



The Isles of Scilly Strategic Transport Framework Council of the Isles of Scilly

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Foreword

The Strategic Transport Framework has had a long gestation: this reflects the complex and ever changing transport issues on the islands in relation to both mainland and inter-island connections. It is recognised that there are no easy or obvious solutions that will resolve all of the islands' transport issues, but there are a range of actions and options set out in the Transport Framework which will, if implemented, assist in addressing some of the challenges facing the islands. However, the cost of transport provision, and its affordability for users, remains a fundamental issue over which the Council has little control. The inexorable rise of transport costs for both freight and passengers, and the limited nature of services, is having a significant and detrimental impact on the economy and welfare of Isles of Scilly residents. The scope and influence of the Transport Framework is constrained as many of the fundamental issues facing the islands are the result of commercial decisions.

When the Framework was started, the Department for Transport (DfT) had conditionally approved the Route Partnership project and funding seemed secure. This project would have secured the long term viability of a year round lifeline link by sea with the mainland. On 31st March 2011 the project was rejected by the DfT. Although the Council is working in partnership with the Duchy of Cornwall and the Isles of Scilly Steamship Company on a reduced scheme, it will not deliver the significant benefits of the original scheme.

Similarly, when the Framework was started, the future of British International Helicopters (BIH) appeared relatively secure. During 2011, however, BIH has sold the Penzance heliport site to Sainsbury's and has subsequently withdrawn a planning application for an alternative base at St. Erth. BIH have stated their commitment to continue the service throughout 2012 and discussions are on-going to pursue an alternative site in the Penzance area.

Never have our mainland links been so uncertain. Transport, and in particular the links to the mainland, is the most critical issue facing the islands as it is key to the economy and welfare of islands residents. The next few years will throw up more challenges as the issues facing travel and transport continue to change.

The Transport Framework has sought to capture the key travel and transport issues facing the islands and to identify a suite of actions to address them. In the context of constant change, this Transport Framework is clearly a snapshot in time and does not attempt to capture all the issues. The Framework should, therefore, be viewed as work in progress and subject to regular monitoring and review.

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Executive Summary

WSP was appointed by the Council of the Isles of Scilly, in November 2009, to develop a Strategic Transport Framework for the Islands.

The purpose of the Framework is to:

- Address travel and transport issues on the islands, between the islands and between the islands and mainland in a comprehensive, creative and sustainable manner to the benefit of the community, environment and the economy; and
- Provide a detailed strategy setting out the measures required to deliver the Framework, including a feasibility assessment, funding opportunities, and a programme of implementation and phasing.

A number of key stakeholders were consulted throughout the study and a stakeholder workshop was held in March 2010 to discuss issues and options arising from the work to date. These discussions helped to shape the conclusions of a draft report, on which the Council of the Isles of Scilly consulted widely in 2010/11. The outcomes of consultation have been taken into account in the preparation of this report. A recommended Action Plan has been developed for the Isles of Scilly to take forward.

Sustainable travel can be defined as minimising the amount of travel required, especially by private car. Where travel is required, sustainable transport will seek to minimise the fossil fuel energy used. Providing year round, reliable transport services at an acceptable cost is an important aspiration for the islands. Transport must respect the environmental credentials of the islands, and support tourism and the wider economy.

Addressing sustainable transport on the Isles of Scilly will support the policies and aspirations of the Islands. It is compatible with the policies and plans for the community, energy, health and well being, economic development, planning, environment and strategic investment.

KEY ISSUES

- **Condition of Roads and Pavements:** A Coarse Visual Inspection (CVI) has shown that conditions on St Mary's are generally good, although there are locations in Hugh Town where the quality of roads is poor (e.g. by The Mermaid). Patching and making good has been applied, although there are some concerns about whether roads can continue to be maintained to current condition within budget levels. On the off-islands, the nature and condition of roads varies considerably and there are locations on St Agnes and Bryher where the road condition is breaking up rapidly. The Duchy supports maintenance on St Agnes, Bryher and St Martin's by providing materials for local residents to undertake the work. This arrangement has kept costs to a minimum but there are questions as to whether this arrangement will continue and whether a more formal arrangement for funding and implementation is now required. On Tresco the roads are maintained by the Tresco Estate which leases the entire island from the Duchy. There may be opportunities for improving road conditions, alongside the implementation of other projects.
- **Traffic Management and Public Realm:** There is a general perception that the number of cars on the islands has increased over the years and is potentially damaging to the environment. This has led to perceptions of worsening air quality, road safety and visual attractiveness of streets.

'Increased traffic' as well as 'lack of transport / bus service' are highlighted as common aspects that visitors dislike, although there is no evidence that this has influenced visitor numbers. Parking in Hugh Street can cause problems for access to / from the quay, which must be balanced against a need for access to shops and services. The Isles of Scilly Design Guide notes there has been a neglect of the public realm in Hugh Town, although there is the potential for improvements (e.g. the Porthcressa regeneration schemes). The Design Guide contains overarching principles and will be important for guiding future improvements. The Cornwall and Scilly Urban Survey is also relevant, as it aims to guide successful regeneration through the quality and distinctiveness of the historic environment.

- **On-island travel:** Given the geography of the islands, there is potential to give greater encouragement to walking, cycling and public transport. There are opportunities for doing more to encourage more sustainable transport (e.g. at the new School) and the fact that a large proportion of households (46%) do not have access to a car. There is an aspiration for some form of year round community transport (e.g. bus service) as the current community bus is not provided commercially during the winter months.
- **Passenger transport between the islands:** A key issue for many stakeholders is the frequency and cost of passenger travel between the islands, particularly during off season months. This issue affects access to education, social services, shopping, medical care, leisure and commuting journeys alike. A key problem is that outside the tourism period, the demand for scheduled services goes down and, apart from the shopping trips, anyone wishing to travel must charter a 'special' boat. Several school boat trips are funded through the education budget and Social Services, and other Council departments also spend money on boat travel. This could be better co-ordinated.
- **Freight transport between the islands:** Freight services are currently provided by the Steamship Company, with some subsidy from the Council. There are concerns about the long term future of the Vessel (the Lyonesse Lady), how this might be replaced and the long term costs and service pattern to the islands. It will be important to ensure the continuing stand alone viability of the inter-island freight service for the long term.
- **Supporting links to the mainland:** A key focus of attention in recent years has been the Sea Link Project Major Scheme Bid, to improve the harbours at Penzance and St Mary's and procure a new Vessel. In 2011 the Department for Transport announced it would not be taking it forward to full approval and therefore not financially supporting the project. Partners are currently considering options for the service which will include reducing the scale of improvements at each quay. A reoccurring issue is the long term sustainability of air services, made even more important by the announcement about the Sea Link Project. There is a risk to helicopter services at Penzance and issues about the long term configuration and adequacy of infrastructure (for both aircraft and passengers) at the airport. Any extension of the airport is likely to pose significant difficulties in terms of cost, technical feasibility and local opposition.

DEVELOPING OPTIONS

This study has identified a number of short, medium and long term options to address these issues. Short term options are low cost, quick win actions that would be relatively straightforward to implement. Medium term options consist of more substantial options that will require resources and efforts to implement. The long term options include those which could have a significant beneficial impact, but are likely to take political will and or significant finance to implement. More detail about the options investigated can be found in Section 4.

FUNDING AND IMPLEMENTATION

There are a number of existing and potential funding sources which could be explored to support the development of the Strategic Transport Framework. Particular opportunities exist to:

- Seek funding support under RDPE 'access to services' funding up to 2013. Projects must demonstrate they support access to basic services and fit with the local development strategy.
- Discuss with Cornwall Council the potential for funding through the Local Transport Plan. As well as being a mechanism to share best practice, this might also be a source of some funds, albeit small scale, to support smarter choices initiatives and make best use of infrastructure investment.
- Take advantage of 'Plugged in Places' as a specific Government initiative to provide charging points for electric vehicles, which could complement progression of several sustainable transport initiatives. Further discussion with Cornwall Council would be required to develop the opportunities, as a funding bid has already been submitted.
- Explore the use of Convergence funding, with Cornwall Council and Local Enterprise Partnership, for infrastructure improvements under Priorities 2 and 4 of the Programme to 2013. Road, highway and Airport infrastructure could be candidates for Convergence funds.

CONCLUSIONS AND ACTION PLAN

The following sets out the Action Plan for the Strategic Transport Framework:

Conclusion	Action	Timescale
Condition of roads and pavements		
A forward maintenance plan is required to improve roads on the off-islands. Use potential for leveraging funding as part of other regeneration projects, where possible. Regular monitoring and review of maintenance plans	Duchy, residents and Council to consider options for forward maintenance of off-islands. Options include setting a forward maintenance plan with a more formal arrangement for financial contributions from the Duchy, residents and Council. Liaise with the Tourism Destination Management Group and the AONB Unit to identify opportunities for improving waymarking for tourists.	Short term (end of year)

Conclusion	Action	Timescale
A long term approach is required to improve the condition of roads and pavements on St Mary's, particularly Hugh Town. Plan for utilities improvements to the public realm and road maintenance in one strategy. Need to ensure reinstatement of roads after major construction works (e.g. new school development).	Develop re-surfacing plan for roads based on next resurfacing of St Mary's Airport runway. Localised problem areas in Hugh Town to be a priority. Plan to ensure any necessary utilities works are undertaken first and embargo for set period after resurfacing.	Medium – long term (implementation) Short term Maintenance Plan alongside public realm study
Traffic Management and Public Realm		
Further analysis of parking, pedestrian and cycle amenity, public realm and utilities management is required in Hugh Town to address key issues. A number of locations for a potential 'shared use' approach have been identified. A holistic 'heritage package' approach is needed to improving the public realm, which should also factor in utilities works and opportunities for improving road surface treatments.	Commission a Traffic Management study of Hugh Town to focus on the locations identified in 4. A brief for a study is included in Appendix H. The analysis needs to understand precisely how the spaces work, what the traffic and pedestrian flows there are, what parking takes place, what other activities take place, what surface materials are in place and whether they could be retained or improved in line with the Design Guide and CSUS advice.	Medium
Build on the opportunities for encouraging more walking and cycling to the new school site and improve pedestrian / cycle amenity.	Implement traffic calming measures (pedestrian build outs) to improve amenity for pedestrians and cyclists and reduce potential conflicts with vehicles on Old Town Road (between Old Town and the new school site).	Short – medium term alongside implementation of new school.
On-island Transport		
Build on the opportunities for encouraging more walking and cycling to the new school site (beyond measures included in School Travel Plan).	Implement an upgrade to the footpaths connecting the school site. Prepare design drawings and cost estimate.	Short – medium term (alongside implementation of new school).
Ensure continuity of Strategic Transport Framework , given its relevance to a range of Council strategies.	Nominate responsibilities / tasks to existing staff within the Council as set out in Section 4.	Short term
Promote Travel Planning to reduce the impact of vehicles on the islands community. Encourage walking, cycling, car sharing and community transport.	Council to take the lead in Travel Planning. Develop a Travel Plan for Council staff to encourage walking, cycling, car sharing / hitching and community transport. Encourage other organisations to develop Travel Plans, including the Duchy, Hospital and hauliers. Investigate potential for purchase of electric buggy to assist	Short term Short – medium term (alongside implementation of new school).

