

ANNEX N

BRESSAY LINK

STAG 2 FINDINGS AND STRATEGIC REVIEW
WORKSHOP REPORT

Bressay Link

STAG 2 Findings and Strategic Review

Workshop Report

April 2008

Report

ZetTrans

Bressay Link STAG Workshop: STAG 2 Findings and Strategic Review

April 2008

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Report

ZetTrans

Bressay Link STAG Workshop: STAG 2 Findings and Strategic Review

For and on behalf of
Natural Capital Ltd.

Approved by: Dr Annie Say

Signed: 

Position: Director

Date: 06 May 2008

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1 PURPOSE OF THE WORKSHOP

1.1 INTRODUCTION

This report presents the outputs from the third strategic workshop held on 24.04.08) to support and input to the Bressay Link Scottish Transport Appraisal Guidance (STAG)¹ study.

In the first workshop held on 22.11.07 issues relating to the current transport link were considered and draft planning (scheme) objectives evolved taking account of the issues identified². The planning objectives were subsequently refined and have been used in the appraisal of all potential options for the link.

The purpose of the second workshop (20.12.07) was:

- to refine and agree the list of potential options;
- to generate options which could help resolve the transport issues which have been raised at the first workshop and in other feedback from consultees;
- undertake an initial appraisal of the options against the agreed objectives as a first part of the Part 1 STAG³ appraisal.

Any option which did not meet the agreed objectives in a satisfactory manner was rejected at this early stage. Those options which met the objectives were taken through the full Part 1 STAG appraisal and those which met the objectives following this taken forward to Part 2 STAG appraisal.

The purpose of the third workshop held on 24.04.08 was:

- for the link team to present a detailed description of the Bressay Link options;
- to review the STAG 2 Appraisal Summary Table for each option;
- to present the emerging findings and recommendations of the STAG 2 appraisal; and
- to discuss the findings and recommendations.

1.2 THE WORKSHOP

The workshop was held in Sound Public Hall. Some 16 participants (or their representatives) invited to the workshop attended. A list of attendees with contact details is included in Appendix A.

The workshop ran from 9.30am to about 12.30pm. It was facilitated by Dr Annie Say of Natural Capital with help from Megan Richardson of Natural Capital. Additional input was provided by the Bressay Link project team including:

- Michael Craigie, Lead Officer, ZetTrans;
- Emma Perring, ZetTrans;
- Iain Salisbury, Halcrow; and
- Julie Parsons, Donaldson's Associates.

¹ STAG: Scottish Transport Appraisal Guidance, Scottish Executive, 2003

² Bressay Link STAG Strategic Issues and Objectives: Workshop Report November 2007. Natural Capital for ZetTrans

³ STAG includes a two part appraisal. In the first options are screened against the planning objectives and the Government objectives and other relevant objectives are taken into account. Those which meet these go forward to further detailed appraisal in Part 2

Jennifer Anderson of Anderson Solutions was unable to attend due to commitments relating to her economic appraisal work for the project.

1.3 LAYOUT OF THE WORKSHOP REPORT

The remainder of the report is structured as follows:

- Section 2 sets out the format which was used for the workshop;
- Section 3 presents the feedback from the plenary sessions;
- Section 4 makes comments on the way forward;
- Appendix A is a list of the people who attended the workshop;
- Appendix B includes the slides used in the presentation; and
- Appendix C includes a copy of the study aim, Government and local planning objectives.

2 WORKSHOP

2.1 INTRODUCTION

The workshop format and agenda is summarised in this section. Group exercises are described and references given to outputs.

