisal of individual road upgrade schemes, and the use of a separate Member Officer Working Group to prepare schemes for consideration for inclusion within the Capital Plan.

The Transport Strategy has considered three potentially strategic schemes – extension of the existing two lane road network to Walls and Aith on the West Side, continuation of the two lane road network between Laxo and Vidlin, and also a third scheme between Hillswick Junction and North Roe.

Although the road improvement to the West Side is already included in the Capital Plan and thus supported in the Transport Strategy, results from appraisal nonetheless recommend that the construction of a dual road to Walls (A971) in the West Side should be taken forward. This scheme would improve levels of service to road users in the area. The A971 west is also an important strategic route as it provides access to the ferry terminal at West Burrafirth, whilst there are also a number of key economic sectors in the West Side, such as aquaculture, that would benefit from increased road levels of service. Furthermore, during consultation, a number of freight companies highlighted the West Side as perhaps the only area in Shetland that HGVs still have difficulty accessing, as the roads are too narrow.

With regards to the appraisal of the proposed dual road (A970) construction to North Roe, the appraisal suggests that this is an option that should not be accepted in the short term, as levels of usage make it difficult to justify its widening to two lanes. However, it is recognised that aquaculture development has reportedly increased vehicle numbers, but more particularly the size of the vehicles commonly using the road, and therefore some road improvement works could be considered at particular locations. Also, the importance of ensuring the suitability of this route may be increased if school consolidation takes place in Northmavine with the subsequent requirement for improved school transport services.

Finally, the initial appraisal of the option to construct a dual road to Vidlin (B9701) recommends that this is a scheme that has specific merits and should subsequently be considered for future development, particularly in the light of weather, maintenance and reconstruction closures at Laxo and increased usage at Vidlin. Improved safety levels would be the major benefit of this scheme. For example, whilst it is noted that the introduction of the Variable Message Sign at Tingwall is useful by providing advance warning to motorists heading for the ferry, eliminating the unpleasant surprise on arrival at Laxo and reducing the 'need' for increased speed on the road to Vidlin, there are still problems relating to vehicle conflicts and poor inter-visibility between passing places.

8.1.8

Road Safety

With regards to road safety measures, appraisal has been undertaken of three options.

1. Do Minimum	Continuation of current approach with very little resource put into road safety awareness raising. Undertake remedial works at accident locations.
2. Do more	Engineering: Improve roads through infrastructure works (e.g. to ease sharp bends, blind corners, ghost islands). Education: Develop local road safety awareness raising campaigns (e.g. focussing on drink driving). Enforcement: Liaise with Northern Constabulary to increase speed monitoring, random checks etc.
3. Intelligent Transport Systems	Implement intelligent transport systems such as Intelligent Road Studs and Variable Message Signs to improve road safety.

With regards to the Do Minimum option, this involves the continuation of a number of positive campaigns and support for organisations that are working hard to improve road safety in Shetland. It is also welcomed that many schools in Shetland are involved in the School Travel Planning process. However, it is believed that more can always be done to improve road safety and therefore, it is recommended that the current good work is built on.

The appraisal subsequently recommends that the 'do more' option should be adopted and built into the Transport Strategy. This involves engineering (e.g. improving roads through infrastructure works), education (e.g. developing local road safety awareness raising campaigns) and enforcement (e.g. closer liaison with Northern Constabulary to increase speed monitoring, random checks).

In reference to the option to implement Intelligent Transport System (ITS) measures to improve road safety, it is recognised that there is already a network of Variable Message Signs throughout Shetland to improve journey planning information and integration at ferry terminals. However, the appraisal suggests that other more innovative forms of ITS, such as intelligent road studs, are likely to be prohibitively expensive and would not necessarily be in line with anticipated benefits.

8.1.9

Winter Maintenance

The following STAG appraisals were undertaken.

1. Do Minimum	Continuation of current winter maintenance service including gritting service between 6am and 6pm. Two man gritter system.
2. Do more	Extended hours of service (e.g. 24 hour).
3. Do less	Single manning gritter system.

Results from appraisal suggested that the Do Minimum option was the preferred option based on the strong levels of support for the current winter maintenance programme established through consultation.

It is not believed that there is a need to increase service operating hours, as proposed within the 'do-more' options, as this would increase costs and is also unnecessary based on current positive views on service already provided. The appraisal suggested that there were likely to be opportunities to optimise efficiency by moving to a one-man gritter system, although this should not be at the cost of safety.

In light of the appraisal outcomes, it is subsequently proposed that SIC should continue to develop and implement the current winter maintenance programme and procedures, although policies should be kept under review and updated on a periodic basis.

8.1.10

Additional Policy Proposals

Additional policy proposals are as follows.

Policy Proposal	Comment
SIC will inspect, assess and maintain all structures in accordance with national Codes of Practice for Bridges Management.	Compliance
SIC will maintain lighting in accordance with the relevant standards, and seek to reduce light pollution through the use of modern street lighting apparatus.	Compliance Environmental and amenity benefits through reduced light pollution.
SIC will continue to develop risk assessment processes in relation to flooding on the local road network.	Risk Assessment.
SIC and STP will promote contingency planning for the short term unavailability of key sections of the local road network.	Contingency Planning. Option will help to improve reliability of transport system.
SIC will continue to offer free parking throughout Shetland (with exception of the Lerwick Port Authority owned Victoria Pier). It will investigate alternative parking arrangements in association with the local community where the need is identified (e.g. New Anderson High School and Knab Road).	Consultation generally revealed support for existing car parking provision.
STP will proactively support the use of park and ride sites and will investigate the potential for future park and ride sites where a need has been identified.	Support for park and ride identified during consultation. Sustainable mode of transport that can help to ease parking pressures in Lerwick.
STP will continue to accommodate Heavy Goods Vehicles (HGVs) on roads throughout Shetland and will use a Route Action Plan approach to examine the feasibility of roads used by HGVs.	Problem of HGV damage to single rural roads was highlighted during consultation.
SIC will undertake regular surveys of road traffic at a series of key locations of Shetland's Spine Road network.	Reliable information required in order to inform future decision making with regards to road development.
SIC will undertake regular consultation with each Community Council with respect to local road network issues.	Development of local roads should be informed by local input.

8.1.11

Public Transport

The following options were considered for appraisal.

1. Do Minimum	Continue to provide public transport services to present frequency levels. Continue to provide a range of public transport services (e.g. scheduled services, shopper services, demand responsive transport- DRT).
2. Increase conventional public transport levels	Increase conventional public transport service levels to all areas of Shetland. Increase range of public transport services offered. Increase services levels at the weekend, and provide more late night buses.
3. Reduce conventional public transport levels	Reduce public transport service levels. Reduce range of public transport services offered (e.g. only offer scheduled services).
4. Further develop DRT services	Provide more demand responsive transport services.
5. Fast link service to Sumburgh	Provide dedicated fast link bus service to Sumburgh Airport to wait on flights. Re-schedule public transport services from Lerwick to the South Mainland.

An approach based on a continuation of current service provision and frequency, but with an increased focus upon demand responsive transport and community transport services arises as the preferred option for the development of public transport, based on the outcomes of the appraisal.

The results of appraisal suggest that the Do Minimum option, involving the continued provision of public transport services to present frequency levels and continuing to provide a range of public transport services (e.g. scheduled services, shopper services, demand responsive transport), should be continued. This option involves a high standard of public transport service provision, which is widely acknowledged as being one of the best rural transport services in Scotland due to its frequency, range of services provided, and affordability to users.

The 'do-more' option considers significantly increased conventional public transport service levels to all areas of Shetland in order to cater for a wider range of activities (including increasing the range of public transport services offered, and the provision of more weekend and late night services).

This is an expensive option, and would be difficult to implement in the light of requirements for revenue expenditure to be reduced across the Council. It is anticipated that a significant increase in services would reduce overall utilisation – on the assumption that the most viable routes are already being serviced to meet demand. However, significant increases in services could improve accessibility levels for those able to access the bus network, and not having access to a car. Nevertheless, it is recommended that current arrangements for consultation with community councils and bus users are retained, and options to continue to trial new or amended services are retained.

Appraisal results also suggest that the option to significantly reduce service levels should be rejected. Whilst efficiency savings could be made, it is believed that this would be at the cost of lifeline accessibility provided by the core bus network. However, it is important that the performance of each route is monitored on a regular basis, in order that resources are most effectively targeted.

The option to explore a greater role for demand responsive transport and other community transport services should be considered within the Transport Strategy. Conventional public

transport does not always cater for the most needy in rural areas, and issues such as access to health care have been frequently raised within the consultation and other related work. Demand responsive transport and community based services can be an efficient way of catering for the requirements of those without access to regular transport in Shetland. It is also believed that Shetland, with its reputation as a leader in best practice and innovation, could be well placed to pilot innovative schemes in the future.

Finally, it is recommended that the option of providing a dedicated fast link bus service to Sumburgh Airport is accepted. The lack of dedicated buses to pick-up passengers on flights arriving at Sumburgh was frequently commented during consultation. A dedicated fast link service could offer benefits for tourists and locals – although potentially at a cost to the hire car and taxi industries.