Conclusion	Action	Timescale
	<p>travel round St Mary's (e.g. Health / Council services).</p> <p>Implement 5 Island School Travel Plan alongside development of new school site (including walking buses and measures to encourage cycling). Aspire to have a no car school.</p> <p>Council to promote sustainable transport options and events.</p> <p>Seek Travel Plans as a condition for any new developments (over 4 dwellings).</p> <p>Develop Travel Plan for Swimming Pool to address parking issues.</p>	<p>On-going</p> <p>Immediate Policy</p>
<p>Explore potential for joint working with Cornwall Council to make best use of investments and share best practice.</p>	<p>Discussion with Cornwall Council about implementation of LTP3 and continuing engagement.</p> <p>Explore potential for joint Car Club scheme (involve Common Wheels) and specific opportunities such as a 'Plugged in Places' grant.</p>	<p>Short term</p>
<p>Bring together opportunities to support year round community transport. RDPE funding could be used to support the purchase of a vehicle for school drop off service. An electric vehicle could be supported by the same infrastructure as runs the dial-a-ride (garaging, maintenance, knowledge). It could support the activities of the Council and offer a service for general public during winter months.</p>	<p>Develop a business case for supporting services during winter months, possibly linking with travel to school. Service could be awarded to an existing operator to run. Seek contributions to services as part of rent rates for new housing. Seek LAG support for funding under RDPE programme (needs application).</p>	<p>Business case by end of financial year</p>
<p>Inter-island Passenger Links</p>		
<p>Consolidate public sector funding of passenger boat services to make best use of funds</p>	<p>Council to record use of Special Boats and nominate individual to handle all bookings with boatmen. Council to encourage / require staff to share boats wherever possible. This may be achieved through an intranet booking system.</p>	<p>Short term</p>
<p>Secure regular pattern of passenger services throughout the year by supporting services during off season months.</p>	<p>Develop a website for disseminating information on inter-island boat services and capability for updating information in real time (estimated cost £3 - £4k).</p>	<p>Short term (plan for spring 2012)</p>

Conclusion	Action	Timescale
	<p>Establish inter-island boating forum (operators, Council, School, Duchy, businesses and residents) to address issues.</p> <p>Establish a timetable, review costs and funding potential (from Council resources) and commission trial operation of regular service patterns.</p>	
Inter-island Freight Links		
Secure long term future for inter-island freight transport.	Establish a partnership to review the service requirements and plan for its long term future. Explore costs and funding opportunities.	Short - medium term
Links to the mainland		
Ensure the resilience of the airport and air operations.	<p>Commission study of options to safeguard and future proof the airport and air operations.</p> <p><i>Note –Partners currently considering options for Sea Link Project.</i></p>	Short - Medium term

1 Introduction



1.1.1 WSP has been appointed by the Council of the Isles of Scilly to develop a Strategic Transport Framework for the Islands.

1.2 PROJECT BRIEF

1.2.1 The purpose of this study is to update and replace the existing Transport Strategy 'Moving On' adopted in 2003, to supplement the Local Plan and to feed into the emerging Local Development Framework. It is identified as a key project in the Penzance and Isles of Scilly Strategic Investment Framework (SIF) for 2007-2013. It should advise on the potential to support a local all year round community bus service on St Mary's in order to improve access to services.

1.3 AIMS OF THE STUDY

1.3.1 The study aims to:

- Address travel and transport issues on the islands, between the islands and between the islands and mainland in a comprehensive, creative and sustainable manner to the benefit of the community, environment and the economy.
- Provide a detailed framework setting out the measures required to deliver the Framework, including a feasibility assessment, funding opportunities and a programme of implementation and phasing.



1.3.2 This Strategic Transport Framework will meet these aims by addressing key issues in the project brief prepared by the Council of the Isles of Scilly. The project brief identified key objectives for this Framework as follows:

- Provide a contextual analysis of the travel and transport issues relevant to the islands in relation to the movement of both people and freight;
- Provide an assessment of the travel and transport measures required to maintain, if not improve, the sustainability of the islands community, drawing on the experience and initiatives adopted by the other islands;
- Develop a sustainable transport network with the mainland UK;
- Determine the potential for some form of year-round coordinated community transport provision on St Mary's;
- Provide a broad review of physical nature of the roads and pavements on the islands;
- Examine the requirement and feasibility of implementing sustainable travel initiatives on the islands;
- Consider potential of environmentally sympathetic fuels in all vehicles;
- Advise on and determine the requirement and feasibility of implementing traffic management;
- Advise on and determine the requirements of haulage and commercial vehicles operators; and
- Set out the measures required to deliver the Framework, including a feasibility assessment, funding opportunities and a programme of implementation and phasing.



1.4 “SUSTAINABLE TRANSPORT” AS A DEFINITION

1.4.1 A grasp of the issues surrounding the term “sustainable” may be found from the definition of the United Nations 2005 World Summit Outcome Document referring to the “interdependent and mutually reinforcing pillars” of sustainable development as economic development, social development, and environmental protection. In accordance with a definition by the European commission, a sustainable transportation system may be defined as one that:

“Allows the basic access and development needs of individuals, companies and society to be met safely and in a manner consistent with human and ecosystem health, and promotes equity within and between successive generations”¹.

1.4.2 Nationally, the five goals for delivering a sustainable transport system have been identified as:

- To support economic growth;
- To tackle climate change (reducing transport’s emissions of carbon dioxide and other greenhouse gases);
- To contribute to better safety, security and health;
- To promote greater equality; and
- To improve quality of life and promote a healthy natural environment.



1.4.3 Over the last 10-15 years, transport strategy and investment in the UK has tended to emphasise reducing the need to travel (especially by car), maximising use of existing infrastructure and investment in public transport, walking and cycling, travel planning and ‘smarter choices’. Smarter choices measures include travel plans and safer routes to schools projects, car sharing, car clubs, personalised travel planning, intelligent transport systems and effective information and marketing. Moving forward, technology is expected to play a part in reducing the need to travel (e.g. ICT creating opportunities for flexible working / video conferencing etc) and maximising use of infrastructure (e.g. Intelligent Transport Systems to manage road space and assist public transport).

1.5 SUSTAINABLE TRANSPORT FOR THE ISLES OF SCILLY

1.5.1 In the context of the Isles of Scilly and this study, we have assumed that sustainable transport means:

- Reducing / minimising the impacts of cars on the islands’ community by reducing the amount of travel required, especially by private car;
- Where travel is required, minimising the fossil fuel energy used;
- Providing year round, reliable transport services at an acceptable cost;
- Transport which respects the environmental credentials of the islands;
- Transport which supports tourism and the economy of the islands; and
- Transport of freight, goods and people at a sustainable cost.

¹ Todd Litman (2009). “Sustainable Transportation and TDM”. Online TDM Encyclopedia. Victoria Transport Policy Institute.

1.6 KEY ISSUES

1.6.1 In 2002 the Council of the Isles of Scilly commissioned a study which was undertaken by Fisher Associates to investigate transport issues. The report entitled *“Moving On – A Transport Strategy for the Isles of Scilly”* was published in 2003. One of the recommendations of the report was for a Route Partnership to address transport between the Isles of Scilly and the Mainland. The Route Partnership comprised the Council of the Isles of Scilly, Cornwall Council and the Duchy of Cornwall. A key decision was taken in 2011 by the DfT not to take forward the Sea Link Project. Cornwall Council subsequently announced it is unable to support the cost of any further work to develop the project.

1.6.2 “Moving On” also identified issues for inter-island and on-island transport. To date, most of the progress emerging from the “Moving On Transport Strategy” has focused around an improved sea link service that aims to advance the mainland-island transport connection. “Moving On” identified some key issues for the islands, and this report aims to build upon the earlier key transport issues identified.

1.6.3 The approach taken within this study examines the key issues for:

- Mainland-Island connectivity;
- Inter- Island connectivity; and
- On-Island connectivity.

1.6.4 Consultation with members of the community and stakeholders has been an important part of this work. Consultation was undertaken in 2009 / 10 with those involved with education, medical provision, environmental quality, freight movement, community transport, tourism as well as those providing transport services.

1.6.5 Following the preparation of a draft report, the Council held further discussions with Members, businesses, residents and operators through the course of 2010 and into 2011. This report has taken all the comments received through this process into account.

1.6.6 This report is structured as follows:

- Section 2 provides a review of the background surrounding travel and transport issues on the islands;
- Section 3 describes the key transport issues emerging from the consultation work undertaken with various stakeholders;
- Section 4 sets out the Framework options for tackling the key issues and the feasibility of those options;
- Section 5 provides an indication of the funding opportunities that might be obtained to support the recommendations proposed by the Strategic Transport Framework; and
- Section 6 contains a recommended action plan for the Strategic Transport Framework.