2.2 WORKSHOP AGENDA

The workshop agenda which was issued to participants was as follows:

<i>Agenda Item</i>	<i>Lead</i>	<i>Time</i>
• COFFEE		From 9.30am
• Welcome; Introductions and Introduction to Workshop	AW	9.30-9.35am (5-10mins)
• Recap on STAG	AS	9.35-9.45am (10mins)
• Workshop Agenda	AS	9.45-9.50am (5mins)
• Presentations:	AS led with Project Team	9.50-10.50am (60mins)
○ STAG process		
○ Options		
○ Do Minimum		
○ High Level Bridge		
○ Tunnel		
○ Reconfigured Ferry Service		
○ Appraisal Summary Tables (ASTs)		
○ Emerging Recommendations		
• BREAK		10.50-11.00am (10mins)
• Review ASTs (Group Exercise and Feedback in Plenary)	AS	11.00-11.40am (40mins)
• Review of Recommendations (Facilitated Discussion-on the day combined with the above)	AS	11.40-12.20pm (40mins)
• Summary and Way Ahead	AS/MC	12.20-12.25pm (5mins)
• Closing Remarks	AS/AW	12.25-12.30am (5mins)
• LUNCH (please confirm if you will be able to stay)		12.30-1.00pm

2.3 PRESENTATION AND WORKSHOP EXERCISES

2.3.1 Introduction

Although presentation focussed, the workshop was designed to be interactive and to provide all participants with opportunities to share ideas, in groups and also in the plenary sessions. The outputs from all workshop exercises were collated on flipcharts during the workshop (participants' contributions in their own words and those from plenary sessions) and are presented in this report (see Section 3).

The ideas expressed at the workshop were those of individuals and whilst they may be representative of some organisations they were not necessarily the views of all those present. In plenary sessions the facilitator sought to find common ground and where this was not possible to record the different views.

2.3.2 Workshop Introduction

Allan Wishart⁴ welcomed everyone to the workshop and introduced the project team. The facilitator gave a brief overview of the last two workshops⁵ and other work to date, outlined the purpose of the workshop and introduced the agenda. It was explained that the format was again one designed to encourage all to participate and that all points raised would not be attributed to individual participants or groups.

The facilitator reminded the workshop participants that the overall aim of the STAG process (as agreed with the Bressay Link Group) is:

‘To identify means of providing sustainable efficient transport links between Bressay and mainland Shetland for the long-term and identify the most appropriate measures to carry forward to implementation for the benefit of Shetland as a whole’.

As in the first two workshops it was important to return to this overall aim throughout the event to ensure that the outputs underpinned the needs of this particular study.

2.3.3 Workshop Presentations

A presentation to the workshop group (see Appendix B for presentation slides) was led by Annie Say with all members of the team contributing throughout. The presentation was intended to provide:

- a reminder of the STAG process;
- a detailed description of each option (Drill and Blast Tunnel, High Level Bridge, Reconfigured Ferry Service, and Do Minimum) as well as describing the public transport addition;
- appraisal findings in the context of government objectives; and
- emerging recommendations.

2.3.4 Review of Appraisal Summary Tables (ASTs) and Review of Recommendations

Participants were asked to review the draft ASTs, which summarise the emerging key findings from the STAG process against the objectives and consider the emerging recommendations and any associated issues. A copy of the objectives is included for reference in Appendix C. Participants were encouraged to raise issues and concerns and to query the findings.

Each group spent some time in discussion and then ideas were fed back in plenary (see Section 3.2.1 and 3.2.2). Any issue raised where it was considered further work was needed was recorded (see Section 3.2.3).

2.3.5 Concluding Remarks

A brief summary of the day and of the way ahead was given. All participants were encouraged to email any further thoughts about options to Emma Perring at ZetTrans. All participants were thanked for attending and contributing to the strategic workshop and for their useful contributions.

⁴ Councillor and Chair of ZetTrans

⁵ All at that workshop should have received a copy of the first two workshop reports. Additional copies can be obtained by email. Request to emma.perring@shetland.gov.uk

3 OUTPUTS FROM THE WORKSHOP

3.1 INTRODUCTION

This section of the report presents the outputs from individual group sessions and the plenary sessions. Outputs are as recorded at the workshop.

3.2 REVIEW OF APPRAISAL SUMMARY TABLES (ASTs)

3.2.1 Group Outputs

Group 1

- Operating costs of tunnel?
- Weighting of objectives?

Group 2

- Can we afford any of the options?
- No evidence of economic benefits to Shetland
- Policies: centralisation versus decentralisation
- Will it be a best value decision?
- At expense of what capital programme?
- How reconcile this in isolation when no strategic decision made on future development principles?
- What will decision mean for community?