8.1.12

Additional Policy Proposals

Additional policy proposals are as follows.

Policy Proposal	Comment
STP will continue to investigate and trial innovate forms of public transport service delivery in an attempt to improve service levels, reliability, and efficiency whilst reducing costs. In the future, this may include further development of community transport initiatives, and other forms of rural demand responsive provision.	Support for Community Transport and DRT services highlighted during consultation. Services present opportunity for resource maximisation and efficiency if developed in a coordinated way.
STP will ensure the availability of efficient and reliable public transport services from Shetland's main transport hubs at Holmsgarth ferry terminal and Sumburgh Airport.	Integration benefits.
STP will investigate the potential for an accessibility planning approach to be used to provide an improved public transport service for Shetland that responds to the needs of Shetland's socially excluded groups.	Approach can help to address problems of social exclusion through identification of gaps in current public transport provision.
STP will continue to work with Community Councils to improve public transport services.	Consultation is key to developing services that fit the needs of the local population.
STP will promote the use of fuel efficient public transport services.	Protection against future fuel price increases, as well as wider environmental issues.
STP will continue to ensure all public transport services in Shetland are in accordance with DDA policy.	Compliance.
STP will continue to ensure all public transport services in Shetland are in accordance with relevant safety policy.	Compliance.

8.1.13

Fares

Three options have been considered with regards to the setting of future public transport fares, as follows.

1. Do Minimum	Continue to set maximum fare levels as a condition of tender to service providers. Maintain fares at current levels (or in line with inflation).
2. Increase fare levels	Increase fares on public transport services.
3. Reduce fare levels	Decrease or remove fares on public transport services.

Following appraisal, it is advised that the Do Minimum option (e.g. continuing to set maximum fare levels as a condition of tender to service providers, and maintaining fares at current levels (or in line with inflation) should be continued. The current fare system contributes to an affordable and accessible transport service for Shetland. The option of increasing fare levels could lead to reduced use of Shetland's public transport system. Consequently, this option should be rejected. The option to decrease or remove fares on public transport services should also be rejected because, whilst potentially increasing the attractiveness of public transport, this option would be economically inefficient. Consultation also suggested that the existing fare structure is satisfactory.

The Scottish Executive's concessionary scheme has also been a success and will be promoted within the Transport Strategy, as will the Scottish Executive's discount scheme for 16-18 year olds.

8.1.14

Additional Policy Proposals

Additional policy proposals are as follows.

Policy Proposal	Comment
STP will continue to provide free public transport travel for the elderly and disabled groups in accordance with the national transport concessionary scheme offered by Transport Scotland.	Free concessionary travel on public transport helps to improve the accessibility of elderly members of society.
STP will promote the implementation of concessionary travel for youth groups.	Reduced travel costs for youth groups will increase accessibility levels for travel to work or education, and will also discourage against the premature departure from public transport use towards private car ownership.

8.1.15

Ticketing

In reference to ticketing, the following STAG appraisals have been undertaken.

1. Do Minimum	Continue to operate traditional tickets.
2. Integrated / flexi-tickets	Develop and promote the use of multi-journey tickets (e.g. 10 journeys at a discount price). Provide flexi-tickets, particularly aimed at flexi and part time workers and tourists

The results of appraisal suggest that the Do Minimum option should continued to be delivered, providing an easy to understand and simple fares structure.

On the other hand, the development of and promoting the use of multi-journey tickets and flexi-tickets will provide a more integrated and easy to use public transport service. Shetland has recently introduced modern electronic ticketing machines and passes for those eligible for concessionary fares, and it is anticipated that the benefits of this system will continue to be developed for Shetland's public transport users.

8.1.16

Additional Policy Proposals

Additional policy proposals are as follows.

Policy Proposal	Comment
STP will continue to provide a real-time information facility for services departing from Viking Bus Station. It will investigate other potential sites that could benefit from real-time information systems in the future.	Real time information can assist passengers, providing reassurance about their service.
Increase marketing through best practice publication and circulation of timetables.	Marketing of public transport is essential in order to encourage the use of this mode.
Continue to provide and maintain bus shelters where the need is identified. STP will also investigate measures to increase amenity of public transport waiting facilities (e.g. art displays etc).	Maintenance of facilities is important to encourage the use of public transport services and to reduce perceptions of fear and crime at public transport facilities.
Continue to offer school transport services and services for special needs pupils.	Compliance
Continue to provide transport services for the social work sector.	Compliance

8.2

Summary

The above section has summarised the key outcomes from the appraisals of individual scheme options for internal transport provision in Shetland.

9 Next Steps



9 Next Steps

9.1 Introduction

Following the appraisals of the strategic scenarios and individual schemes, this chapter concludes the appraisal report by outlining the next steps in the process of developing Shetland's Transport Strategy.

9.2 Production of Draft Transport Strategy

The outcomes of the appraisal work (presented in Appendix C) have been used to develop the Draft Transport Strategy, which has been prepared for public consultation between November 2006 and January 2007.

The Draft Transport Strategy took as a starting point the outcomes of the appraisal presented in Appendix C. It was then considered in detail by the Officer Working Group, the Transport Strategy Member Officer Working Group, and finally the Shetland Transport Partnership, being progressively refined during this process.

9.3 Consultation Process

The consultation process includes presentations to relevant partner organisations (Shetland Islands Council, Community Planning Board, NHS Shetland), established consultation forums (Transport and Environment Forum) and a series of public meetings across Shetland.

In addition, the strategy will be posted to a range of other key stakeholders, and all previous consultees. Copies of the strategy will also be made available across Shetland, supported by a series of adverts and press releases in the local press.

The strategy, background reports and various links will also be made available on the web pages of Shetland Transport Partnership.

9.4 Outcomes from the Consultation Process

Outcomes from the consultation process will be presented within a separate consultation report, to be presented to the Shetland Transport Partnership. The findings from the consultation process will be considered, and recommendations made relating to the changes that are required. Justifications will be provided for suggested changes that are not incorporated in to the strategy document.

9.5 Finalisation of the Strategy

Along with the consultation outcomes, the strategy will be finalised with respect to:

- Undertaking legislatively necessary Equality Impact Assessment;
- Completing scheme prioritisation process, and draft implementation plan;
- Completing monitoring framework, with indicators;
- Submission to Transport Minister; and
- Finalisation and publication following approval from the Transport Minister.

It is necessary that the final strategy is submitted prior to the end of March 2007.

Appendices



Appendix A: Long List of Options

Appendix A presents the agreed long list of options that were generated for the Shetland Transport Strategy, following a series of workshops with Officers of Shetland Island Council, a review of best practice, and also a review of existing policy. It was previously published in the *Scoping Report*.

Do Minimum	Cut-backs	Spend to Save	Comfort	Aspirational
External Links - Air (Passenger)				
<ul style="list-style-type: none"> • Continue to press for accessible, affordable and reliable air services that meet Shetland's social needs. • Initiate an extensive origin-destination study (looking at locals, tourists, and business visitor trips etc) to examine views on the ferry and air services, to investigate if the range of destinations are correct, and to establish the reasons why people travel to and from Shetland. • Promote Sumburgh as Shetland's principal airport and support proposals for the maintenance and development of its facilities. • Press for adequate facilities on external transport services for all who have special needs, including those with a disability. • Encourage the provision of satisfactory connecting passenger services from Scotland Mainland to the rest of the UK and abroad. • Press for the effective maintenance, development and marketing of external and international ferry services, including flexible ticketing initiatives. • Press for improvements in integration opportunities from Aberdeen Airport 				<ul style="list-style-type: none"> • Lobby for more favourable PSOs at Sumburgh Airport. • Lobby for increased frequency of flights to and from Sumburgh Airport. • Lobby for an increased range of destinations from Sumburgh Airport. • Continue to lobby for reduced fares on flights to and from Sumburgh Airport (e.g. not just for islanders, but for all visitors). • Lobby for the use of larger aircraft from Sumburgh Airport during the peak periods. • Lobby for extended opening hours at Sumburgh Airport. • Lobby for flight operators to redeem full price of air fares if public transport (including inter-island ferry and air services) cause delays that prevent passengers catching flights from Sumburgh. • Increase marketing of Shetland, especially on arrival at Sumburgh. As the gateway to the island, more promotional material about transport links should be provided at Sumburgh Airport. • Encourage stewards on flights to organise car-sharing for passengers. • Further airport development

Do Minimum	Cut-backs	Spend to Save	Comfort	Aspirational
External Links - Air (Freight)				
<ul style="list-style-type: none"> Continue to press for external air services that meet Shetland's business needs. 				<ul style="list-style-type: none"> Provision of a dedicated air freight service (subsidised?).
External Links - Ferries (Passenger)				
<ul style="list-style-type: none"> Continue to press for accessible, affordable and reliable ferry services that meet Shetland's social needs. Initiate an extensive origin-destination study (looking at locals, tourists, and business visitor trips etc) to examine views on the ferry and air services, to investigate if the range of destinations is correct, and to establish the reasons why people travel to and from Shetland. Press for adequate facilities on external transport services for all who have special needs, including those with a disability. Encourage the provision of satisfactory connecting passenger services from Aberdeen to the rest of the UK and abroad. Press for the effective maintenance, development and marketing of external and international ferry services, including flexible ticketing initiatives. Press for improvements in integration from Aberdeen Harbour to the Guild Street bus and rail stations. 				<ul style="list-style-type: none"> Lobby for more Shetland only sailings (e.g. fewer Orkney callings). Lobby for more cabins. Lobby for reduced fares on ferries.