2 Policy Background

2.1 INTRODUCTION

2.1.1 In developing the Strategic Transport Framework, it will be important to take in to account the relevant strategies, plans and policies for improving life on the Isles of Scilly for the benefit of residents, visitors and tourists.

2.1.2 The background issues relating to transport on the isles have been drawn from the strategies below.

2.2 THE ISLES OF SCILLY LOCAL PLAN (2005)

2.2.1 The Isles of Scilly Local Plan (2005) outlines the principles of meeting the development needs of the Isles of Scilly with the aim of “sustaining” its communities, whilst protecting the environment. This document sets development control measures relating to transport.

2.2.2 Policy 5 states that in order to achieve and maintain an effective, affordable and accessible transport system, forms of development will be supported where they are:

- Located so as to minimize demand for additional transport facilities and they do not harm or prevent the further maintenance and improvement of the transport system;
- Designed, located or laid out in order to increase alternative modes of transport to the private car;
- The functioning of the local road network or the safety of highway users is not harmed as a result of the amount and type of traffic generated; and
- They provide or facilitate the enhancement of transport infrastructure so as to increase the choice of alternative modes of travel to the private car.

2.2.3 The Strategic Transport Framework will help to shape the emerging Local Development Framework by promoting a future strategy for development that is in line with sustainable transport objectives. It will be important to build in sustainable travel principles in any new development or regeneration and look for opportunities to encourage walking, cycling, public transport and efficient use of cars.

2.3 “MOVING ON” – ISLES OF SCILLY TRANSPORT STRATEGY (2003)

IMPROVE TRANSPORT CONNECTIVITY AND INFRASTRUCTURE

2.3.1 The Isles of Scilly Transport Strategy “Moving On” was undertaken in 2003 to examine the current transport situation on the Isles, looking primarily at three principle linkages:

- Transport between the Isles of Scilly and the mainland;
- Inter-Island Transport; and
- On-Island Transport.

2.3.2 A strategy emerged for improving links between the Isles of Scilly to the mainland, concentrating predominantly on the sea-link. This has been considered important to ensure reliability and affordability for island residents accessing services on the mainland and for the movement of freight.

2.3.3 In light of the announcement by DfT in 2011 not to financially support the scheme, partners are currently revisiting improvements to the quays at St Mary's and Penzance in order to maintain the viability of the route.

2.3.4 'Moving On' also recommended that the transport infrastructure between the islands must be improved through measures that would deal with improving affordability of transport connections.

2.3.5 In terms of connections, the following key issues were identified:

- Modernising the harbour at St Mary's (and Penzance) enabling separation of passengers and freight on the quay itself, and a step change in the provision of vessel technology (Project now being revisited).
- Inter-Island freight transport improved by providing improvements to quays wharves (Project completed).
- On-Island transport improved through a campaign to encourage people to take the bus, walk or cycle combined with reliable, frequent and inexpensive public transport. Improving the quality of streets and the management of traffic in Hugh Town was also identified as a priority.

2.3.6 The Transport Strategy provided a review of transport issues relating to public services including policy, medical services, customs and mail. At the time of 'Moving On' transport issues facing police and medical services, for example, were not identified as being key issues although these had not been considered in depth. This Framework seeks to draw out any key issues facing public service operations on the islands through stakeholder consultation.

2.3.7 At the time of 'Moving On' the Steamship Company were reviewing all aspects of the service it provided on behalf of the Royal Mail as the postal authorities faced increasing financial constraints and the Steamship Company was reconsidering how the service could best meet the Islands' needs. This Framework needs to return to the key issue of freight movement in the context of mainland – island, inter-island and on-island transport.

2.4 ISLES OF SCILLY - SUSTAINABLE COMMUNITY STRATEGY (2007-2020)

2.4.1 The Isles of Scilly Sustainable Community Strategy (SCS) 2007-2020 sets out priorities for social, economic, environmental and transport related actions to be implemented during 2007-2010.

2.4.2 Priority 5 of the SCS aims to meet the local transport and infrastructure needs of the community which is summarised in the table below:

Table 2.1 Extract from Isles of Scilly Sustainable Community Strategy 2007-2020		
Priority 5 Meeting the Local Transport and Infrastructure needs of the community		
Action	Performance Measure	Impact
<i>To secure funding to enable the delivery of the Route Partnership Project including the replacement vessel and upgraded harbour on St Mary's and at Penzance by 2011.</i>	<i>Achievement of full funding approval. Tender for harbour works submitted</i>	<i>The islands have a reliable and affordable sea route that secures the future sustainability of the community</i>
<i>To monitor the Duchy of Cornwall's project to refurbish the off-island quays to ensure delivered in budget and with minimum disruption to local economy and environment.</i>	<i>Completion of 4 quays</i>	<i>Off island quays upgraded to secure the future sustainability of the off-island communities</i>
<i>To improve inter-island and mainland access to key services particularly for vulnerable groups: (by)</i>	<i>Supporting community travel initiatives</i> <i>Supporting concessionary travel pilot schemes</i> <i>Set up national concessionary bus scheme on the islands</i> <i>Monitor costs of inter island and mainland travel and support initiatives to combat social exclusion</i>	<i>Combat issues of social exclusion and geographical isolation from key services</i>
<i>To ensure the commercial and operational viability of the Airport as a gateway to the islands for visitors and the community.</i>	<i>Monitoring of the Annual Business Plan by General Purposes</i>	<i>The long term viability and sustainability of the airport is secure</i>
<i>To secure funding to upgrade the highways on St Mary's.</i>	<i>Six monthly progress report to General Purposes Committee</i>	<i>Secure funding to improve the highways on St Mary's</i>
<i>To create a green transport strategy which will promote and support the use of cycles and walking, and encourage the reduction in vehicle usage.</i>	<i>Not stated</i>	<i>Not stated</i>

2.4.3 The majority of these issues have been progressed to date. A key exception is the green transport strategy which is to be considered as part of this study.

2.5 A SUSTAINABLE ENERGY STRATEGY FOR THE ISLES OF SCILLY

2.5.1 A Sustainable Energy Strategy (SES) was developed for the islands and one of its goals is to encourage energy efficiency in transport. The SES notes that vehicular traffic on the islands, especially St Mary's, is increasing at a fast pace. It cites ONS data as showing that 619 cars and vans were registered in Hugh Town in 2005 compared with 435 in 2001, which constitutes a 42% increase in five years. However, opportunities for promoting alternative forms of fuel and transport are acknowledged. Encouraging cycling, facilitating electric vehicles (and using renewable energy sources to charge them) and introducing travel plans are all identified as potential solutions.

2.5.2 Within the SES, transport actions include the need to:

- Develop alternatives to transport by offering ICT connections, including facility to work from home or use video-conferencing, as alternative to meetings on mainland;
- Promote use of electric vehicles powered by renewable energy or clean fuels, such as bio-diesel;
- Encourage walking and cycling as alternatives to using cars, through promotional campaigns and provision of facilities such as secure parking and changing facilities at the workplace; and
- Promote car-pooling and / or car-sharing to cut down emissions (*note: this might also be applied to boat transport*).

2.6 HEALTH AND WELL BEING STRATEGY FOR CORNWALL AND THE ISLES OF SCILLY (2020)

2.6.1 The Health and Well Being Strategy (HWS) for Cornwall and the Isles of Scilly 2020 identifies transport issues as having important implications for the health of society. In relation to transport, the health and well being strategy aims to provide *"Better access to services for everyone"*.

2.6.2 A potential concern identified by the HWS is the number of people missing medical appointments due to transport problems. The health strategy states that *"over 3% of people surveyed say they have missed, turned down or chosen not to seek medical help over the last 12 months because of transport problems"* although, it is not clear what proportion of this related specifically to the Isles of Scilly.

2.6.3 This document recognises the importance of making progress in making sure that patients can get treatment closer to where they live and have better access to hospitals.

2.7 "CONNECTING CORNWALL" – THE LONG TERM TRANSPORT STRATEGY FOR CORNWALL (2006-2011)

2.7.1 'Connecting Cornwall' which also covers the Isles of Scilly, is *"the overarching, long term transport strategy for Cornwall"* and looks ahead to 2011.

2.7.2 This document examines longer term transport needs and three objectives are to:

- Improve connectivity;
- Increase accessibility; and
- Promote sustainability.

2.7.3 A key objective of the study included obtaining DfT approval for the proposed improvements for the ports of Penzance and St Mary's on the Isles of Scilly, and the commissioning of a new ferry.

2.7.4 Policy TR7 made steps towards supporting the need for improvements at the ports to develop markets for freight, passengers and recreation.

2.7.5 The document outlines a preferred transport vision for Cornwall and the Isles of Scilly, based on a Strategic Environmental Assessment (SEA). According to this study, the most positive vision for transport was: *"Encouraging "modal shift" together with an appropriate level of managing traffic (demand management) that reflects the rural nature of the community"*.

2.8 STRATEGY AND ACTION - THE ECONOMIC DEVELOPMENT STRATEGY FOR CORNWALL AND THE ISLES OF SCILLY (2007-2021)

STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS (SWOT) FOR CORNWALL AND ISLES OF SCILLY

2.8.1 The economic development strategy identifies important considerations for developing a knowledge based, high-value and low carbon economy on the Isles of Scilly. A big challenge for the both Cornwall and the Isles of Scilly is improving transport infrastructure and access to services and tackling increasing traffic congestion. An Analysis of Strengths, Weaknesses, Opportunities and Threats (SWOT) highlights the weakness of *"poor transport connectivity, including public transport, both internal and external and limited access to services" as a problem*. A summary of the SWOT analysis is provided in the table below. Transport aspects are highlighted in bold.

