

## 4 OBJECTIVES

STAG facilitates the appraisal of transport policies, plans and programmes to meet a particular need using agreed objectives about the desired outcome. The objectives for this scheme, outlined below, are derived from national and local government objectives, chosen to be value-led SMART objectives (specific, measurable, achievable, realistic, time-linked), as promoted in STAG. The strategic Government objectives have underpinned the scheme appraisal and the more specific local objectives have driven the decision making throughout the study.

### 4.1 GOVERNMENT OBJECTIVES

The Government's policy framework for Scotland was originally set out in the Transport White Paper, Travel Choices for Scotland, in 1998. It focussed on developing policies that meet three themes:

- a strong economy;
- a clean environment; and
- an inclusive society.

To help assess the potential value of proposals to improve transport at a national or local level within this framework, the Government identified five appraisal objectives:

- to protect the built and natural **environment**, especially the environment of people;
- to improve **safety**;
- to support sustainable economic activity and seek good value for money (**economy**);
- to ensure that all decisions are taken in the context of the Executive's integrated transport policy (**integration**); and
- to improve access to facilities for those without a car and to reduce severance (**accessibility**).

This was superseded by the 2004 Transport White Paper, Scotland's Transport Future. This set out bold ambitions for transport with the aim of *"an accessible Scotland with safe, integrated and reliable transport that supports economic growth, provides opportunities for all and is easy to use; a transport system that meets everybody's needs, respects our environment and contributes to health; services recognised internationally for quality, technology and innovation, and for effective and well maintained networks; a culture where fewer short journeys are made by car, where we favour public transport walking and cycling because they are safe and sustainable, where transport providers and planners respond to changing needs of businesses, communities and users, and where one ticket will get you anywhere"*.

This set five high level objectives for transport in Scotland. They are to:

- promote **economic growth** by building, enhancing, managing and maintaining transport services, infrastructure and networks to maximise their efficiency;
- promote **social inclusion** by connecting remote and disadvantaged communities and increasing the accessibility of the transport network;

- protect our **environment** and improve **health** by building and investing in public transport and other types of efficient and sustainable transport which minimise emissions and consumption of resources and energy;
- improve **safety** of journeys by reducing accidents and enhancing the personal safety of pedestrians, drivers, passengers and staff; and
- improve **integration** by making journey planning and ticketing easier and working to ensure smooth connection between different forms of transport.

The 2004 Transport White Paper provided the vision and objectives for Scotland's National Transport Strategy (NTS) published in 2006. Since publication of the NTS, the administration of the Scottish Executive has changed and it is now under Scottish National Party (SNP) leadership and has changed title to the Scottish Government. The SNP has recently set out high-level objectives<sup>10</sup> that apply across all aspects of society, not just transport. These high level objectives are that Scotland should be:

- Wealthier and Fairer;
- Healthier;
- Safer and Stronger;
- Smarter; and
- Greener.

These high level objectives have been mapped against the previous administration's objectives and are a good fit with the same key aims.

## 4.2 LOCAL OBJECTIVES

### 4.2.1 Shetland's Priorities and Targets

These were approved by Shetland's Community Planning Board and Shetland Islands Council, in 2007<sup>11</sup>.

*"We will continue to increase the Quality of Life in Shetland:*

- *We will increase employment opportunities, by 1,000 fulltime equivalents by 2025, and increase average personal and household income by 10% above 2005 in real terms.*
- *The Shetland economy is becoming more diversified. However there is a need to accelerate this process in order to provide a secure future. Key to this is increasing the opportunities for employment in the private sector. By stimulating the economy we will increase the sustainability of our community's critical services.*

*In order to ensure people are able to stay where they want, and move here:*

- *We will increase the supply of housing to 12,000 by 2025.*

*Currently centralisation forces are in play. This is pressurising delivery of services in central areas, whilst delivery of services in more remote areas is requiring increased subsidy:*

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<sup>10</sup> <http://www.scotland.gov.uk/About/purposestratobj>s