Do Minimum	Cut-backs	Spend to Save	Comfort	Aspirational
External Links - Ferries (Freight)				
<ul style="list-style-type: none"> Continue to press for external ferry services that meet Shetland's business needs. Encourage the provision of satisfactory connecting freight services from Aberdeen to the rest of the UK and abroad. 				<ul style="list-style-type: none"> Establish forum/discussion group for freight users and ferry operator to discuss problems or opportunities etc.
External Links - Ferries (to Europe)				
<ul style="list-style-type: none"> Continue to recognise the importance of direct links with Scandinavian neighbours. 				<ul style="list-style-type: none"> Lobby for the development of routes from Shetland to a wider range of European destinations.

Do Minimum	Cut-backs	Spend to Save	Comfort	Aspirational
Inter-Island Links – Ferries				
<ul style="list-style-type: none"> Continue to provide existing high levels of ferry service to the isles of Shetland. Continue to replace ferry and terminals at the end of their life spans. Continue to implement short-term cost interventions to areas on the edge (e.g. Unst/Fetlar). Consider tendering services for outer islands which wish to pursue this route (e.g. Foula). Continue to update the electronic ticketing system operated on the ferry services to ensure integration with other public transport services Continue to implement VMS to improve information on ferry services. Continue to comply with DDA regulations through staff training initiatives 	<ul style="list-style-type: none"> Reduced frequency of service Reduced crew size Replacement of Island crews with Mainland crews only Reduced vessel numbers Shared use of vessels for small isles Change ship regimes and status 	<ul style="list-style-type: none"> Use of larger vessels but with reduced frequency Introduce more fuel-efficient vessels. Replace existing vessels with hovercrafts. Increase passenger and vehicle fares Increase other costs on ferry services e.g. food and drink Increase costs at peak times only. Promote the use of the ferries for other purposes such as meetings and conference venues. 	<ul style="list-style-type: none"> Increased frequency of ferry services (e.g. 24 hour operation). Provide extra sailings (e.g. during tourist season). 	<ul style="list-style-type: none"> Introduction of larger, faster and more efficient vessels on all routes (e.g. provision of Yell Sound ferries on all routes). Island based crews. Increased frequency of ferry services (e.g. 24 hour operation). Encourage the development of ferry transport groups (e.g. like the Yell Commuters group) as a forum to report transport issues through the respective Community Councils. Removal of fares on all ferry services.
Inter-Island Links – Air				
<ul style="list-style-type: none"> Continue existing high levels of air service to the outer isles. Continue to offer lower air fares for island residents on inter-island flights. Continue to provide grant funding for Airstrip Trusts to maintain island air strips. 	<ul style="list-style-type: none"> Reduced level of air service to islands Removal of air service from some islands Replacement of inter-islands air service with helicopters 	<ul style="list-style-type: none"> Increase passenger and freight fares. Purchase of second aircraft. Introduce booking fines for those who book flights to islands but do not take them up and fail to cancel. 	<ul style="list-style-type: none"> Increase frequency of air service to the islands 	<ul style="list-style-type: none"> Increase frequency of air service to islands Introduce services to Orkney from Fair Isle Removal of fares on all air services. New air strips (e.g. Fair Isle)

Do Minimum	Cut-backs	Spend to Save	Comfort	Aspirational
<ul style="list-style-type: none"> Consider options for the future use of Unst Airport 	<ul style="list-style-type: none"> Shared use of aircraft fleet with Orkney Islands Consider future options for Shetland Mainland airport 			<ul style="list-style-type: none"> Offer air fare incentives to encourage tourists to stay overnight on the small isles. Lobby for the operator to improve communication with passengers (e.g. booking confirmation)
Inter-Island Links – Fixed Links				
<ul style="list-style-type: none"> Development of Bressay Bridge 		<ul style="list-style-type: none"> Implementation of fixed links <ul style="list-style-type: none"> Shetland Mainland to Yell Yell to Unst Shetland Mainland to Whalsay Establish a consortium or fixed links forum with other island Local Authorities in order to share knowledge and resources. This could have equipment mobilisation benefits. 		<ul style="list-style-type: none"> Implementation of fixed links <ul style="list-style-type: none"> Shetland Mainland to Yell Yell to Unst Shetland Mainland to Whalsay Establish a consortium or fixed links forum with other island Local Authorities in order to share knowledge and resources. This could have equipment mobilisation benefits.

Do Minimum	Cut-backs	Spend to Save	Comfort	Aspirational
Internal Links - Walking and Cycling				
<ul style="list-style-type: none"> Continue to promote walking and cycling through improvements in infrastructure provision (e.g. cycle storage), route development (e.g. provision of rural footways and cycle paths), and information. Implement traffic management and calming techniques to improve the safety of pedestrians and cyclists. Undertake social crossing assessments. Develop links between cycling and public transport. 	<ul style="list-style-type: none"> Where new development is built, ensure that developers are responsible for the implementation of appropriate walking, cycling and traffic calming facilities. 	<ul style="list-style-type: none"> Increase the rural footpath network, particularly for access to key services in rural settlements e.g. schools, health and leisure centres, shops etc (e.g. improved local access could reduce the need to provide public transport services). 	<ul style="list-style-type: none"> Increase the rural footpath network, particularly for access to key services in rural settlements e.g. schools, health and leisure centres, shops etc. Increase programme of traffic calming. 	<ul style="list-style-type: none"> Increase the rural footpath network, particularly for access to key services in rural settlements e.g. schools, health and leisure centres, shops etc. Increase provision for cyclists, such as through dedicated cycle lanes in Lerwick and the provision of more cycle stands. Implement basic hard surfaces or 'French drains' in rural areas (rather than full bitmac footpaths) so to provide walkers with a safe pedestrian refuge on a surface that retains the rural feel of the area. Provide reduced bus fares for cyclists to encourage bikes on buses. Increase programme of traffic calming.
Internal Links - Public Transport				
<ul style="list-style-type: none"> Continue to provide an extensive level of bus service provision meeting as far as can be afforded, the needs and aspirations of each rural area. Improve access to Lerwick and key settlements through public transport improvements and provision of car parking. 	<ul style="list-style-type: none"> Decrease public transport provision (reduced network operating hours; reduced coverage; and reduced frequency). Use smaller buses to operate rural services. Do not subsidise any dial-a-ride services or shopper's services. Only provide timetables via the website or local press. 	<ul style="list-style-type: none"> Replace timetabled services with more flexi forms of transport such as Demand Responsive Transport (DRT) services and through promotion of post buses etc Introduce a transport brokerage scheme (e.g. community/dial-a-ride scheme, making best use of existing resources through a shared database. Introduce fuel efficient buses. 	<ul style="list-style-type: none"> Increase public transport provision (increased network operating hours; increased coverage; and increased frequency) Introduce more late night and weekend bus services. Implement more DRT flexible transport services Introduce more feeder services and shopper services 	<ul style="list-style-type: none"> Remove bus fares. Brokerage schemes (e.g. use of other service vehicles) Implement integrated ticketing initiatives (e.g. between bus and ferry trips, smartcard compatible, and enabling concessionary and school passenger usage on local bus services).