Table 2.2 Extract from The Economic Development Strategy for Cornwall and Isles of Scilly 2007 – 2021	
Analysis of Strengths, Weaknesses, Opportunities and Threats²	
Strengths	Weaknesses
<p>Regional economic momentum - recent economic and employment growth</p> <p>Broadband infrastructure with a high level of broadband penetration and business take-up.</p> <p>A very significant cultural infrastructure upon which to build a more competitive creative industries sector.</p> <p>Outstanding coastal, natural and managed environment</p> <p>Strong partnership base, formal and informal networks</p> <p>The unique culture of the area which is reflected in the strong sense of community, place and quality of life engendering a strong loyalty to Cornwall and the Isles of Scilly</p>	<p>Small internal market and remoteness from other major UK and global markets</p> <p>Poor transport connectivity, including public transport, both internal and external and limited access to services</p> <p>Structural bias towards low value-added and seasonal economic activity.</p>
Opportunities	Threats
<p>Post 2006 EU Funding, particularly Convergence</p> <p>The expanded market in the enlarged EU and the ability to exploit new opportunities through higher quality products and services</p> <p>Improving transport links and increasing accessibility</p> <p>Opportunities arising from more widespread broadband, digital media and ICT adoption and applications resulting in new business opportunities</p> <p>Local sourcing and procurement</p> <p>Enterprise opportunities arising from responses to climate change</p> <p>Increasing demand for environmental technologies, renewable energy and micro energy production</p> <p>A model rural knowledge economy for the 21st century, including management of environment, visitors, sustainability, investment and infrastructure</p>	<p>Climate change and protection of environment</p> <p>Increasing energy prices and uncertainty of supply</p> <p>Continued economic and population growth in terms of the quality and way of life and environmental limits</p> <p>Increasing traffic congestion</p> <p>Poor public transport connections between key centres both inside and outside of Cornwall</p> <p>Outdated infrastructure constrains economic growth</p> <p>Demographic ageing of the population</p> <p>Regulation and fiscal measures on travel modes including road and air travel</p>

² Adapted from Strategy and Action - The Economic Development Strategy for Cornwall and the Isles of Scilly (2007-2021)

2.8.2 The strategy does recognise the opportunity for improving transport links and increasing accessibility. Threats include increasing traffic congestion, poor public transport connections between key centres and outdated infrastructure constraining economic growth.

2.9 ENHANCE PLACE AND CONNECTIVITY: DEVELOP THE ISLES OF SCILLY

2.9.1 Objectives linked to transport on the Isles of Scilly include:

- “To lead the way in further development of broadband, ICT and digital media
- To improve transport infrastructure and access to services as well as addressing the problems associated with increasing traffic congestion
- To maintain and improve existing natural and built coastal infrastructure
- To ensure the sustainability of the Isles of Scilly”

2.9.2 This strategy has supported the replacement of the islands existing freight and passenger vessel with a single dual-purpose vessel. This is to provide a greater level of connectivity to the mainland whilst reducing the carbon outputs associated with the tourism industry. Particular development priorities include:

- The development of a commercially viable wave or tidal energy farm; and
- Replacement of the Scillionian 3 and Gry Maritha with a vessel capable of providing both freight and passenger services all year round.

2.10 2009 STRATEGIC INVESTMENT FRAMEWORK (SIF)

2.10.1 In 2008 the Council of the Isles of Scilly and Penwith District Council developed a Strategic Investment Framework (SIF) for the key towns / areas of Isles of Scilly and Penzance, which was endorsed by the Convergence programme in July 2009. For the Isles of Scilly the aim is:

“To unlock the economic potential of the Isles of Scilly in order to safeguard the existing economy and put in place the infrastructural requirements to increase competitiveness, and to develop a knowledge based and higher value added economy, for the purpose of delivering a comprehensive and sustainable long term regeneration of the islands.”

2.10.2 Section 3 of the SIF identifies the current position of the islands in terms of economic performance, social amenities, environment and infrastructure. It also considers how a more sustainable Scilly can be achieved through the strategic investment of Convergence Priority Axis 4 funds.

2.10.3 The document states that in achieving the strategic aim as set out above the Isles of Scilly will need to achieve the following objectives:

“Develop a sustainable transport network both with the mainland UK and on and between the islands to provide businesses with a more reliable and sustainable link with the market place and workforce, better access for the islands residents and visitors and build resilience locally to reduce the impacts of fossil fuels and their costs.”

“Improve the environmental performance of the islands, so that the Isles of Scilly are seen as a “Green” destination and environmental exemplar through measures to reduce the carbon footprint and generate the islands energy locally”.

“Integrate the Cross Cutting themes of sustainable development and equality and diversity into all of the above.”

2.10.4 The SIF has the following priority objectives:

- Limit climate change and increase the use of clean energy;
- Address threats to public health;
- Manage natural resources more responsibly; and
- Improve the transport system and land-use management.

2.10.5 With respect to funding, the SIF includes information on:

- Convergence Programme;
- European Social Fund;
- Rural Development Programme for England (RDPE);
- European Fisheries Fund (EFF);
- Cross Departmental Working Group for Coastal Towns (XDWGCT); and
- Sub-national Economic Development and Regeneration Review (SNR).

2.10.6 Current shared priorities are:

- Isles of Scilly Link;
- ICT Infrastructure;
- Master Plans; and
- Environmental Sustainability.

2.10.7 The SIF identifies a main weakness as being: *“Access to services limited by peripheral maritime locality compounded by high cost of transport to, from, between and on the islands makes accessing services expensive.”*

ISLES OF SCILLY SEA LINK PROJECT

2.10.8 The SIF states that – “Cornwall Council leads the implementation of the Isles of Scilly Link Project. “The planned improvements to the outer berth and sea wall at Penzance Harbour will provide the catalyst for the further re-organisation and regeneration of the harbour. The project is well developed, and some preliminary work has been done on business planning the future arrangements for the harbour. Penzance Harbour is now managed by Cornwall Council’s new maritime section together with all other local authority harbours in the county.” Clearly this position has been super-ceded by the announcement by DfT not to fund the scheme in 2011.

IMPORTANCE OF PLANNING IN CONJUNCTION WITH PENZANCE

2.10.9 It is important to consider opportunities in conjunction with development at Penzance which has a role as a key transport hub and supply base.

PENZANCE HARBOUR DEVELOPMENT PLAN

2.10.10 The Isles of Scilly Link Project will effectively form Phase 1 of the development by providing a more secure harbour with an improved sea wall and more extensive berthing. However, it is noted that although the Isles of Scilly Link Project is under

development, only preliminary work has been done with regard to future transport strategy for the Town in general.

2.10.11 According to the SIF, emphasis needs to be given to:

- St Mary's with specific actions targeting a reduction in traffic in Hugh Town;
- Potential opportunities for delivering a bus service on St Marys;
- Identification of an effective transport solution between St Mary's and the off-islands;
- Identification of traffic flows as essential in understanding the islands transport needs; and
- Investigate opportunities for the use of environmentally sensitive transport options.

2.10.12 Section 3.3 of the SIF provides an up to date detailed socio-economic profile of Scilly and a summary of the key issues for transport and sustainability as:

- Life line transport links are under threat; and
- Cost of transport and freight and availability of transport links are negatively impacting business performance and heightening peripherality.

2.10.13 Section 3.3.3 of the SIF highlights specific limitations from transport for the economy which includes:

- High transport costs; and
- Limited frequency of transport provision, especially in the winter, which can act as a constraint in serving / competing in particular markets.

2.11 LOCAL ACTION GROUP LOCAL DEVELOPMENT STRATEGY

2.11.1 The Isles of Scilly Local Action Group (LAG) is a group comprising a community led element of the Rural Development Programme for England (RDPE), which enables rural communities to diversify and strengthen the local economy and improve the quality of life of those living within it.

2.11.2 The Isles of Scilly Local Action Group (LAG) formulated a development strategy which includes the preparation and implementation of this Strategic Transport Framework. The LAG development strategy includes aims to support a local all year round community bus service on St Mary's in order to improve access to services.

2.11.3 Within the development strategy, the weaknesses identified on the Isles of Scilly in terms of transport are:

- Access costs are high and likely to become higher due to the reliance on fossil fuels, with a knock on effect in terms of goods and services; and
- Local services are constrained by the compound effect of a small community, distance from main service centres and the costs of using external transport links.

2.11.4 The Local Development Strategy (LDS) notes that the ability to diversify the economy is limited by the frequency of transport provision, especially in the winter, which can act as a constraint in serving / competing in particular markets; a lack of available labour supply; and the need to safeguard the existing environmental quality.

2.11.5 According to the LDS, the islands are in the bottom 20% in terms of access to services, and it is stated that the Issues of peripherality, access, and social exclusion are an acute problem for islands. The access issues faced include:

- Access to transport and affordability of transport: - the current return fares between the islands and Penzance / Lands End for an adult (costs are detailed in the document).

2.11.6 In terms of access to education and health the following is noted:

- Access to post-16 education - Post-16 education is not provided on island, and educational grants do not cover the cost of sending students to mainland colleges.
- Access to higher education – There are additional costs over and above those incurred by mainland students, because attending university / college close to home is not an option.
- Access to health care – The islands have good GP care and a cottage hospital, but many hospital appointments involve trips to Penzance, Truro or even Plymouth. This is not always achievable in a day and visits to relatives in hospital involve great cost.

2.11.7 A key objective is to improve access to services in order to improve the quality of life on the islands and provide the infrastructure for a balanced community.

2.11.8 To date, £2 million was secured by the Council of the Isles of Scilly and the Duchy of Cornwall from the Department for Transport to upgrade four off island quays. This project is now complete.

2.11.9 The LAG document establishes a baseline position for the islands stating the problems of:

- Bottom 20% in terms of access to services;
- No community transport scheme; and
- High transport costs between islands and to the mainland.