<sup>11</sup> Shetland Community Plan. Available: [www.shetland.gov.uk/communityplanning/](http://www.shetland.gov.uk/communityplanning/)

- *We will place more effort on stimulating demand for living in the remoter areas of Shetland by ensuring that the ratio of jobs to people and housing is the same*

*Some will want to live in and around Lerwick to enjoy the benefits of a busy thriving town others will prefer the alternative attractions of rural and remote locations. Different challenges will apply in different areas, and will require different solutions.*

*To make sure we are all able to enjoy living in Shetland as fully as possible:*

- *We will be internationally renowned by ranking in the top 5% on a European stage. To ensure that equal opportunities exist for all, no matter an individual's age, race, gender, faith, sexual orientation or disability and to decrease inequalities. Shetland already ranks highly in Scotland for social welfare, health and safety. However, we are aiming to be high ranking on an international stage. We also recognise that not everyone in Shetland shares this good experience.*

*Shetland has a very attractive natural environment and a good reputation for caring for it, we will enhance that and:*

- *We will be world renowned for being clean and green islands, decreasing our CO2 emissions by 30% by 2020*

*Overall the retention of existing residents and attraction of new and returning population will depend on success across the above factors that affect quality of life. By maintaining and enhancing a society that appeals to people who are already here and in faraway places:*

- *We will increase the population of Shetland to 25,000 by 2025.”*

#### **4.2.2 Shetland's Transport Strategy**

Shetland's Transport Strategy has not yet received Ministerial approval. However, implementation is underway and a number of elements are relevant to this piece of work<sup>12</sup>:

*“In developing the Inter-Island strategy there have been some key challenges to consider, such as the limited amount of available capital and the pressures to reduce current levels of spending. There is also the over-riding requirement to secure the availability of existing links in the face of ageing vessels which are potentially becoming non-compliant, and the number of ferry terminals now requiring significant structural upgrading or replacement.*

*This element of the Strategy has considered the potential of developing fixed links, and the ongoing delivery of the inter-islands air service.*

*Work on appraising strategic alternatives has confirmed the desirability of developing a fixed links strategy for Shetland – principally for the benefits accruing from reduced revenue burdens, but also facilitating improved accessibility and wider opportunities for service delivery efficiencies. The principal links to be considered are between Lerwick and Bressay, Mainland Shetland and Yell, Yell and Unst, and also Mainland Shetland and Whalsay.*

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<sup>12</sup> Shetland Transport Strategy, pages 47-48

*In considering previous work, ZetTrans has reviewed the outcome of a number of independent inter-island sub-sea tunnel feasibility studies. This has confirmed that there is the potential requirement for significant levels of capital funding for such projects, indicating the necessity for external funding support.*

*The work also confirmed that there is still a large variance between “appraisal costs” (i.e. accounting for the high levels of uncertainty and risk which would currently be associated with any projects in Shetland) and reported “out-turn costs” from sub-sea tunnelling experience in Faroe /Norway. If costs using the former are assumed, continued ferry operation is the lesser cost, and hence more cost efficient option, over 60 years. However, if the lower costs are assumed, directly based on Faroe/Norwegian experience, there is a much stronger case for constructing tunnels.”*

The Strategy includes the following interventions of relevance to this study:

- **FL1:** ZetTrans supports the principle of developing fixed links between Shetland Mainland, and the main offshore islands of Bressay, Yell, Unst and Whalsay.
- **FL2:** ZetTrans and SIC are committed to undertaking a ‘Bressay Link’ STAG assessment examining future options for a link to Bressay, considering a range of options including the continued operation of a ferry service, and the development of fixed links in the form of a bridge or tunnel.
- **FL3:** In the short-term, ZetTrans proposes to commission a study to confirm the robustness of business cases for fixed links between Yell and Unst (Bluemull Sound), Shetland Mainland and Yell (Yell Sound), Shetland Mainland to Whalsay and Shetland Mainland and Bressay, with particular emphasis on agreeing with regulatory bodies the appropriate standards and specifications that would apply.
- **FL4:** Any engineering feasibility studies into potential fixed links infrastructure will include an assessment of any potential environmental impacts, such as effects on biodiversity (including all designated sites and protected species), cultural heritage, the landscape, the water environment and other relevant issues
- FL3 and 4 are due to report in March 2008.