Do Minimum	Cut-backs	Spend to Save	Comfort	Aspirational
<ul style="list-style-type: none"> Continue to provide services for commuters, shoppers, elderly, and those with a disability to travel to and from Lerwick. Provide “community transport” services as required in each area and continue to work closely with the Community Transport Association to provide advice and assistance to local voluntary groups with regards to transport projects. Provide new bus shelters in line with expected regular passenger usage. Promote innovative and flexible public transport usage. Develop through ticketing initiatives Continue to produce public transport timetables each year, and distribute these at bus stops with high local/tourist usage and via the Council website. Continue to contribute to the development of the annual 'Guide to Concessions'. Encourage the development of informal park and ride sites near rural road junctions. Continue to comply with DDA regulations through staff training initiatives 	<ul style="list-style-type: none"> School transport savings through establishing joint catchments. (Footpath improvements would also reduce school transport costs). 	<ul style="list-style-type: none"> Introduce smaller buses. Promote more mobile services through partners (e.g. NHS Shetland) Substantial increases in bus fares to generate income. Promote the multi-utilisation of Council vehicles. 	<ul style="list-style-type: none"> Introduce shuttle bus services to key services e.g. health centres. Provide dedicated executive coach service from Sumburgh Airport to Lerwick. Introduce concessionary fares for youths and other socially excluded groups (e.g. those on benefits). Introduce of a reduced rate taxi card scheme for individuals with long term health conditions or disabilities Increase distribution of transport timetables. 	<ul style="list-style-type: none"> Encourage the development of transport user groups (e.g. like the Yell Commuters group) as a forum to report transport issues through the respective Community Councils. Introduction of monorail system. Provide details on public transport services through the local press. Implement more DRT flexible transport services Introduce more feeder services and shopper services Introduce accessibility planning projects to identify areas where public transport should be targeted. Provide dedicated executive coach service from Sumburgh Airport to Lerwick. Establish more park and ride sites across the area Implementation of real time bus information such as text messaging information at bus stops. Implementation of bus timetables and maps at all bus stops throughout Shetland. Introduce flexi-tickets (particularly aimed at SIC workers)

Do Minimum	Cut-backs	Spend to Save	Comfort	Aspirational
<ul style="list-style-type: none"> Instigate public transport assessments through the Community Councils, including the use of 'Community Travel' questionnaires. 				<ul style="list-style-type: none"> Allow for school bus passes to be used on service buses when pupils are attending after-school clubs. Offer free buses for travel to new jobs or interviews, with tickets issued to jobseekers directly through the Jobcentre Production of art exhibitions at transport waiting facilities e.g. Viking Station, Tingwall Airport, Sumburgh Airport, and on Ferries. Use of bus stops to display other information (e.g. promote tourism). Increased use of renewable power at bus stops. Introduce bus buddying schemes to encourage socially excluded people and those with disabilities to use public transport. Convert all buses to hydrogen. Encourage local supermarkets/shops to provide home delivery services.
Internal Links - Travel Awareness				
<ul style="list-style-type: none"> As the major employer in Shetland, SIC to examine and implement a travel plan. 		<ul style="list-style-type: none"> Establish a discounted-parking scheme for environmentally friendly vehicles, with discounts dependent on vehicles' Vehicle Excise Duty classification. 		<ul style="list-style-type: none"> Establish hot-desking space in communities where there is potential for decentralised working.

Do Minimum	Cut-backs	Spend to Save	Comfort	Aspirational
<ul style="list-style-type: none"> • Target other major employers (Health Board and Sullom Voe) for travel awareness campaigns and Travel Plans. • Investigate the possibility of a Shetland wide car sharing club. • Promote green travel plans. • Reduce the need to travel through decentralisation of development. • Support and promote safer routes to schools campaigns and other healthy living campaigns. • Promote the use of greener fuels, such as Liquid Petroleum Gas (LPG) and assist in the introduction of LPG related supplies and services. 		<ul style="list-style-type: none"> • Promote car-sharing/van-pooling (market car-sharing on the economic savings) and provide dedicated car-parking spaces for car-sharers. • Establish 'borrow-a-bike' schemes available to all Council employees. 		<ul style="list-style-type: none"> • Develop a programme of speed awareness courses, used as alternatives to prosecution and based on referrals from Northern Constabulary. • Offer assistance for petrol stations offering bio-fuels. • Introduction of mobile facilities to reduce the need to travel for those in rural areas (e.g. continue to offer mobile library services). • Convert all Council vehicles to LPG fuels
Internal Links – Roads				
<ul style="list-style-type: none"> • In the Council's programme of road improvement and rebuilding, prioritise the maintenance of the spine road network and the provision of ferries. • Actively encourage the use of appropriately sized vehicles in remote and sensitive locations. • Continue to monitor road traffic volumes by way of continuous loop sites on the approaches to Lerwick and throughout Shetland. • Continue to develop, where appropriate, the use of community piers. 	<ul style="list-style-type: none"> • Reduce roads maintenance programme. • Reduce winter maintenance programme. 	<ul style="list-style-type: none"> • Charges for car parking in Lerwick • Bans for bigger vehicles on certain roads (e.g. save money on repairs) or impose fines/charges to companies whose vehicles are responsible for road damage. • Establish freight consolidation centres where small retailers collect their mail from a freight consolidation centre in an accessible location. 	<ul style="list-style-type: none"> • Road Improvements – surface and expansion works 	<ul style="list-style-type: none"> • Provision of high quality, dual roads to all areas throughout Shetland. • Introduce Intelligent Transport Systems, such as intelligent road studs and more Variable Message Signs (VMS). • Private companies to contribute to roads maintenance and repair costs. • Promote the use of Hydrogen as a source of fuel for transport. • Promote lighting proposals that are environmentally sensitive.

Do Minimum	Cut-backs	Spend to Save	Comfort	Aspirational
<ul style="list-style-type: none"> Continue to operate the part-time pedestrianisation of Commercial Street, to allow for deliveries and collections at certain times of the day only. Continue to provide new footways, lighting and other minor improvements in Shetland's network of small villages. Continue to licence taxi and private hire vehicles to meet local needs. Investigate the provision of taxi stances within the town centre. 		<ul style="list-style-type: none"> Promote collection points, whereby undeliverable bulky mail can be left at a local store, Post Office, banks etc for collection at a later date (e.g. to reduce need for return travel). 		<ul style="list-style-type: none"> Lobby for reduced fuel costs. Target some of the harder to reach markets by commissioning a 'dual fuel' network, which involves providing advice and guidance on the conversion process to LPG to taxis, the general public and small businesses in the area. Establish freight consolidation centres where small retailers collect their mail from a freight consolidation centre in an accessible location Promote collection points, whereby undeliverable bulky mail can be left at a local store, Post Office, banks etc for collection at a later date (e.g. to reduce need for return travel).

Appendix B: Final List of Options for Appraisal

Appendix B presents the final list of options that were considered for Appraisal – following the sieving and option development processes that were applied to the long list of options, presented in Appendix A.

Theme: External Links	Option	Description	Level of Appraisal
Air Passenger	1. Do Minimum	Continuation of current external air service (market led approach, with Scottish Executive and Scottish Enterprise Support).	Minor STAG
	2. PSOs	Introduce Public Service Obligations (PSOs) for lifeline services between Shetland and UK Mainland.	Minor STAG
	3. Scatsta	Use Scatsta as Shetland's principal airport.	Minor STAG
	4. Improve public transport links at Sumburgh	STP will encourage the development of reliable and integrated public transport services to tie in with flight arrival and departure times from Sumburgh Airport.	Policy (Sumburgh Airport fast link appraised under PT section).
	5. Improve public transport links at Aberdeen, Edinburgh, Inverness and Glasgow/	STP will lobby for improvement of reliable and integrated public transport services at key UK Mainland destinations (e.g. Aberdeen, Edinburgh, Inverness and Glasgow) – particularly between the airport and subsequent destinations.	Policy
	6. Support route development	STP will support efforts to attract new and improved air services to Shetland from key destinations. (UK Mainland and Scandinavia)	Policy
	7. Support Sumburgh development	STP will support the continued development and improvement of Sumburgh Airport and will support in principle further enhancements that improve operations and reliability at the Airport (e.g. advanced landing systems).	Policy
	8. Study (origin/destination)	STP will undertake an extensive origin/destination study on external transport links (air and ferry) to and from Shetland.	Policy
	9. Monitoring	STP will take a proactive approach to the monitoring of external air services, with regards to service reliability and fare levels etc.	Policy
	10. Compliance	STP will encourage external air operators to work in accordance with external security regulations.	Policy
	11. DDA	STP will encourage external air operators to ensure external air services in Shetland are in accordance with DDA policy.	Policy
	12. Efficiency	STP will lobby for the development of fuel efficient air services.	Policy
Air Freight	1. Do Minimum	Air freight services continue to be provided on a commercial basis.	Minor STAG
	2. Promote lifeline air freight service	Investigate the potential for a dedicated air freight service for use by Shetland's businesses.	Minor STAG
Ferry UK	1. Do Minimum	Services continue to be provided under current arrangements. STP will continue to lobby for improvements to the external ferry service, such as increased provision of cabins.	Minor STAG
	2. STP Tender	Lifeline Ferry Services procured by STP, instead of Scottish Executive	Minor STAG
	3. Improve Public Transport links at Holmsgarth	STP will encourage the development of reliable and integrated public transport services to tie in with ferry services at Holmsgarth Ferry Terminal.	Policy

Theme: External Links	Option	Description	Level of Appraisal
	4. Improve Public Transport links at Aberdeen	Through close liaison with partners, STP will proactively look to deliver improved transport integration opportunities at Aberdeen Harbour.	Policy
	5. Monitor	STP will take a proactive approach to the monitoring of external ferry services, with regards to service reliability, cabin availability, freight and livestock issues, fare levels and customer care etc	Policy
	6. Study (origin/destination)	STP will undertake an extensive origin/destination study on external transport links (air and ferry) to and from Shetland.	Policy
	7. Compliance	STP will encourage ferry operators to work in accordance with external security regulations.	Policy
	8. DDA	STP will encourage ferry operators to ensure ferry services in Shetland are in accordance with DDA policy.	Policy
	9. Efficiency	STP will lobby for the development of fuel efficient ferry services.	Policy
Ferry Europe	1. Do Minimum	Existing service to Scandinavia to be reduced in 2007	Minor STAG
	2. Investigate new service	STP will investigate the potential for complementary Scandinavian ferry links.	Minor STAG
	3. UK Hub	STP will examine measures to improve transport links to UK Ports with the aim of improving links to other EU ferry hubs.	Minor STAG
	4. Air links	STP will encourage the operation of flights from Shetland to Scandinavia. (also covered in "Air Passenger Option 6")	Minor STAG
	5. Scapa Flow	STP will monitor the proposals to develop a major European ship to ship container terminal at Scapa Flow, Orkney.	Policy