2.12 AONB MANAGEMENT STRATEGY 2010 – 2014

2.12.1 The AONB Management Strategy 2010-2014 comprises a management strategy and delivery plan for the AONB. Whilst it is the responsibility of the Council of the Isles of Scilly to produce and review an AONB management plan, its implementation is in the hands of the wider AONB Partnership, made up of organisations and individuals who work together to conserve and enhance the special qualities of the AONB.

2.12.2 The purpose of the plan is to act as strategic guidance for the protection of the landscape, primarily to conserve and enhance the natural beauty of the area whilst taking account of the traditions and needs of local communities. The whole of the Isles of Scilly is a designated AONB, including the Islands' maritime context, character and history. The special character of the AONB includes the distinctive coastline and exceptional seascape, wildlife resources (including 26 SSSIs), heritage (e.g. listed buildings) and other environmental qualities (e.g. air quality).

2.12.3 The plan recognises the importance of a Strategic Transport Framework which seeks to minimise environmental impacts. The vision in the plan is expressed as *'Residents and visitors to the Isles of Scilly are served by a year-round, affordable and*

efficient transport system. Travel operators seek to minimise the environmental impact of their services'. Key policies of the plan are to support initiatives that:

- Improve and sustain the Islands' mainland transport links, with subsidised local rates and minimum environmental impact; and
- Reduce levels of car use, while maintaining a highway that retains its defining character and provides a safe and convenient route for the use of drivers, cyclists and pedestrians.

2.12.4 More specifically, Objective 14 of the plan is to provide a transport system that allows residents and visitors to access their destinations effectively and efficiently, using sustainable transport wherever possible. This is supported by actions to:

- Support the implementation of a Strategic Transport Framework;
- Establish an awareness programme on recreational and travel to work options that reduce traffic congestion; and
- Support the provision of year round quality community transport for recreation, employment and access to local services.

2.13 SUMMARY OF POLICY CONTEXT

2.13.1 A review of the policy background has demonstrated the importance of addressing transport issues for the Isles of Scilly on a number of fronts:

- The **Community Strategy** identifies the importance of meeting transport infrastructure needs, as well as developing a green transport strategy to promote more walking, cycling and to reduce vehicle impacts.
- The **Energy Strategy** supports the need to seek alternatives to travel (e.g. ICT where appropriate) to reduce consumption. It promotes a change in the power source of vehicles and measures to promote alternatives to vehicular travel.
- The **Health and Well Being Strategy** for Cornwall and the Isles of Scilly notes the implications (and impacts) of transport on the overall health of society. It specifically identifies an issue of people missing medical appointments due to transport problems. Although in percentage terms the number of people this affects is low (3%) for the area as a whole, it is possible that this issue is more pronounced on the Isles of Scilly (indeed this fits with anecdotal evidence from our consultation with stakeholders).
- The **Local Plan** approach to new development is to minimise the impacts of vehicular travel and promote alternatives.
- The **Economic Development Strategy** highlights poor transport connectivity, both internal and external, as being a key weakness, and notes the threat of rising traffic congestion and poor public transport connections.
- The **Connecting Cornwall Strategy**, which covers the Isles of Scilly, outlines a preferred vision for encouraging modal shift and an appropriate level of demand management that reflects the rural nature of the community.
- The **Strategic Investment Framework** goes into more detail about the transport needs of the Isles of Scilly and identifies a number of projects to be taken forward. In addition to the Sea Link Project, the SIF gives emphasis on

measures to reduce traffic in Hugh Town, identify solutions for transport between St Mary's and the off-islands and promote environmentally sensitive options.

- The **AONB Management Strategy** supports the development of a year round, affordable and efficient transport system, and initiatives that support mainland connections with minimum environmental impact and reduce levels of car use on the Islands.

2.13.2 It has been demonstrated that the policy context exists for continuing action and investment to improve transport on the Isles of Scilly. This will be useful for supporting further actions and justifying investment. It will also provide important context as the Council seeks to develop the Local Development Framework.

3 Key Issues

3.1 INTRODUCTION

3.1.1 This section sets out the key issues for transport on the Isles of Scilly. These have been identified through a review of the policy and Framework background (see Section 2), consultation with a wide range of key stakeholders and on island observations. **Appendix A contains a list of organisations and individuals contacted through this study.** Figure 1 (see Figures and appendices) shows a plan of St Mary's and Figure 2 shows the five inhabited islands.

3.1.2 Two important principles have emerged through our work and have underpinned our consideration of the issues:

3.1.3 First, the **special environment** of the Isles of Scilly as an area of exceptional quality. This is reflected in the designation of the islands as an Area of Outstanding Natural Beauty, a Conservation Area, and a Heritage Coast with numerous Sites of Specific Scientific Interest. Clearly its environment is also the key draw for the 100,000 tourists a year who visit the islands and sustain the islands' economy. Consequently the needs of people to gain access to jobs and services, as well as the needs of tourists, business and residents who travel between the islands and the mainland, should be met as sustainably as possible so as not to 'kill the golden goose'. A key issue will be to implement practical alternatives to private car travel for movements on the islands, which will also enhance the car free tourism offer. This is primarily an issue for St Mary's. There may also be opportunities for promoting sustainable and more environmentally sympathetic fuels in all vehicles, both on land and at sea. In addition, there may be options for smaller and more sustainable vehicle types which can capitalise on sustainable fuels, take up less road space and be more environmentally friendly. Throughout the consultation stage, electric vehicles were identified as offering the best opportunity.

3.1.4 Second, the need to build on previous work, particularly the February 2003 study "Moving On" produced by Fisher Associates, by **focussing our efforts on developing solutions.** "Moving on" highlighted the key issues for travel between the islands and mainland, inter-island travel and on island travel. Many of the issues are well known and some have been progressed through further work and funding opportunities which are currently being pursued. It will be important to build on what has been achieved to date. Above all, the measures developed must be affordable and represent good value for money, so that as good a case as possible can be made to secure future funding streams. Section 4 identifies some strategy options to consider against each of the key issues which have emerged through this study. Following this approach will provide a robust evidence base to supplement the Local Plan and feed into the emerging LDF.

3.2 ASSUMPTIONS MADE

3.2.1 In preparing this report certain assumptions have been made:

- Further development on the islands is likely to be confined to flexible workspace, essential education, medical and community facilities, local need and 'key worker' accommodation.
- Tourism accommodation has traditionally been used to operating at levels close to capacity throughout an extended season. However, visitor numbers have steadily declined since 2005, particularly over the peak season. Distance and cost mean that most visitors view a break on Scilly as a holiday rather

than a short break and whilst short breaks have grown in the last decade domestic holidays have decreased.

The quantity of accommodation will not increase significantly in the future.

The Tourism Strategy identifies the ultimate aim for Scilly as having a sustainable visitor economy which satisfies elements of the VICE model; visitors, industry, community and environment. The objectives to help achieve this are to halt and reverse the decline in visitor numbers, increase day visitors and to lengthen the season with accommodation at or near capacity throughout and to develop off-season tourism in the winter months (albeit with a smaller core of operators).

3.3 KEY STATISTICS

3.3.1 The following tables show 2001 census data for journey to work, car ownership and the age profile of residents. In summary the data shows that:

- 18% of residents drive to work; 39% walk, 12% cycle and 23% work mainly at home. This is very different to the average for the South West and England as a whole, as might be expected given the size and geography of the islands.
- 46% of households do not have access to a car. Against a total population of 2,153 and 880 households this would equate to 990 people and 405 households. This is significantly different to averages for the South West and England as a whole. The implications of this are fewer car trips and greater reliance on walking, cycling and buses than occurs on the mainland.

Table 3.1 Method of Travel to Work (2001 Census)

Method of Travel to Work	Isles of Scilly (Local Authority)	South West	England
	Modal Split	Modal Split	Modal Split
Works mainly at or from home	23%	11%	9%
Train	0%	1%	4%
Bus, minibus or coach	0%	5%	8%
Taxi or minicab	0%	0%	1%
Driving a car or van	18%	59%	57%
Passenger in a car or van	2%	6%	6%
Motorcycle, scooter or moped	3%	2%	1%
Bicycle	12%	3%	3%
On foot	39%	12%	10%
Other	2%	1%	0%
Total	100%	100%	100%

3.3.2 The most popular mode of travel to work was on foot, accounting for 39%, with bicycle accounting for 12%. Eighteen percent of the resident population travel to work by driving a car or van, which is low in comparison with mainland. Twenty-three percent



of the resident population work mainly from home. Although the data is 10 years old, it compares with a recent travel to work survey (December 2009) undertaken by the Council amongst Council employees. For example, 37% of Council staff walk and 10% cycle. Although the Council survey is a small sample, (54 responses), it does indicate the variation which occurs in winter or during bad weather when more people drive. Fifteen percent of those surveyed drive to work, rising to 24% in the winter / bad weather.

3.3.3 The 2001 Census car and van ownership levels for the Isles of Scilly Local Authority, South West and England are summarised in the table below:

Table 3.2 Number of Households with Cars or Vans (2001 Census)

Cars or Vans	Isles of Scilly	South West	England
	Modal Split	Modal Split	Modal Split
No car or van	46%	20%	27%
1 car or van	40%	46%	44%
2 cars or vans	12%	27%	24%
3 cars or vans	1%	5%	5%
4 or more cars or vans	0%	2%	1%
Total cars or vans	100%	100%	100%

3.3.4 According to the Office for National Statistics, 46% of households have no car or van, while 40% of households own one car or van. Thirteen percent of households own two or more cars or vans. The 2001 Census was based on 880 households, which when applying the percentages identified above equates to 612 vehicles.