Group 3

- Who pays?
- Long term assessment of economic development?
- More economic bridge options?
- Rolling programme of tunnels? (economy of scale)
- What is expected in terms of the future dredge depth?

Group 4

- Time frame to drive through tunnel and cycle and walk
- Volumes of traffic in tunnels – how many in there at one time?
- Emphasise with development
- Land use integration and Community Planning Board targets
- Bridge said improved land use – should just be under tunnel
- Size of workforce on construction phase – do not want to destabilise workforce
- Water taxi – to Victoria pier
- Out of hours emergencies is issue that are not blue light – e.g. ferry often waiting for ambulance
- Lerwick Port Authority (LPA) does not own all of foreshore that could be reclaimed

3.2.2 Feedback in Plenary Part 1

- Option affordability
- High level bridge is unaffordable
- Who pays?
- Will grants be lost?
- How long term view on development?
 - Assumptions
 - Individual choices

- Timescales
- Traffic volume – effect on cycling/walking and journey time?
- Operating costs (tunnel)?
- Objective weighting
- Centralisation versus decentralisation
- Reconsider other bridge options (as high level bridge has high cost) such as low level or opening bridge
- Practicality of delivery of large development – effects on other projects
- Dredging – to what depth? Would the tunnel affect future plans?
- Doctor appointments - waiting times for the ferry can be lengthy
- Emergencies – non blue light can be difficult with ferry

3.2.3 Feedback in Plenary Part 2

The following issues were raised by the group as potentially affecting the way forward:

- Assumptions
 - Ferry life (30 years) – waiting times
 - Fuel
 - TEE
- Community
 - Perceptions/loss of ferry
 - Central location
- Development
 - Planning study?/whom?
 - Port etc?
 - Housing?
 - Development in Bressay
- Environment
 - Carbon
 - Trips/traffic/modal shift
 - Planning issue
- Funding/affordability
- Link value/need?

3.2.4 Further Considerations

Issues which were considered worthy of further consideration arose during the plenary session (Section 3.2.3) were as follows:

- Grant support
- Capital support
- Journey times – pedestrians/cyclists
- Deliverability
- Construction
- Cover other links and STAG
- Free bus and ferry
- Pre-dredge to -10 metres (m) CD in tunnel corridor

4 THE WAY FORWARD

It is recommended that:

- the outputs of the workshop are fed into the Part 2 STAG findings and report;
- the issues raised are given further consideration by the link team;
- that the workshop report is included as part of the final STAG report.

Appendix A

Workshop Attendees

Appendix A: Workshop Attendees

Name	Organisation	Address	Email
Alistair Christie-Henry	SIC Ferries	Sellaness	Alistair.Christie-henry@shetland.gov.uk
Shona Thompson	Education and Social Care Department	Hayfield House	Shona.Thompson@shetland.gov.uk
Theo Smith	Bressay CC	Bressay	gunnista@aol.com
John W Clark	SIC Ferries	'Leirna', Bressay	Johnclark774@fsmail.net
Anita Jamieson	SIC Housing	Fort Road, Lerwick	Anita.jamieson@shetland.gov.uk
June Porter	Community Learning and Development Worker, Lerwick, Bressay and Guilberwick,	Old Library Centre, Lerwick	june.porter@shetland.gov.uk
Wendy Hatrick	Public Health Nurse	Brevik House, South Road, Lerwick	wendy.hatrick@shetland.gov.uk
Simon Smith	Scottish Natural Heritage	Stuart Building, Lerwick	Simon.smith@snh.gov.uk
David MacNae	SIC Roads	Gremista	David.macnae@shetland.gov.uk
Sandra Laurenson	Lerwick Port Authority	Albert Building, Lerwick	slaurenson@lerwick-harbour.co.uk
Victor Sandison	Lerwick Port Authority	Albert Building, Lerwick	victor@lerwick-harbour.co.uk
Allan Wishart	Councillor	Town Hall, Lerwick	Allan.wishart@shetland.gov.uk
Hannah Nelson	Development plans, SIC Planning Services	Grantfield	Hannah.nelson@shetland.gov.uk
Elizabeth Robinson	NHS Shetland	Breik House	Elizabeth.robinson@shb.shetland.scot.nhs.uk
Iris Hawkins	Councillor	Town Hall, Lerwick	Iris.hawkins@shetland.gov.uk
Graham Spall (in part)	SIC Infrastructure Services	Grantfield	graham.spall@shetland.gov.uk