Theme: Inter-Island Links Ferry	Option	Description	Level of Appraisal
Bluemull	1. Do Minimum	Existing Service Pattern. Replacement Terminals at Gutcher and Belmont. Replacement Vessels (vessel similar to those used on Yell Sound).	Major STAG
	2. 2 nd Crew for 2 nd Vessel	Regularised timetable and increased capacity achieved by manning 2 nd vessel with 2 nd crew. Replacement Terminals at Gutcher and Belmont. Replacement Vessels (smaller versions of Yell Sound Vessels).	Major STAG
	3. Fixed Link (tunnel)	Fixed link between Yell and Unst. Replacement vessel for Fetlar. Future options for either new terminal at Gutcher, or terminal at Mid Yell.	Major STAG
	4. Fetlar Breakwater	Additional option for breakwater at Hamar's Ness.	Major STAG
Bressay	1. Continued Ferry Service	Existing Service Pattern. Ongoing maintenance of ferry terminals. Replacement of vessel in medium term.	Major STAG
	2. Fixed link (bridge) to Bressay	Development of fixed link (bridge) to Bressay	Major STAG
	3. Fixed link (tunnel) to Bressay	Development of fixed link (tunnel) to Bressay	Major STAG
Whalsay	1. Do Minimum	Continuation of current service levels, Vessels – <i>MV Linga</i> + <i>MV Hendra</i> /Small version of Yell Sound Vessels Laxo – minimum upgrade; Vidlin – no upgrade; Symbister – minimum upgrade;	Major STAG
	2. Optimum Ferry Replacement	Implementation of ferry replacement programme for Whalsay. Assumes no fixed link. Vessels - 2 x similar to those used on Yell Sound Laxo – upgrade – to enable berthing by vessels similar to those used on Yell Sound Vidlin – upgrade - to enable berthing by vessels similar to those used on Yell Sound Whalsay – upgrade – to enable berthing by vessels similar to those used on Yell Sound – Symbister or North Voe	Major STAG
	3. Fixed Link (Tunnel)	Fixed link (tunnel) between Shetland Mainland and Whalsay.	
Yell Ferry	1. Do Minimum	Continuation of current service levels using existing vessels.	Major STAG
	2. Fixed Link (Tunnel)	Fixed link (tunnel) between Shetland Mainland and Yell.	Major STAG
Fair Isle Ferry	1. Do Minimum	Continuation of existing service. Terminals - Ferry remains based on Fair Isle.	Minor STAG

Theme: Inter-Island Links Ferry	Option	Description	Level of Appraisal
		Vessel - Like for like replacement of <i>MV Good Shepherd</i> upon lifespan expiry.	
	2. Increase service levels	Increased service levels providing additional sailings. Extension of summer timetable into October and November.	Minor STAG
	3. Decrease service levels	Decreased service levels. Removal of weekly sailing (during Summer only) from Fair Isle to Lerwick.	Minor STAG
	4. Mainland Based Vessel	Rebasing of Fair Isle ferry to Grutness. Berthing at either Lerwick or Cunningsburgh/Sandwick	Minor STAG
Foula Ferry	1. Do Minimum	Operation of 2 to 3 sailings per week with service operated by independent operator.	Minor STAG
	2. Mainland based – two vessels	Operation of shared vessels, based on Shetland Mainland, to serve Foula and Papa Stour. Terminals – Rebasing of vessels to West Burrafirth. Vessels – <i>MV New Advance</i> and <i>MV Snolda</i> .	Minor STAG
	3. Mainland based – one vessel	Operation of shared vessel, based on Shetland Mainland. Terminals – Rebasing of vessel to West Burrafirth. Vessels – <i>MV Snolda</i> or new build vessel.	Minor STAG
Papa Stour Ferry	1. Do Minimum	Continuation of current service levels. Terminal – West Burrafirth Vessel – <i>MV Snolda</i> , replaced when expired.	Minor STAG
	2. Increase service levels.	Increased ferry service levels providing additional sailings	Minor STAG
	3. Improved Public Transport connections at West Burrafirth	Enhanced connections between West Burrafirth and Lerwick	Minor STAG
Skerries Ferry	1. Do Minimum	Continuation of current service levels and service pattern. Terminal – Skerries (berthed in Whalsay overnight)	Minor STAG

Theme: Inter-Island Links Ferry	Option	Description	Level of Appraisal
		<p>Vessel – <i>MV Filla</i></p> <p>Sailing to – Vidlin and Lerwick</p>	
	2. Vidlin only	<p>Operation of Skerries service to Vidlin only.</p> <p>Terminal – Skerries (berthed in Whalsay overnight)</p> <p>Vessel – <i>MV Filla</i></p> <p>Sailing to – Vidlin only.</p> <p>Also require provision of dial-a-ride service between Vidlin and Lerwick.</p> <p>Also require provision of freight co-op service, and suitable arrangements at Vidlin for unloading and loading freight.</p>	Minor STAG
	3. Controlled access via South Mouth.	Dredging of South Mouth, and navigational aids to enable controlled access via South Mouth	Minor STAG
Tendering	1. Tendering of services	STP acknowledge that the tendering of ferry services in the future is an issue that STP must prepare for now. Work is ongoing to better understand the potential outcomes of the tendering process and to ensure continuity of service beyond April 2008, when the responsibility transfers to STP. The possibility of tendering services with Orkney will also be investigated.	Policy
Ferry Fares	1. Existing fares	Maintain fares at current levels (or in line with inflation)	Minor STAG
	2. Increase fares	Increase ferry fares across all services to improve revenue yield	Minor STAG
	3. Decrease / Removal of fares	Decrease or remove ferry fares from all services to improve accessibility	Minor STAG
	4. Peak fares	Introduction of off-peak discount fares to manage peak utilisation	Minor STAG
	5. Promotional fares	Introduction of promotional fares through innovative ticketing (e.g. integrated/hopscotch ticketing) to maximise utilisation	Minor STAG
Levels of service	1. Increase	Increase service levels on major ferry services.	Minor STAG
	2. Decrease	Decrease service levels on major ferry services.	Minor STAG
	3. Flexible / Community Bank system	<p>STP will investigate the potential for the small island communities to trade-off stored trips caused by the cancellation of ferry trips for example, and instead use these to provide additional flights, or vice versa.</p> <p>For example, on Fair Isle and Foula, the potential to trade-off stored ferry runs to provide extra flights will be investigated.</p>	Policy

Theme: Inter-Island Links Ferry	Option	Description	Level of Appraisal
		<p>Alternatively, for Papa Stour, this could involve trading off additional air service runs for more ferry services.</p> <p>STP will also work with operators to clarify this 'community bank' system with island communities.</p>	
Monitoring	1. Monitoring	STP will monitor the performance of the inter-island ferry service through the introduction of user surveys. Consultation will also be undertaken with Community Councils.	Policy
Efficiency	1. Fuel efficiency	STP recognises the importance of a fuel efficient ferry network and will place a greater emphasis on fuel efficiency in the purchase of future vessels.	Policy
Utilisation Maximisation	1. Utilisation Maximisation	STP will continue to work towards utilisation maximisation on all ferry services, and will investigate and promote a range of innovative measures to help increase ferry usage. Potential measures to be investigated include new forms of ticketing and the use of vessels for other purposes (e.g. meetings, chartered use), and improved service information.	Policy
DDA	1. DDA	STP will continue to ensure that ferry services in Shetland operate, where possible, in accordance with DDA policy.	Policy