3.4 CONSULTATION WORKSHOP

3.4.1 Stakeholders and interested parties were invited to attend a workshop session to discuss issues and options emerging from the study. The discussion focussed on short, medium and long term options for the Strategic Transport Framework. **The workshop was held on 1st March 2010 and a note of the discussion is included in Appendix C.**

3.5 CONDITION OF ROADS AND PAVEMENTS

3.5.1 The Council has recently undertaken a Coarse Visual Inspection of the 14.5km of highways on St Mary's with a Government grant. This rated the highways outside of Hugh Town as 'good' with conditions in Hugh Town itself 'fair'. The inspection concluded that if conditions in Hugh Town were improved, the overall rating for St Mary's could be brought up to 'good'. However, there are some locations at the very local level where the quality of the roads is poor. This is most evident on Hugh Street, outside the Mermaid Inn.

3.5.2 Many sections of the highway network consist of surface treatment with little if no base course (e.g. some sections of the roads in Hugh Town are laid on sand). This results in a vulnerability to wear and tear caused by vehicles (number and weight of vehicles passing over / turning) and weather conditions. A solution is the infill of potholes and cracks through chemical curing tarmac, a durable material which works

well but creates a 'patchwork' effect. Much of this has already been or is in the process of being undertaken by the Council (avoiding busy summer periods).

3.5.3 The Council currently receives around £63,000 a year for maintenance which is considered by the Council to be insufficient to keep roads maintained to current conditions. The damaging effect of vehicles is proportionate to axle weight, so heavier axles have much greater impact. Hauliers manage movements of shop supplies, waste, building materials and goods and supplies to support residents and businesses. Improving road maintenance would therefore support deliveries and movements of necessary freight around the islands.

3.5.4 Whilst streets in Hugh Town have pavements for pedestrians, many country lanes do not. In some locations the addition of a pavement cannot be easily accommodated without intruding on the road surface and or compromising the Isles of Scilly Design Guide principle of retaining soft verges, where they exist. There are concerns that reducing road space is not an option as the roads are already narrow, particularly for the circular route around St Mary's which includes Telegraph Road, High Lane, Cam Friers Lane and Old Town Road.

3.5.5 Where pavements do exist on country lanes, they tend to be narrow and less suitable for pushchairs / wheelchairs. Examples include the route between Old Town and the new school site. Providing alternative pedestrian and cycle routes may be an option. For other streets on St Mary's, shared surface treatments might be appropriate to reduce conflicts (these issues are explored below and in Section 4).

3.5.6 On St Martin's and St Agnes there are concrete roads in places often with two wheel strips rather than full width concrete and with significant variation in the condition between islands. Bryher has large sections of track rather than concrete road. There are locations on St Agnes and Bryher where the road condition is breaking up rapidly. On Tresco the roads are managed by Tresco Estate which leases from the Duchy. Here roads appear in generally better condition than those on St Agnes, St Martin's and Bryher.

3.5.7 Although there are lighter vehicles (e.g. electric cars and quad bikes) on the off-islands, there are also some four wheel drive vehicles and tractors which are heavier. At present there is no form of control of the number of vehicles on the islands and so there is some potential for further growth.

3.5.8 In the past, the Duchy has entered into a loose arrangement with residents whereby materials are supplied for residents to undertake patched repairs. The approach of using concrete paving on the off-islands has the merit that it requires limited plant and can be constructed by local labour. The Duchy spends £5,000 - £10,000 annually on this operation and has a budget of £10,000 per island going forward. The budget will cover works to tackle areas where there are failings. However, during the consultation process it emerged that some residents feel they will have less capacity and desire to undertake this work in the future, owing to changing lifestyles / work commitments. Alternative options for maintenance should therefore be considered, although this is likely to increase costs and thought is required as to how this is to be funded.

3.5.9 However, the Duchy consider that more substantial work to improve the condition of off-island roads should be pursued through partnership with users and the Council of the Isles of Scilly. There may be opportunities to improve the condition of roads alongside other infrastructure or regeneration projects, for example the proposed

workspace project on St Agnes which would benefit from improved infrastructure during construction.

3.6 TRAFFIC MANAGEMENT AND PUBLIC REALM

3.6.1 The 'Moving On' report (2003) identified that the **number of cars on St Mary's** had reached around 600. This is consistent with the 2001 Census, although it is possible that some vehicles, whilst registered to households on the Isles of Scilly, are kept on the mainland. Equally it is possible that many vehicles are kept by businesses with transport needs.

3.6.2 A number of stakeholders contacted through the course of this study perceived the number of cars as becoming an issue. This is becoming manifest in parking problems, particularly in Hugh Town, and a worsening of perceptions about air quality, road safety and environment. However, it is understood, from discussion with the Police, that there is no history of accidents on the islands.

3.6.3 Tourists arrive without vehicles and walk, cycle or use public transport (private hire vehicles and community bus). However, 'increased traffic' and 'lack of transport / bus service' was highlighted by the 2007 Isles of Scilly Tourism Survey (2011 questionnaires) as being common aspects that visitors dislike, although in the survey 94% said they would return. Walking and cycling are viable modes of transport on all islands. On the off-islands, all activity takes place on 'shared space'. On St Mary's, country lanes generally have no pavement, except some sections of Telegraph Road and Old Town Lane where sections of 1.8 metre pavement exist alongside the carriageway.

3.6.4 Some Stakeholders identified a perceived lack of enforcement of **parking** restrictions, particularly in Hugh Town on the roads leading to and from the Quay, which can present difficulties for private hire vehicles and hauliers. Key problem areas were identified by hauliers as the back streets of Sally Port area and Hugh Street. Another problem faced by hauliers is the ability to unload deliveries at shops in Hugh Town, due to obstruction from parked vehicles. There are waiting restrictions – single yellow lines – that run on both sides of Hugh Street, which restrict parking between 0900 and 1800, although loading / unloading is permitted. Resolving this problem, together with the conflict between passengers and freight at the St Mary's Quay, was identified as the biggest issue for hauliers.

3.6.5 The **Isles of Scilly Design Guide** (Isles of Scilly Council, 2004), notes that there has been a neglect of public realm in Hugh Town, where attention is needed to street surfaces, lighting and signage. The Design Guide contains overarching principles for the improvements of spaces covering quays, surface treatments, street furniture, signage, lighting and traffic management. It also covers coastal walks and country lanes. The **Cornwall and Scilly Urban Survey** (CSUS) is also relevant to any consideration of public realm issues. The CSUS is a pioneering initiative aimed at harnessing the quality and distinctive character of the historic environment to successful and sustainable regeneration. There are some aspects of the survey that include streetscape details, street furniture, undergrounding overhead cables, improvements to boundary features and green spaces. Any improvement schemes will need to be developed in accordance with these principles.

3.7 ON-ISLAND TRAVEL

3.7.1 Reducing the impact of vehicles to benefit the islands' community is a common theme emerging from stakeholders contacted through this study, reflecting the

importance given to the environment of the islands and the proximity of people to jobs, schools and services.

3.7.2 Travel to Work Census data (2001) for the Isles of Scilly indicates that 77% of journeys are made by modes other than the car, with car travel forming 18% of journeys to work. A more recent travel to work survey undertaken by the Council found that between 15-24% of staff commute to work by car, depending on time of year and weather conditions. The Council also employs off-island residents who commute to work by boat.

3.7.3 The islands provide ideal conditions for sustainable travel which are often not present in rural parts of the mainland. Some stakeholders thought that more could be done to encourage **walking and cycling**. Issues are:

- Providing incentives to encourage cycling, for example the Council run a cycle purchase scheme to help staff buy a bike through tax and interest free incentives.
- Providing sheltered or secure lockers and cycle stands. Shelters are important given that the sea air combined with rain can be very corrosive.
- Encouraging children to walk or cycle to school. Some children are members of the 'Green Team' and take part in conservation exercises. There is potential for 'walking buses' and cycle clubs. There are also opportunities to set up a 'challenge' or merit scheme to encourage more walking and cycling, make it fun and perhaps integrate with learning (e.g. measuring carbon footprints).

3.7.4 A school travel plan has been produced to support the redevelopment and relocation of the School to a new greenfield site directly to the south of the Carn Gwaval Primary School (will replace Carn Gwaval Primary School and Carn Thomas Secondary School). The aims of the plan include encouraging more walking and cycling, reducing the number of car trips and increase awareness of safe walking and cycling routes to schools. Measures include actions designed to promote the travel plan, undertake a survey, provide cycle parking and facilities for changing, a locker room and appoint a Travel Plan Co-ordinator. However, the plan does not go as far as to establish the policy of a 'car free' school site, manage parking, discourage drop offs, set targets as to modal split / reduction in car trips and integrate with learning opportunities in the classroom (other than discussing means of travel).

3.7.5 Public transport options on St Mary's consist of the airport shuttle and 'taxi' companies. In the summer months a 'Community Bus' service operates. All these services are operated on a commercial basis without subsidy. All these services operate on a 'private hire' basis, given that there is no taxi licensing station present on the islands. The Council consider that to have a taxi licensing station would be prohibitively expensive. This would not, however, prevent the Council being able to support a scheduled service if it chose to do so.

3.7.6 A key issue for this study is whether a year round **Community Bus** service could be provided, to benefit residents by improving year round accessibility and reduce the need for and the impact of car traffic. Some Stakeholders felt the current service, which operates from Easter to early October, lacks flexibility because it runs in one direction only and is not particularly well timed to fit with activities such as swim times at the local pool (roof being completed which will extend the hours of opening).

3.7.7 Key issues for the current operator of the Community Bus are the lack of year round demand to support the service and the condition of the roads, which causes maintenance issues. The operator says that the flexibility of the current services is supported by many users (the service can take people to where they want to go, including the swimming pool if this is requested). An action may be to make people more aware of this, which could possibly be a role for a nominated member of staff.

3.7.8 The operator is not required to register the service with the Traffic Commissioner (a consequence of the Isles of Scilly not being included in the 1985 Transport Act), and therefore, the operator is not able to accept statutory concessionary fare travel. However, this does not prevent the Council offering 'discretionary' free travel for residents aged over 60 under the concessionary fare scheme, which may increase demand during winter months. Another consequence of the service not being registered with the Traffic Commissioner is that rules and regulations regarding safety, maintenance and contingency planning (e.g. replacement services in the event of vehicle break down) do not apply.