Appendix B

Presentation Slides

Bressay Link STAG Workshop
STAG 2 Findings and Strategic Review
 24 April 2008
 9.30am to 12.30pm



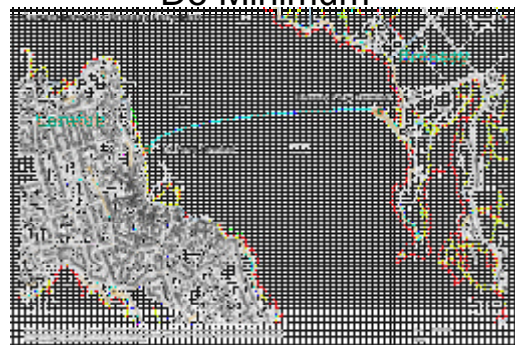
Option 4: Do Minimum



Do Minimum



Do Minimum



Do Minimum

Requirements	Vessel Costs	Terminal Costs
Professional Fees	£750,000	£600,000
Construction Costs	£6,000,000	£5,400,000
Operating Costs and Maintenance	£1,291,450	£19,000
Income	-£358,514	
Net Service Costs	£932,936	



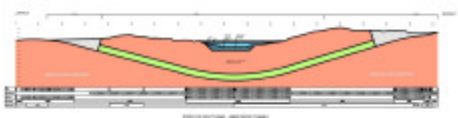
Option 1: Drill and Blast Tunnel



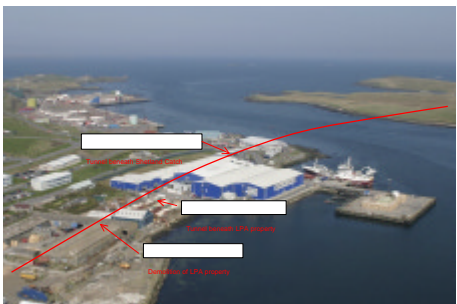
Proposed Tunnel Alignment



Tunnel Cross Section



Tunnel Alignment showing Lerwick Approach

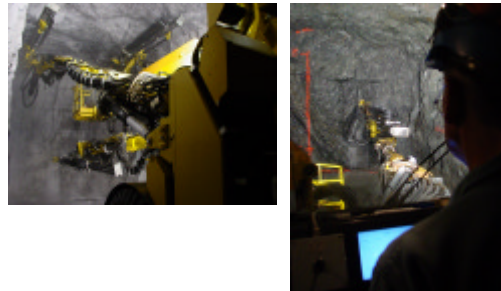


Tunnel Alignment showing Bressay Approach



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Tunnel Drilling Equipment



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Tunnel Construction



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Tunnelling Costs and Programme

Item	Quantity		Rate	Cost estimate
Construction Costs				
Excavation and support of driven tunnel	1200	m	£12,257	£14,708,400
Drainage, concrete and associated pipes	1200	m	£500	£600,000
Road construction outside tunnel (portal and tie-in roads)	575	m	£3,000	£1,725,000
Bressay Cutting (in Rock)	25,000	m ³	£42	£1,050,000
Lerwick Cutting (in Rock)	15,000	m ³	£42	£630,000
Road construction within tunnelled section	1.2	Km	£250,000	£300,000
M&E Equipment		Sum		£3,600,000
Contingency for secondary lining (inc membrane)	350	m	£3,416	£1,195,600
Total (tunnel construction)				£23,809,000
Investigation/surveys			£800,000	
Professional fees			£1,100,000	
Operation/maintenance costs			£50,000	
Road improvement costs			£200,000	
Total Construction programme			22 months	