Theme: Inter-Island Links Air	Option	Description	Level of Appraisal
Airport	1. Do Minimum	Retain Tingwall Airport as the Mainland base for inter-island flights. Upgrade infrastructure to comply with Civil Aviation Authority regulations.	Minor STAG
	2. Sumburgh	Close Tingwall airport and use Sumburgh Airport as the Mainland base for inter-island flights. Assume reduced landing charges of inter-island flights to be levied by Highlands and Islands Airports Limited.	Minor STAG
Papa Stour Air Service	1. Retain air service to Papa Stour	Continue to provide scheduled inter-island air service to Papa Stour.	Minor STAG
	2. Remove air service to Papa Stour	Remove scheduled inter-islands air service to Papa Stour. Retain airstrip for chartered services and emergencies.	Minor STAG
Unst Airport	1. Do Minimum	Continue to maintain Unst Airport.	Minor STAG
	2. Re-open Unst Airport	Re-open Unst Airport for scheduled inter-island flights.	Minor STAG
Fair Isle Air Service	1. Fair Isle – Do Minimum	Continue to operate scheduled air services to Fair Isle at current service levels.	Minor STAG
	2. Fair Isle – Increase service levels	Provide additional flights and service to Fair Isle.	Minor STAG
Foula Air Service	1. Foula – Do Minimum	Continue to operate scheduled air services to Foula at current service levels.	Minor STAG
	2. Foula – Increase service levels	Provide additional flights to Foula.	Minor STAG
Skerries Air Service	1. Skerries – Do Minimum	Continue to operate scheduled air services to Skerries at current service levels.	Minor STAG
	2. Skerries – Increase service levels	Provide additional flights to Skerries.	Minor STAG
Air Fares	1. Same	Continue to offer islander fares on inter-island flights.	Minor STAG
	2. Decrease / Orkney model	Apply the 'Orkney fare structure model' on Shetland's inter-island flights.	Minor STAG
	3. Management (e.g. booking fees)	STP will support the inter-island flight operator in their promotion of inter-island flights to island residents and tourists.	Policy

Theme: Inter-Island Links Air	Option	Description	Level of Appraisal
Service Delivery Option	1. Independent operator chartering helicopter service	Operation of chartered helicopter service for freight and passengers for small islands to replace ferry and air services.	Minor STAG
Monitoring	1. Monitoring	STP proposes continued monitoring of the operational performance and utilisation of the present inter-island air service. It will continue consultation with community councils and island communities.	Policy
Safety and Security	1. Compliance	STP will continue to ensure that the inter-islands air service is operated in compliance with applicable national safety and security regulations.	Policy

Theme: Internal Links Walking, Cycling, Travel Awareness	Option	Description	Level of Appraisal
Walking	1. Do Minimum	Continue to provide footways as part of Capital Plan (e.g. Gerमतwatt footways and Burravoe) Continue to provide small scale footway schemes identified by CCs. Grass verge footpath provision.	Minor STAG
	2. Increase Footpaths	Increase number of footways in rural areas. Develop full footpaths or 'French Drains' in rural areas in line with community aspirations.	Minor STAG
	3. Quiet Lanes	Introduce quiet lanes.	Minor STAG
	4. STPs	STP will actively promote the development of school travel plans.	Policy
	5. Monitoring	SIC will use community consultation to monitor footpath provision and to identify additional need.	Policy
	6. DDA	SIC will continue to ensure that routes used by disabled persons will be fitted with dropped kerbs.	Policy
Cycling	1. Do Minimum	Continue to develop cycle stands where the need is identified. No signing or lining works. Very little promotion of cycling.	Minor STAG
	2. Increase cycle facilities	Increase number of cycle paths (with signing and lining) throughout Shetland. Increase cycle storage facilities (lockers and stands)	Minor STAG
	3. Increase promotion of cycling (education and training)	Work with tourist operators to promote cycling (e.g. develop cycle guides). Promote cycling through School Travel Plans. Encourage development of cycle facilities through development planning process.	Minor STAG
	4. Quiet Lanes	Introduce quiet lanes.	Minor STAG
	5. STPs	Cycling will be supported through the development of School Travel Plans.	Policy
	6. Monitoring	STP will monitor the demand for cycling through community consultation.	Policy

Theme: Internal Links Walking, Cycling, Travel Awareness	Option	Description	Level of Appraisal
Travel Behaviour Change	1. Do Minimum	Little promotion of sustainable transport modes.	Minor STAG
	2. Increased promotion of travel awareness	Introduction of a package of more innovative projects to raise travel awareness levels and promote more sustainable transport, such as car-sharing. Travel awareness strategies to include greater marketing of travel plans, incentives for car sharing (e.g. preferable parking), and greater emphasis and provision for home and flexi-working.	Minor STAG
	3. STPs	STP will actively promote the development of school travel plans.	Policy
	4. Workplace Travel Plans	STP and SIC will actively support the development of workplace travel plans for major employers in Shetland	Policy

Theme: Internal Links Roads	Option	Description	Level of Appraisal
Roads	1. Do Minimum	Maintenance of existing roads. Continuation of rolling programmes of bridge replacements, footways, traffic schemes, road reconstruction, and other minor and medium-scale improvements.	Minor STAG
	2. Rural Roads Package	Upgrading works on single lane, rural roads due to development pressure and continued growth of HGVs (e.g. creating larger passing places). Examples Cott (Weisdale), and Parkhill to Sand.	Minor STAG
	3. West side	Construction of dual road to Walls (A971).	Major STAG
	4. North of Hillswick	Construction of dual road to North Roe (Hillswick) (A970).	Major STAG
	5. Vidlin	Construction of dual road to Vidlin (B9701).	Major STAG
Road Safety	1. Do Minimum	Continuation of current approach with very little resource put into road safety awareness raising. Undertake remedial works at accident locations.	Minor STAG
	2. Do More	Engineering: Improve roads through infrastructure works (e.g. to ease sharp bends, blind corners, ghost islands). Education: Develop local road safety awareness raising campaigns (e.g. focussing on drink driving). Enforcement: Liaise with Northern Constabulary to increase speed monitoring, random checks etc.	Minor STAG
	3. ITS	Implement intelligent transport systems such as intelligent road studs and variable message signs to improve road safety.	Minor STAG
Structures	1. Bridges	SIC will inspect, assess and maintain all structures in accordance with national Codes of Practice for Bridges Management.	Policy
Lighting	1. Lighting	SIC will seek to maintain lighting in accordance with the relevant standards, and seek to reduce light pollution.	Policy
Risk Assessment and Contingency Planning	1. Risk Assessments	SIC will continue to develop risk assessment processes in relation to flooding on the local road network.	Policy
	2. Contingency Planning	STP and SIC will promote contingency planning for the short term unavailability of key sections of the local road network.	Policy
Winter Maintenance	1. Do Minimum	Continuation of current winter maintenance service including gritting service between 6am and 6pm. Two man gritter system.	Minor STAG
	2. Do more	Extended hours of service (e.g. 24 hour).	Minor STAG

Theme: Internal Links Roads	Option	Description	Level of Appraisal
	3. Do less	Single manning gritter system.	Minor STAG
Car Parking	1. Continuation of current car parking policy	STP will: Continue to offer free parking throughout Shetland (with the exception of the Lerwick Port Authority owned Victoria Pier) Investigate alternative parking arrangements in association with the local community where the need is identified (e.g. New Anderson High School and Knab Road). Continue to offer dedicated car parking spaces for disabled users.	Policy
	2. Promotion of Park and Ride	STP proactively supports the use of park and ride sites and will investigate the potential for future park and ride sites where a need has been identified.	Policy
Maintenance	1. Roads and HGVs	SIC will continue to accommodate HGVs on roads throughout Shetland and will use a Route Action Plan approach to examine the feasibility of roads used by HGVs.	Policy
Monitoring	1. Surveys	SIC will undertake regular surveys of road traffic at a series of key locations of Shetland's Spine Road network.	Policy
	2. Consultation	SIC will undertake regular consultation with each Community Council with respect to local road network issues.	Policy

Theme: Internal Links Public Transport	Option	Description	Level of Appraisal
Public Transport Services	1. Do Minimum	Continue to provide public transport services to present frequency levels. Continue to provide a range of public transport services (e.g. scheduled services, shopper services, DRT).	Minor STAG
	2. Increase conventional public transport levels	Increase conventional public transport service levels to all areas of Shetland. Increase range of public transport services offered. Increase services levels at the weekend, and provide more late night buses.	Minor STAG
	3. Reduce conventional public transport levels	Reduce public transport service levels. Reduce range of public transport services offered (e.g. only offer scheduled services).	Minor STAG
	4. Further develop DRT services	Provide more demand responsive transport services.	Minor STAG
	5. Fast link service to Sumburgh	Provide dedicated fast link bus service to Sumburgh Airport to wait on flights. Reschedule public transport services from Lerwick to the South Mainland	Minor STAG
	6. Trial new and innovative service	STP will continue to investigate and trial innovate forms of public transport service delivery in an attempt to improve service levels, reliability, and efficiency whilst reducing costs. In the future, this may include further development of community transport initiatives, and other forms of rural demand responsive provision.	Policy
	7. Sumburgh / Holmsgarth links	STP will ensure the availability of efficient and reliable public transport services from Shetland's main transport hubs at Holmsgarth ferry terminal and Sumburgh Airport.	Policy
	8. Accessibility Planning	STP will investigate the potential for an accessibility planning approach to be used to provide an improved public transport service for Shetland that responds to the needs of Shetland's socially excluded groups.	Policy
	9. Monitor	STP will continue to work with Community Councils to improve public transport services.	Policy
	10. Efficiency	STP will promote the use of fuel efficient public transport services.	Policy
	11. DDA	STP will continue to ensure all public transport services in Shetland are in accordance with DDA policy.	Policy
	12. Safety compliance	STP will continue to ensure all public transport services in Shetland are in accordance with relevant safety policy.	Policy