3.7.9 The Council considers there may be options for extending services year round. Options include combining the service with other uses, for example dial-a-ride. Another option is to subsidise an existing service provider during the winter months.

3.7.10 A dial-a-ride service has recently been procured by the Council, following a successful RDPE local action funding application which has secured funds which can be used for supporting sustainable transport. The dial-a-ride is operated by Age Concern using an electric vehicle and commenced operations in 2010. It has improved accessibility for older and less mobile residents, who are able to gain access to services on demand via a call centre run by Age Concern. The Council has experience of procuring and operating an electric vehicle that would benefit the purchase of a further vehicle for the school run / winter transport, should this be desirable.

3.7.11 Electric golf buggies may provide part of a solution to on-island travel, as a low cost, light (and therefore less damaging to road surfaces) and flexible alternative to car ownership / use. A business venture on St Mary's has started offers buggies for hire, mainly targeted at tourists although buggies have also been hired by residents. Residents can also buy a brand new vehicle for around £3,400. The vehicles can be 2, 4 or 6 seater, have a roof, windscreen and top speed of 12mph. A fully charged vehicle has a range of 20 miles / over an hour of continual use, although the battery works well when continually topped up (mains charge). They are exempt from road tax, but separate insurance is recommended for purchasers (is included within the cost of hire).

3.8 INTER-ISLAND PASSENGER LINKS

3.8.1 A key issue raised in discussions with many stakeholders is the **availability, time and cost of travel between the islands**, particularly between the off-islands and St Mary's during winter months. This relates to both personal travel and movement of freight / supplies. Outside the main tourist season, personal travel is perceived as irregular and costly which can affect those who live on the off-islands and commute to work or access services (e.g. medical / shopping) on the St Mary's or mainland. Commuters can pay £10 a day if regular fares are charged. If a special is required this will be around £40, with the individual charge depending on the number of passengers (usually there is minimum charge per person). The variability and uncertainty of costs is an issue that has been raised through the consultation process.

3.8.2 Access to medical services is provided by the **Medical Launch Trust**, which commissions a special boat on demand for patients with medical appointments on St

Mary's. The current operator uses his own boat and is free to make other commercial trips outside of providing Medical Launch services. The service costs £15 for a single journey. Patients over 60 may use up to four medical boat specials as part of their concessionary fare travel, although the scheme is being reviewed by the Government with future funding uncertain. All users under 60 must pay for the service. Key issues for patients are therefore the cost of travel to appointments, either on St Mary's or mainland, and travel between the Harbour at St Mary's and their appointment (onward Taxis add to cost). Funded by the PCT and St Mary's Health Centre, the Medical Launch has support to 2014, but the situation thereafter is currently uncertain.

3.8.3 **Scheduled boat services** operate at set times and charge a standard return fare per person of around £10. These are provided to support the shopping trip run three times a week (e.g. Tuesday, Thursday and Saturday for St Agnes). Time allows for several hours shopping on St Mary's but not for commuting to work.

3.8.4 St Agnes boating has taken the lead on providing online information and booking service for passengers and tourists via a website. St Agnes boating also has a mobile phone application which provides regularly updated information of advanced sailing times and availability of spaces. This application will be extremely useful in enabling passengers to plan trips and understand the costs they will be charged.

3.8.5 There are a number of '**School boats**' during term time. The Council support a weekly boat from each off-island to St Mary's on a Monday morning, returning on a Friday evening. There is a regular school boat between Bryher and Tresco at 0830, returning 1545 each day. **Social Services** currently fund a daily boat for one individual from St Martins. In addition to the above, there is a significant volume of school traffic during the 38 weeks of term time, consisting of:

- Staff travelling from off-islands to St Mary's for a meeting every Monday afternoon;
- Supply teachers travelling to off-islands once a week to cover staff PPA (planning) time;
- Federated day (every Friday), when teachers and children travel to St Mary's for the day; and
- Movements of the primary leader, Head teacher, appraisers, governors, advisers, IT manager and others (e.g. candidates for jobs, consultants) on a regular basis.

3.8.6 The school operates a policy of using tripper boats during summer months. In winter months school staff use schedule services where possible (accounts are held with boatmen) and buy specials when needed. The total school travel budget for these services is £30,000 a year. School services can be used by others, charged at scheduled service rates.

3.8.7 Outside of these arrangements, those wishing to make trips between the off-islands and St Mary's are charged for a '**special**' boat which costs around £40 in each direction between 0800 and 1800, more outside of these times. This is a charge for the boat and can be spread amongst up to seven passengers, with additional passengers paying schedule service fare. However, without knowing in advance if there is anyone to share the cost, it is difficult for users to predict how much they will pay on any given day. There is no standard process for checking whether there is demand for a 'special' on a particular day, with word of mouth being the way information gets passed around. Some feel that better co-ordination would allow specials to be shared. For example, the

Duchy, School, Council and Doctors all use boat services during the winter and commission specials at times. The School has introduced its own departmental policy of logging journeys on a week by week basis to encourage sharing and it may be possible to extend this to a dedicated website.

3.8.8 In addition, there may be benefit in establishing a notice board / website / dedicated phone line to spread information about services on any given day. Information is shared on St Agnes, although discussion with both users and boatmen revealed varying degrees of enthusiasm for extending this to other islands. However, one user expressed feeling uncomfortable about phoning the boatmen directly, feeling like it is asking for a favour to request a boat.

3.8.9 During the off season months, operators take the opportunity to get their larger boats serviced and usually send them to a port on the mainland for service / maintenance / refurbishment / refit, etc. This can be very expensive. For example, new boats of the type used by boatmen can cost up to £250,000 to buy and £35,000 annually to maintain. These costs exclude the usual running costs of fuel, insurance, staff, Harbour Dues (for use of quays) and licensing (for boats and boat drivers). Paint alone is considered to be very expensive at £500 per annum for a small 14 seater boat. Running costs are therefore considered a significant barrier to extending operations during winter months, when demand is significantly reduced. One boat operator quoted a current annual running cost of around £50,000 for a single boat, excluding maintenance.

3.8.10 During the consultation the costs of purchasing a jet boat was quoted as around £300,000, with running costs of around £100,000 per annum. Fluctuations in costs occur across the year, particularly in fuel. The operators point out that all these costs need to be reflected in the fares structure which is set across the year.

3.8.11 Potential for charging more during the tourist season, to offset costs in the winter months, was discussed with some boatmen. However, there was some resistance to this idea. There is a view that as tourism to the off-islands sustains the economies of these places, it would be seen as unfair (and potentially damaging) to substantially increase fares for tourists.

3.8.12 One boat operator would favour dealing with one contact within the Council regarding bookings for Council staff. This would make service demands easier to accommodate and might also be more efficient for the Council. The boat operator in question may also be willing to consider discounts for Council bookings if the Council could guarantee services. However, each boat operator has a different business model, which is problem faced by the Council in dealing with different services.

3.8.13 WSP has investigated the organisation and funding of transport services in Scotland to see whether lessons could be applied to the Isles of Scilly. **Appendix D** contains the details of our review. However, it should be stressed that whilst the funding regime for Scotland is not the same for the Isles of Scilly, lessons can be learned about the procurement methodology.

3.9 INTER-ISLAND FREIGHT LINKS

3.9.1 Freight to the off-islands is currently transferred from the Gry Maritha (and to a lesser extent the Scillonian 3) to the Lyonesse Lady at St Mary's Quay for onward shipment. There is a facility with the two current boats for off loading directly to the Lyonesse Lady without handling onto the quayside. Current freight movements include supplies (including household goods, food), refuse and pallets of materials (e.g. building) and camping gear. This service is currently provided by the Steamship Company as an

extension to the mainland service. This is costly to provide, but takes advantage of efficiencies, for example, employment of staff at St Mary's Quay to handle freight both from the Gry Maritha and transfer to the Lyonesse Lady. The Steamship Company has a contract with the Post Office to deliver mail to the off-islands. This is currently operated twice daily on a separate boat, although this level of service may be reviewed in the future which could have knock on impacts in terms of the viability of the stand alone service.

3.9.2 Currently, the Council provides a subsidy of £19,900 annually towards the running of off-island freight service. This does not allow for a future replacement of the vessel as this would be a state aid (Council funds could not be used for capital items to support commercial operations). The subsidy is subject to frequent review. Services run three times a week with times depending on the tides.

3.9.3 The Isles of Scilly relies on imported goods from the mainland to sustain its community and economy. Work undertaken to support the Route Partnership's Sea Link Project in 2009 identified price differences of groceries, fuel and building materials between the mainland and St Mary's, reflecting the impact of importing goods. The differences between the mainland and off-island communities could be higher still. The results are summarised in the table below:

Table 3.4 Difference in cost of goods between St Mary's and Mainland, 2009

Item	Price on St Mary's	Price on Mainland	Average % price increase between St Mary's and Mainland (2009)
Groceries from the Co-Op on St Mary's compared with the Co-op in Penzance	<i>A number of Co-op groceries were sampled, including fresh fruit and vegetables and other staple items</i>		+18%
Groceries from the Co-Op compared with Tesco online	<i>A number of groceries were sampled, including fresh fruit and vegetables and other staple items</i>		+38.56%
Unleaded petrol per litre	1.34	1.05	+27.62%
Diesel per litre	1.32	1.06	+24.53%
Propane Gas	63.19	44.80	+41.05%
Building Materials	A number of items were sampled, including timber, aggregate, slate and concrete		+144.81%

3.9.4 There is currently a separate contract for handling mail, which is provided by the Steamship Company on a commercial basis with no subsidy.

3.9.5 A key issue for the future is ensuring the continuity and cost effectiveness of inter-island freight services by ensuring there is planning for a replacement vessel and that costs and subsidies are minimised. Further understanding of these aspects is required. Without the operating profit provided by the mainland service the Steamship Company would need to reconsider the operation and pricing mechanism. In the future, there may be insufficient incentive for the mainland operator to operate the inter islands service or for a separate operator to do so.