#### **4.2.3 Local Plan<sup>13</sup>**

- To plan for the proposed bridge link to the mainland and Lerwick;
- To seek ways to diversify the Bressay economy;
- To help sustain and enhance the natural and built environment; and
- To maintain a viable rural community.

#### **4.2.4 Lerwick Port Authority’s Key Strategic Objectives**

The key strategic objectives of the Authority are:

- The management, maintenance and regulation of Lerwick Harbour;
- To continuously improve its environmental performance;
- To invest in new port facilities where a need is identified. To diversify its portfolio of investments and sources of income, especially where this also supports and strengthens its core harbour activity;

<sup>13</sup> Available: <http://www.shetland.gov.uk/developmentplans/documents/BressayCommunityStatement.pdf>

- To attract new businesses and ensure the continued satisfaction of existing customers and users, and to defend the port against unfair competition and anti-competitive practices;
- To maximise quality and value for money in all its services through continually endeavouring to make its operations cost-effective, efficient and streamlined while maintaining high standards;
- To maintain existing buildings, plant and equipment and harbour facilities in a safe and serviceable order; and
- To operate safely with particular regard to ensuring compliance with any new legislative requirements within required timescales.

#### **4.2.5 Planning Objectives for Bressay Link**

**Aim:** To provide an affordable, efficient, flexible and sustainable transport link between Bressay and Mainland Shetland

**Economy:** Promote economic growth by building, enhancing, managing and maintaining transport services, infrastructure and networks to maximise their efficiency

- **Ec1:** To enhance the transport infrastructure between Bressay and Mainland Shetland to ensure the long-term sustainability of the Bressay community.
- **Ec2:** To provide a link which does not constrain Lerwick Harbour's current activities or its future expansion
- **Ec3:** To provide and promote a link which supports a stable and sustainable economy and enhances employment opportunities
- **Ec4:** To provide a link which is affordable for users
- **Ec5:** To provide a link which is sustainable for funders and value for money

**Accessibility:** Promote social inclusion by connecting remote and disadvantaged communities and increasing the accessibility of the transport network

- **Ac1:** To provide and maintain an accessible, efficient, cost effective transport network for Bressay
- **Ac2:** To provide a link which enables the Bressay community equal opportunities to access employment, services and facilities as other communities in Shetland
- **Ac3:** To provide a link which does not restrain opportunities for housing in Bressay
- **Ac4:** To maintain and improve accessibility and response times for emergency services and other service providers, including out-of-hours needs.

**Environment:** Protect our environment and improve health by building and investing in public transport and other types of efficient and sustainable transport which minimise emissions and consumption of resources and energy

- **Env1:** To develop a link to Bressay that recognises and protects Shetland's unique environment and safeguards the natural, cultural and social heritage of the island
- **Env2:** To provide a link that seeks to minimise carbon emissions and the use of finite resources
- **Env3:** To promote a link that can accommodate current and future patterns of development and land use in Bressay

**Safety:** Improve safety of journeys by reducing accidents and enhancing personal safety of pedestrians, drivers, passengers and staff

- **S1:** To ensure the link continues to maintain and enhance community safety and health
- **S2:** To ensure the link does not compromise maritime safety or road safety

**Integration:** Improve integration by making journey planning and ticketing easier and working to ensure smooth connections between different forms of transport

- **Int1:** To provide a link which integrates with all Shetland's transport services and infrastructure, including air, ferry, bus, cycling and walking opportunities
- **Int2:** To promote a transport link that facilitates the delivery of other committed plans and strategies