Theme: Internal Links Public Transport	Option	Description	Level of Appraisal
Fares	1. Do Minimum	Continue to set maximum fare levels as a condition of tender to service providers, Maintain fares at current levels (or in line with inflation),	Minor STAG
	2. Increase fare levels	Increase fares on public transport services.	Minor STAG
	3. Reduce fare levels	Decrease or remove fares on public transport services.	Minor STAG
	4. Concessionary travel	STP will continue to provide free public transport travel for the elderly and disabled groups in accordance with the national transport concessionary scheme offered by Transport Scotland. STP will promote the implementation of concessionary travel for youth groups.	Policy
Ticketing and Information	1. Do Minimum	Continue to operate traditional tickets.	Minor STAG
	2. Integrated / Flexi-Tickets	Develop and promote the use of multi-journey tickets (e.g. 10 journeys at a discount price). Provide flexi-tickets, particularly aimed at flexi and part time workers and tourists	Minor STAG
	3. Real Time Info	STP will continue to provide a real-time information facility fro services departing from Viking Bus Station. It will investigate potential sites that could benefit from real-time information systems in the future.	Policy
	4. Marketing	Increase marketing through best practice publication and circulation of timetables.	Policy
Maintenance	1. Infrastructure maintenance	Continue to provide and maintain bus shelters where the need is identified. STP will also investigate measures to increase amenity of public transport waiting facilities (e.g. art displays etc).	Policy
Education Transport	1. Do Minimum	Continue to offer school transport services and services for special needs pupils.	Policy
Care Transport	1. Do Minimum	Continue to provide transport services for the social work sector.	Policy

Appendix C: Preferred Option and Policy List

Appendix C presents the preferred option and policies, which are the key outcomes from the Appraisal Process. This list provides the input to the draft Shetland Transport Strategy, to be revised during the final drafting and consultation processes.

External Links	
Theme	Preferred Options taken forward within the Draft Transport Strategy
Air Passenger	STP supports a continuation of current external air service (market led approach, with Scottish Executive and Scottish Enterprise Support).
	STP will continue to pursue the introduction of Public Service Obligations (PSOs) for lifeline flights to and from Shetland.
	STP will seek to facilitate formal protocols for the use of Scatsta Airport as a diversionary airport for flights to and from Shetland during periods of adverse weather affecting the operational reliability of Sumburgh.
	STP will encourage the development of reliable and integrated public transport services to tie in with flight arrival and departure times from Sumburgh Airport.
	STP will lobby for improvement of reliable and integrated public transport services at key UK Mainland destinations (e.g. Aberdeen, Edinburgh, Inverness and Glasgow) – particularly between the airport and subsequent destinations.
	STP will support efforts to attract new and improved air services to Shetland from key destinations. (UK Mainland and Scandinavia)
	STP will support the continued development and improvement of Sumburgh Airport and will support in principle further enhancements that improve operations and reliability at the Airport (e.g. advanced landing systems).
	STP will undertake an extensive origin/destination study on external transport links (air and ferry) to and from Shetland.
	STP will take a proactive approach to the monitoring of external air services, with regards to service reliability and fare levels etc.
	STP will encourage external air operators to continue work in accordance with external security regulations.
	STP will encourage external air operators to continue to work to ensure external air services in Shetland are in accordance with DDA policy.
STP will lobby for the development of fuel efficient air services.	
Air Freight	STP supports the continued operation of air freight services on a commercial basis.

External Links	
Theme	Preferred Options taken forward within the Draft Transport Strategy
Ferry UK	STP supports the existing arrangements for procurement and tendering of the Northern Isles Ferry Services.
	STP will consider options for the future development of the Northern Isles Ferry Service, including alternative vessel options and route configurations, in order to inform future reviews of the service.
	STP will encourage the development of reliable and integrated public transport services to tie in with ferry services at Holmsgarth Ferry Terminal.
	Through close liaison with partners, STP will proactively look to deliver improved transport integration opportunities at Aberdeen Harbour.
	STP will take a proactive approach to the monitoring of external ferry services, with regards to service reliability, cabin availability, freight and livestock issues, fare levels and customer care etc.
	STP will undertake an extensive origin/destination study on external transport links (air and ferry) to and from Shetland.
	STP will work in accordance with external security regulations.
	STP will work to encourage external ferry services in Shetland are in accordance with DDA policy.
	STP will lobby for the development of fuel efficient ferry services.
Ferry Europe	STP will continue to support the continued operation of the existing Smyril Line Scandinavian Ferry link to Faroe and Scandinavia.
	STP will continue to investigate the potential for complementary Scandinavian ferry links
	STP will encourage the operation of flights from Shetland to Scandinavia
	STP will monitor the proposals to develop a major European ship to ship container terminal at Scapa Flow, Orkney.

Inter Island Links (Ferry)	
Theme	Preferred Options taken forward within the Draft Transport Strategy
Fixed Links	STP supports the principle of developing fixed links between Shetland Mainland, and the main offshore islands of Bressay, Yell, Unst and Whalsay.
	SIC is currently committed to fixed link to Bressay, taking the form of a bridge.
	In the short-term, STP will commission feasibility work to confirm the robustness of business cases for fixed links between Yell and Unst (Bluemull Sound) and Shetland Mainland and Yell (Yell Sound).
Bluemull	<p>Assuming a Yell-Unst fixed link is found to be unviable in the short to medium term, STP proposes:</p> <ul style="list-style-type: none"> • Recognising the re-introduction of fares in 2008 • Replacing existing terminals at Gutcher and Belmont • Considering the option of a berthing facility for the 2nd vessel at Gutcher • Replacement of the existing vessels <i>MV Fivla</i> and <i>MV Geira</i> • Exploration of the feasibility of an additional crew/passenger only vessel • Continued monitoring of weather related reliability at Fetlar – recognising the requirement for robust evidence to support the provision of berthing protection at Hamar's Ness
Bressay	STP proposes continued operation of ferry service to existing service levels until construction of Bressay bridge. At this point <i>MV Leirna</i> will be disposed, and the existing linkspans and terminals de-commissioned.

Inter Island Links (Ferry) Cont'd	
Theme	Preferred Options taken forward within the Draft Transport Strategy
Whalsay	<p>STP proposes the following option, which is likely to be dependent on some form of additional external funding.</p> <ul style="list-style-type: none"> • Finalisation of option appraisal work for the Whalsay link, with a specific focus on the feasibility and costs of a new terminal at North Voe, relative to an extension of Symbister Harbour. • Construction of an improved road link between Laxo and Vidlin • Replacement of existing terminal at Laxo, with services being diverted to Vidlin during construction. • Replacement of existing terminal at Symbister – either harbour extension, or new terminal at North Voe • Simultaneous or phased procurement of two replacement vessels, similar to <i>MV Daggri</i> and <i>MV Dagalien</i>. <p>If sufficient funding cannot be secured, the following is a least cost option.</p> <ul style="list-style-type: none"> • Construction of an improved road link between Laxo and Vidlin • Replacement of existing terminal at Laxo, with services being diverted to Vidlin during construction. • Refurbishment of existing terminal at Symbister Harbour. • Procurement of replacement vessel for <i>MV Hendra</i> – similar in capacity to <i>MV Linga</i>
Yell Ferry	<p>STP proposes continued operation of current ferry service. The existing vessels <i>MV Daggri</i> and <i>MV Dagalien</i> will require to be replaced early in the next twenty year implementation period, assuming that a fixed link has not been developed.</p>
Fair Isle Ferry	<p>STP proposes continued operation of current ferry service to existing service levels. STP supports piloting the delivery of two services per week (instead of one) during the autumn shoulder period. STP supports the medium term replacement of <i>MV Good Shepherd</i>.</p>
Foula Ferry	<p>In the short term, STP proposes ongoing operational and performance monitoring of proposed tender. This will inform a medium term review of route delivery options, including continued tendering, or a combined Papa Stour / Foula service based on the Mainland.</p>