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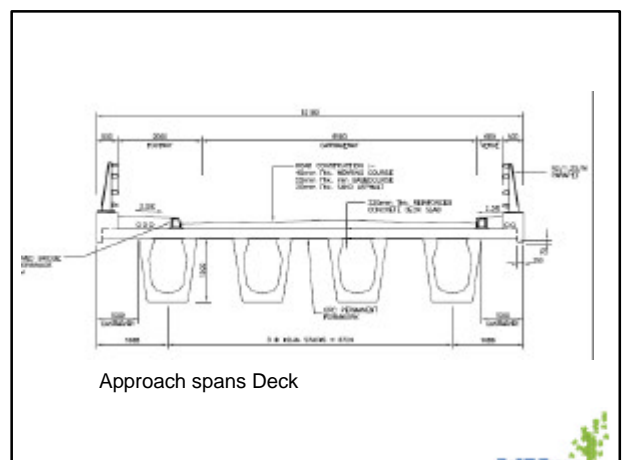
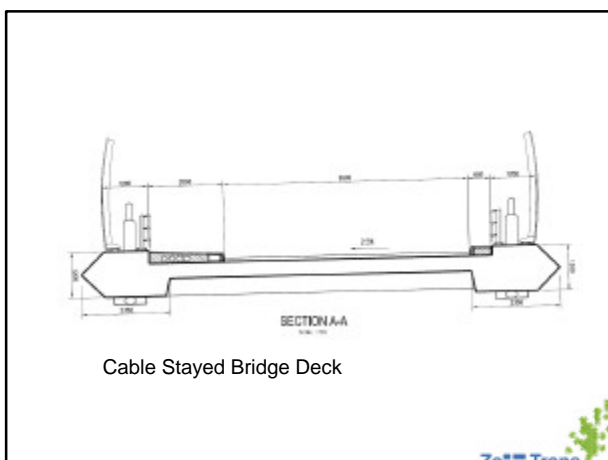
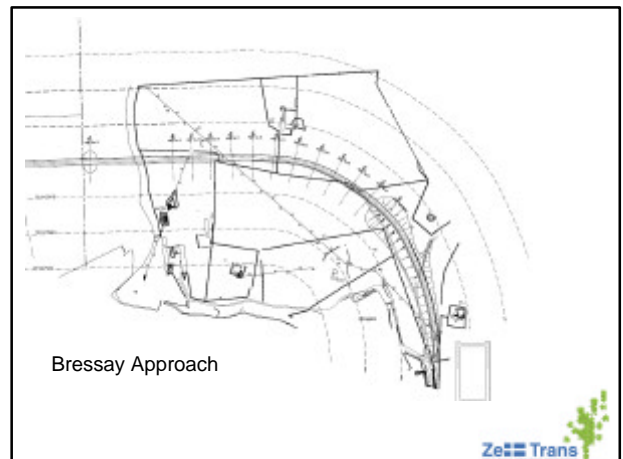
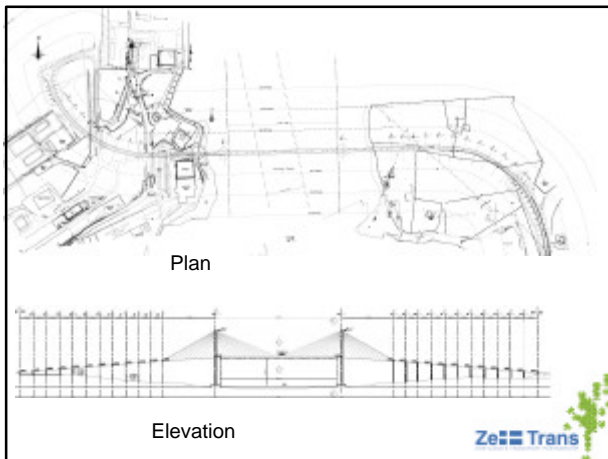
Option 2: High Level Bridge

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Design Parameters

- 260m CLEAR MAIN SPAN
- 60m AIR DRAFT (over 260m)
- Maximum gradients 8%
- Design Speed 80kph
- 6.5m Carriageway/ 2m Footpath/ 0.6m Verge
- Windshielding
- 5.7m Minimum Clearance over existing roads

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High Level Bridge Costs

Item	Cost Estimate
Professional Fees	2,200,000
Investigations and Surveys	150,000
Land Acquisition	350,000
Accommodation Works	500,000
Construction Costs	48,000,000
Heogan Road Improvements	200,000
Bressay Bus Turning Circles	50,000
Bressay Bus Stops	30,000
Sub Total	51,480,000
Optimism Bias @ 44%	22,651,200
Total	74,131,200



Option 3: Reconfigured Ferry Service



Reconfigured Ferry Service

- Lengthen operating day
- Increased frequency
- Sunday morning sailings
- Fare Level Sub Options
 - retain current structure
 - remove all fares
 - structure to better reflect needs



Reconfigured Ferry Service

- Increased concessionary fares
- Monthly Season Ticket
 - £100 for vehicle and driver (and as a passenger)
 - £16 for adult passenger
 - motorcycles and cycles free
 - plant to cost same as commercial vehicles



Reconfigured Ferry Service

Requirements	Vessel Costs	Terminal Costs
Professional Fees	£750,000	£600,000
Construction Costs	£6,000,000	£5,400,000
Operating Costs and Maintenance	£1,323,736	£19,000
Income	-£367,477	
Net Service Costs	£956,259	



Addition: Public Transport Improvements



Public Transport Frequency

- Sub Option a – 6 runs a day
- Sub Option b – 10 runs a day
- Sub Option c – 21 runs a day

+ alternative public transport measure: water taxi/passenger ferry



Public Transport Costs

	Road Improvements (capital expenditure)	Provision of Bus Shelters (capital exp.)	Sub Option a (revenue exp.)	Sub Option b (revenue exp.)	Sub Option c (revenue exp.)	Sub Option d (capital and revenue exp.)
Options 1 and 2	£50,000 for turning points	£30,000	£70,000/ year	£95,000/ year	£200,000/ year	£367,500 capital and £384,893/ year
Option 3	N/A	£30,000	£35,000/ year	£47,500/ year	£100,000/ year	N/A



STAG 2 Findings: Environment



Planning

- All options broadly comply with National and Regional policy
- Current planning policy relates to a bridge
- This would require to be re-considered if a different option was taken forward



Land Use

- Fixed links have greater impacts on land uses than ferry options
- Fixed links create traffic
- Tunnel requires demolition of an LPA shed
- Spoil from tunnelling could be used to reclaim land and enhance a degraded area



Land Use (cont)

- Construction of bridge could disrupt some harbour activities
- 60m air draft would mitigate operational impacts
- Some loss of grazing land for fixed links
- **RF>T>HLB**



Geology, Agriculture and Soils

- No significant effects
- Tunnel would require removal of 40,000m³ of rock (54,000m³ bulk volume)
- Potential to re-use in reclamation
- **RF>HLB>T**



Water, Drainage and Flooding

- Construction impacts for fixed links
- Tunnel could impact on ground water
- Lerwick tunnel portal - flood risk
- **RF>T/HLB**



Landscape and Visual

- Minimal effects in wider landscape from tunnel
- Significant effects from a bridge of 60m air draft
- Impacts at landfalls
- Ferry effects insignificant
- **RF>B>HLB**



Biodiversity

- No effects on designated sites
- Fixed links could attract ferrets to Noss
- Construction of fixed links could affect protected species/breeding waders
- **RF>T>HLB**



Cultural Heritage

- Effects on setting from tunnel
- Effects on setting from bridge
- Unknown remains at Heogan
- No effects from ferry
- **RF>T>HLB**



Noise and Air Quality

- Impacts during construction of fixed links
- Traffic effects/modal shift
- **RF>T/HLB**
- Carbon footprints
- **HLB>RF>T**



Environmental Summary

- Reconfigured ferry has minimal environmental impact
- Bridge has greater land use; l and v; ecology and cultural heritage impacts
- Tunnel greater C impact and flood risk
- **RF>T>HLB**