Inter Island Links (Ferry) Cont'd	
Theme	Preferred Options taken forward within the Draft Transport Strategy
Papa Stour Ferry	<p>In the short term, STP supports the option of deploying <i>MV Thora</i> during summer timetable to overcome passenger capacity constraints. In the short term, STP supports the provision of an additional return sailing on the route – although no additional funding is identified for this. In the longer term, the replacement of <i>MV Snolda</i> provides the opportunity to overcome current passenger capacity constraint.</p> <p>The additional cost of the proposed additional sailing could be partially off-set by withdrawing the scheduled inter-island air service to Papa Stour.</p>
Skerries Ferry	<p>STP proposes the following implementation plan.</p> <ul style="list-style-type: none"> • A full review of delivery of ferry service to Skerries, considering: <ul style="list-style-type: none"> ○ A Vidlin based service ○ A new freight delivery structure ○ Improved public transport connections between Lerwick and Vidlin ○ Levels of service. • Recognition of aspirations for the dredging of the South Mouth entrance, in order to provide an alternative safe ferry route.
Tendering	<p>STP is aware that the current interpretation of European Legislation potentially raises the prospect of Shetland's Inter-Island Ferry Service being subject to competitive tendering. STP will continue to review its delivery of ferry services to ensure that it is fully prepared for this potential requirement.</p>
Ferry Fares	<p>STP supports the delivery of fare structures on their lifeline services that are affordable to users. However, it also recognises the necessity to balance this requirement with wider budgetary constraints, and external factors including increases in fuel prices.</p> <ul style="list-style-type: none"> • Fares are currently suspended on Bluemull Sound services. They are due to be reinstated in 2008. • Recent operational reviews have resulted in fare increases on all other inter-island ferry services. • STP will commit to a considering study for generating additional revenue on the inter-island ferry services.
Levels of service	<p>STP will continue to undertake regular service level reviews.</p>
Monitoring	<p>STP will monitor the performance of the inter-island ferry service through the introduction of user surveys. Consultation will also be undertaken with Community Councils.</p>
Efficiency	<p>STP recognises the importance of a fuel efficient ferry network and will place a greater emphasis on fuel efficiency in the purchase of future vessels.</p>
Utilisation Maximisation	<p>STP will continue to work towards utilisation maximisation on all ferry services, and will investigate and promote a range of innovative measures to help increase ferry usage. Potential measures to be investigated include new forms of ticketing and the use of vessels for other purposes (e.g. meetings, chartered use), and improved service information.</p>
DDA	<p>STP will continue to ensure that ferry services in Shetland operate in accordance with DDA policy.</p>

Inter Island Links (Air)	
Theme	Preferred Options taken forward within the Draft Transport Strategy
Airport	STP supports the continued operation of Tingwall Airport as the Mainland Hub for the service.
Papa Stour Air Service	In combination with a review of ferry service patterns, STP recommend that continuation of the scheduled air service is also reviewed with a view to its removal. However, STP supports the continued maintenance and licensing of the Papa Stour air strip for chartered flights and for emergencies.
Unst Airport	STP is aware of interest in re-opening Unst Airport in order to provide direct chartered air services to support the re-development of RAF Saxa Vord. STP will continue to supports this initiative.
Fair Isle Air Service	STP supports the ongoing development of air services to Fair Isle. One means to achieve this may be through increased use of chartered services for visitors to island.
Foula Air Service	STP supports an extension of the existing winter service to include a second day return trip opportunity to Shetland Mainland, although no funding is currently identified to allow this.
Skerries Air Service	STP supports the ongoing development of the Skerries air service.
Air Fares	STP will continue to support the existing air fare structure.
	STP will support the inter-island flight operator in their promotion of inter-island flights to island residents and tourists.
Monitoring	STP proposes continued monitoring of the operational performance and utilisation of the present inter-island air service. It will continue consultation with community councils and island communities.
Safety and Security	STP will continue to ensure that the inter-islands air service is operated in compliance with applicable national safety and security regulations.

Internal Links (Walking, Cycling, Travel Behaviour Change)	
Theme	Preferred Options taken forward within the Draft Transport Strategy
Walking	STP and SIC will support the continued provision of footway schemes, as part of SIC's Capital Plan. The aim is to provide safe and attractive local pedestrian networks within settlement areas, with the emphasis on access to local facilities (schools, health centres, halls, shops, and leisure facilities).
	STP will actively promote the development of school travel plans.
	SIC will use community consultation to monitor footpath provision and to identify additional need.
	SIC will continue to ensure that routes used by disabled persons will be fitted with dropped kerbs.
Cycling	STP and SIC support the promotion of cycling within Shetland. This is likely to take the form of cycle training within schools, the provision of secure cycle stands at key locations within main settlements / certain rural bus stops, and inclusion of cycling within workplace travel plans.
	STP supports the development and promotion of cycling for tourists. The most appropriate opportunities are for continued promotion and maintenance of the national cycle network, and support for a cycle route guide that could detail cycle hire and repair facilities, appropriate on and off road routes, and ferry connections.
	Cycling will be supported through the development of School Travel Plans.
	STP will monitor the demand for cycling through community consultation.
Travel Behaviour Change	STP will seek to introduce a package of more innovative projects to raise travel awareness levels and promote more sustainable transport.
	STP will actively promote the development of school travel plans.
	STP and SIC will actively support the development of workplace travel plans for major employers in Shetland.

Internal Links (Roads)	
Theme	Preferred Options taken forward within the Draft Transport Strategy
Roads	<p>SIC have firm proposals for the implementation of the following significant road improvement schemes, as identified in the current Capital Plan:</p> <ul style="list-style-type: none"> • A971 Haggersta (West Side); • Germatwatt Footways, Walls; • A970 Oversund Junction, Lerwick; • B9081 Mid Yell Link to A968; • Papa Stour Road; • Gilbertson Road, Lerwick; and • Scord to School, Scalloway. <p>SIC will seek to develop additional road schemes, which typically fall into a number of discrete categories. Examples of the type of roads that will typically be promoted include, relatively minor extension of the existing two-lane road network to provide links to existing settlements, road improvement schemes in conjunction with large scale housing development proposals, and on-line structural improvements to specific stretches of road in order to reduce long term maintenance burden.</p>
Road Safety	STP will seek to improve road safety through the combination of engineering (e.g. improving roads through infrastructure works), education (e.g. developing local road safety awareness raising campaigns) and enforcement (e.g. closer liaison with Northern Constabulary to increase speed monitoring, random checks)
Structures	SIC will inspect, assess and maintain all structures in accordance with national Codes of Practice for Bridges Management.
Lighting	SIC will maintain lighting in accordance with the relevant standards, and seek to reduce light pollution through the use of modern street lighting apparatus.

Internal Links (Roads) Cont'd	
Theme	Preferred Options taken forward within the Draft Transport Strategy
Risk Assessment and Contingency Planning	SIC will continue to develop risk assessment processes in relation to flooding on the local road network.
	STP and SIC will promote contingency planning for the short term unavailability of key sections of the local road network.
Winter Maintenance	SIC will develop and implement the winter maintenance programme and procedures, prioritising action on the most heavily used routes, footways within settlements that link key facilities and the provision of grit bins.
Car Parking	STP will continue to offer parking throughout Shetland in line with current provision (e.g. disc zone parking, dedicated spaces for disabled users) and will investigate alternative parking arrangements in association with the local community where the need is identified.
	STP proactively supports the use of park and ride sites and will investigate the potential for future park and ride sites where a need has been identified.
Maintenance	SIC will continue to accommodate HGVs on roads throughout Shetland and will use a Route Action Plan approach to examine the feasibility of roads used by HGVs.
Monitoring	SIC will undertake regular surveys of road traffic at a series of key locations on Shetland's Spine Road network.
	SIC will undertake regular consultation with each Community Council with respect to local road network issues.

Internal Links (Public Transport)	
Theme	Preferred Options taken forward within the Draft Transport Strategy
Public Transport Services	SPT will continue to support the provision of the existing mainline public transport services, and associated feeder services aimed at ensuring that each Shetland Mainland Community has access to employment and education opportunities within Lerwick, as well as access to shopping, health and leisure opportunities.
	STP supports the development of a dedicated and integrated bus link between Sumburgh Airport and Lerwick, as part of a review of bus services to South Mainland.
	STP will continue to investigate and trial innovate forms of public transport service delivery in an attempt to improve service levels, reliability, and efficiency whilst reducing costs. In the future, this may include further development of community transport initiatives, and other forms of rural demand responsive provision.
	STP will ensure the availability of efficient and reliable public transport services from Shetland's main transport hubs at Holmsgarth ferry terminal and Sumburgh Airport.
	STP will investigate the potential for an accessibility planning approach to be used to provide an improved public transport service for Shetland that responds to the needs of Shetland's socially excluded groups.
	STP will continue to work with Community Councils to improve public transport services.
	STP will promote the use of fuel efficient public transport services.
	STP will continue to ensure all public transport services in Shetland are in accordance with DDA policy.
	STP will continue to ensure all public transport services in Shetland are in accordance with relevant safety policy.
Fares	STP will continue to set maximum fare levels as a condition of tender to service providers.
	STP will continue to provide free public transport travel for the elderly and disabled groups in accordance with the national transport concessionary scheme offered by Transport Scotland.
	STP will promote the implementation of concessionary travel for youth groups.
Ticketing and Information	STP supports the development of integrated ticketing initiatives.
	STP will continue to provide a real-time information facility for services departing from Viking Bus Station. It will investigate other potential sites that could benefit from real-time information systems in the future.
	STP will increase marketing through best practice publication and circulation of timetables.
Maintenance	STP will continue to provide and maintain bus shelters where the need is identified.
	STP will also investigate measures to increase amenity of public transport waiting facilities (e.g. art displays etc).

Internal Links (Public Transport) Cont'd	
Theme	Preferred Options taken forward within the Draft Transport Strategy
Education Transport	STP and SIC will continue to offer school transport services and services for special needs pupils.
Care Transport	STP and SIC will continue to provide transport services for the social work sector.