STAG 2 Findings: Safety



Accidents

- Currently low levels of road and maritime accidents
- Increased traffic levels on areas either side of fixed link options, & possible with reconfigured ferry – no significant impact
- Potential but minimal fire risk with tunnel and marine incidents with bridge
- **RF>T/HLB**



Emergencies/Out of Hours

- Current situation is considered to be adequate;
- Fixed links would enable out of hours access and enable certain emergencies to be driven direct to A&E
- Provision for weather disruption would have to remain with bridge option
- **T>HLB>RF**



Security

- Difficult to measure – importance of people's perceptions;
- In the long term, if Bressay was to develop substantially, as a result of a fixed link, there may be deterioration in crime levels;
- However, fixed link could increase residents fear of crime
- **RF>T/HLB**



STAG 2 Findings: Economy

- **Transport Economic Efficiency (TEE)**
 - **[Economic Activity and Location Impacts (EALIs)]**



Economic Evaluation

- 2010 taken as starting year for construction
- Evaluation period taken as 60 years;
- Capital costs taken as 2008/09 values;
- Residual value of asset at end of 60 year period discounted to present day values
- Discount rate for first 30 year period of 3.5%;
- Discount rate for next 30 year period of 3%.
- Optimism bias of 66% included on all capital costs
- 20% contingency added to all capital costs



Do Minimum Option

- Current Ferry Service
 - Same fare structure
 - Same timetable
 - Same vessel specification
- Replacement of ferries in 2012, 2032 and 2052
- Replacement of linkspans in 2020 and 2050
- Replacement of terminals in 2035



TEE Emerging Findings

- **Net Present Value (NPV)**
- **Benefit Cost Ratio**

T > RFS > HLB



EALI Progress Update

- Interviews
- Phone discussions
- No apparent demand to expand into Bressay
- Long term opportunities for the Port

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STAG 2 Findings: Access

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Access

- Fixed links provide convenience: 24 hours a day (albeit with weather disruption with bridge), and measurement shows some decreased drive time compared to ferry
- But loss of centre to centre link
- Importance of Public Transport

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HIGHLANDS TRANSPORT AUTHORITY



Access

- Reconfigured ferry provides some improvements and retains centre to centre link
- Importance of Fare Structures
- Addressing inclusion
- T>HLB>RF (dependent on PT and Fares)

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HIGHLANDS TRANSPORT AUTHORITY



STAG 2 Findings: Integration

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Transport Integration

- Fixed links provide convenience: 24 hours a day (albeit with weather disruption with bridge), and measurement shows some decreased drive time compared to ferry
- But requires heavy reliance on private vehicles
- Fixed link potential negative impact on current freight arrangements

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Transport Integration

- Ferry would provide increased opportunities for integration (e.g. first flights)
- Again, heavy reliance on private vehicles
- Ferry: potential for improvements in facilities at terminal, integrated ticketing, real time information
- **T>HLB>RF**



Policy Integration

- Disability
 - Improved access with fixed links (heavy reliance on vehicles), including to appointments, (NB. Weather disruption with bridge)
 - New ferry would provide opportunities for improvements
 - Overall transport costs would increase with fixed link
 - **T>HLB>RF**



Policy Integration

- Health
 - Pros and cons to various options in relation to various areas
 - Loss of walking and cycling opportunities with fixed link
 - Potential strain on primary care provision in central areas of Lerwick
 - **RF>T/HLB**



Policy Integration

- Social Inclusion
 - Dependent on levels of PT
 - **RF>T/HLB**



STAG 2 Findings

- Discussion
- Issues
- What have we missed?
- Way ahead



Appendix C

Aim and Planning Objectives

Appendix C: Aim and Planning Objectives

Bressay STAG: Aim

To identify means of providing sustainable efficient transport links between Bressay and mainland Shetland for the long-term and identify the most appropriate measures to carry forward to implementation for the benefit of Shetland as a whole'.

Bressay STAG: Planning Objectives (as agreed)

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 and sustainable for users and funders-refined at workshop into two objectives-see below*
- Ec 4: To provide a link which is affordable for users
- Ec 5: To provide a link which is sustainable for funders and is 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

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