3.9.6 There are handling issues at St Mary's Quay, where all freight is unloaded in an uncovered area on the quay in proximity to ferry passengers, and issues of health and safety on the boat itself given that refuse shares the same area as food. A

particular concern amongst some users is that there is no refrigeration unit on the *Lyonesse Lady*, although there is refrigeration at St Mary's Quay which is considered a hidden cost of providing the service. Frozen or chilled goods are transported in insulated containers. However, there is a risk of all non containerised food in transit being eaten by seagulls.

3.9.7 Quay manning at St Mary's is currently provided by the Steamship Company and serves both the mainland freight and inter island freight. If the two services are operated by separate companies in the future that arrangement may need to be changed.

3.10 LINKS TO THE MAINLAND

3.10.1 The key focus of attention in recent years has been the **Sea Link Project**. The Major Scheme Bid consisted of a new combined passenger and freight boat and improvement works at Penzance Harbour and St Mary's quay.

3.10.2 In 2011 the Department for Transport announced it would not be taking it forward to full approval and therefore not financially supporting the project. Partners are currently considering options for the service, including reduced scale of improvements at each quay. The Scillonian will be life expired in 2014, with the current license expiring at the end of 2011.

3.10.3 A second important and reoccurring issue is the long term sustainability of air services, made even more important by the announcement about the Sea Link Project.

3.10.4 Consultation with key stakeholders throughout the course of this study revealed the long term sustainability of air services as a re-occurring issue for mainland connections (however, this is not forgetting the importance of the Sea Link Project. During these discussions the Sea Link Project was still being discussed between the Project Partners and the DfT and remained a real possibility).

3.10.5 For air services, the issues are as follows:

- The current configuration and infrastructure at the airport for aircraft and air services;
- The current facilities for passengers / handling of freight and the potential to improve the journey experience and ensure safety and security for passengers;
- The possibility of operating the airport on Sundays, to extend the range of visitor options.
- The long term viability of helicopter services (and flexibility that the current service provides alongside fixed wing services);
- Access to services on the mainland for residents. Particularly transport connections, health care, education and retail facilities which are currently accessible via helicopter services to / from Penzance.
- The potential for larger and or faster planes or helicopters to serve the airport in the longer term and the potential implications for infrastructure.

3.10.6 There are questions about whether the current mix of air services can continue, the implications should any cease operations and, in the long term, what mix of aircraft and airport facilities is required to ensure the Isles of Scilly retains the services which are so vital for the islands economy and lifeline services. There is a view that the demand for air services is ultimately influenced by the number of bed spaces on the islands

(2,750). During summer months the islands hotels and guest houses run at near capacity, therefore it is considered that there is only scope to attract more people during shoulder months or encourage more short breaks, although some hotels / guest houses restrict bookings to a minimum of one week. Ultimately, increasing the number of flyers could reduce the costs of travel and increase the day trip market by air travel.

3.10.7 The Airport operates with a 600 metre long and 23 metre wide main (asphalt) runway. There are starter extensions of 38 metres and 13 metres at either end. The main runway is crossed by a second runway of 523 metres, 287 metres of which is asphalt with the rest grass. There is apron space for three twin otter / islander planes and the helicopter. There are strict opening and closing hours due in part to the absence of a fourth air traffic controller (currently being trained) which can limit the potential for services to catch up on any delays due to weather. The Airport's operational hours are 0700 to 1900 for six days a week during seven months of the year and 0800 to 1700 (eight hours a day with an hour break in the middle of the day) during the off season months. Sunday services are currently prevented by existing planning consents and the availability of air traffic control cover.

3.10.8 Air services to and from the islands are run commercially with no public subsidy. The Airport levies charges on the operators as follows:

- Landing charges (relating to the weight of the aircraft). Landing charges are currently £8.89 per 1,000 kilos (1 tonne). Average weights are 3 tonnes for the Islander (charge £26.67 per landing), 6 tonnes for the Twin Otter (charge £53.33 per landing) and 10 tonnes for the Helicopter (charge £88.90 per landing).
- Passenger Load Supplement (charge per passenger carried). This is currently £5.30 per passenger. Assuming all aircraft are full, this would amount to £47.7 for a nine seater Islander and £100.70 for a 19 seater Otter / Helicopter.
- Freight charge, which is currently £0.13 per kilo of freight loaded / unloaded).

3.10.9 The Airport's figures show landing charges increased by 3% between 2008 and 2009, with Passenger Load Supplement increasing by 4% during the same period. In the 10 years between 1999 and 2009 landing charges rose 44% and Passenger Load Supplement rose by 8%. The table below shows the airport charges over the last 10 years.

Table 3.3 Airport Landing Charges over the last 10 years

	Landing Charge £ per 1,000 kilos	Passenger Load Supplement	Apron Handling	Freight £ per kilo
1999	6.15	4.89	0.348	0.034
2000	6.30	5.00	0.357	0.0348
2001	6.46	5.13	0.366	0.0357
2002	6.62	5.26	0.375	0.0366
2003	6.88	5.47	0.39	0.0381
2004	7.09	5.63	0.40	0.04
2005	7.45	5.91	0.42	0.0412
2006	7.97	6.32	0.44	0.044

2007	8.30	4.90		0.10
2008	8.63	5.10		0.12
2009	8.89	5.30		0.13

3.10.10 The Airport, which receives no subsidy from the Council, has been building a reserve (currently around £0.5million) towards future maintenance and repairs although it is understood that this would not be sufficient to pay for the resurfacing of the runways. Resurfacing, which is likely to cost several million pounds, will be required in the next few years.

3.10.11 The following table shows average return fares by mode, over the last 10 years.

Table 3.4 Average Return Fares (£) by Mode and by Year

Year	Islander	Otter	Helicopter
	Lands End	Newquay	Penzance
1999	92.00	99.00	94.00
2000	98.00	103.00	96.00
2001	98.00	104.00	98.00
2002	95.00	114.00	100.00
2003	103.00	120.00	117.00
2004	108.00	125.00	122.00
2005	115.00	130.00	130.00
2006	119.00	138.00	140.00
2007	125.00	145.00	152.00
2008	129.00	149.00	160.00
2009	140.00	165.00	170.00

3.10.12 Between 1999 and 2009, average return ticket costs for Skybus services rose 52% (for Islander from Lands End) and 66% (Twin Otter from Newquay) with Helicopter prices rising by 81% (from Penzance). Analysis of figures provided by the Airport show that average landing fees as a proportion of ticket prices has remained fairly stable for Skybus services between 1999 and 2009, but has reduced slightly for Helicopter services.

3.10.13 The **Helicopter** is reportedly the favoured mode of transport for residents, possibly because of the frequency and speed at which it can shuttle to and from the mainland. It provides competition with the Steamship Company services (boat and fixed wing plane) that is considered important for maintaining competitively priced options for mainland connections. A key benefit is being able to fly in difficult weather conditions, including high winds. Another benefit is that it does not need large areas for takeoff and landing. Because of the downwash effects on landing and takeoff, the helicopter tracks a 430 metre strip of grass (this is not an operational runway).

3.10.14 Some stakeholders expressed a concern about the age of the current helicopters and the perceived frequency that they are out of service, for maintenance, etc. BIH point out that the strict European Aviation Safety Agency requirements for maintenance can dictate the length of time it is out of service for maintenance / replacement of parts.

3.10.15 However, there are risks to the current service (to St Mary's and Tresco) in that British International Helicopters is looking to sell its Penzance facility. BIH say that a key issue has been the rising costs of operation to / from St Mary's, exacerbated by fewer passengers, the rising cost of fuel and higher landing and passenger charges.

3.10.16 The sale of Penzance Heliport was dependent on planning permission for retail development being secured. Cornwall Council voted in favour of the development at its Planning Committee in October 2011. A decision now needs to be made about whether the operation relocates close to St Erth or Newquay Airport. From Newquay the helicopter would have the same flight time as the Skybus air services but face higher costs, due to the extra payload of fuel required and reduced number of passengers that could be carried as a result of payload capacity limits. Alternatively, if and when the Penzance facility is disposed, the helicopter could be re-deployed elsewhere within the BIH business or sold. These issues have led to some concern about the future loss of the current services.

3.10.17 In the view of the Steamship Company, the current capacity offered by fixed wing aircraft would be sufficient to absorb the demand, should Helicopter services be withdrawn for any reason. However, the actual pattern of services that could be provided in place of the Helicopter would be influenced by operational issues such as the spread of demand, weather and routes.

3.10.18 A current issue for the operation of **Skybus services** is the configuration of the runways. It is felt that an improved cross wind runway would assist aircraft landing and taking off in higher winds and varying wind direction (a view expressed by a Skybus pilot). There are only a handful of occasions during the year when the winds prevent flying, although many other occasions when landing and takeoff is not impossible but would be greatly assisted by an improved cross wind runway. The direction considered most helpful is that area of grass strip followed by the helicopter, although this is only 420 metres long and is not an operational runway. Some ground reinforcement has taken place on the shorter, asphalt / grass runway in the area of immediate overrun although this could be extended to cover a larger area and help improve drainage. The Airport previously submitted a LAG funding application for £12,500 to address the problem areas but this was rejected as it did not meet the criteria for sustainable transport.

3.10.19 Technology aids might also improve the ability of the aircraft to meet CAA regulations for operating in difficult conditions and so improve the reliability and usability of the operation. It is understood technical improvements are being trialled in Scotland and could be further explored. Improvements such as Instrument Landing System could also be investigated, though this is very expensive (up to £4million for equipment which would be needed at each end of the runway) and would require additional land to be kept clear. In addition, new Runway End Safety Area (RESA) regulations mean that a strip of land at least 250 metres long would be required at each end of the runway should any work to upgrade the runway be undertaken. The current required distance is 90 metres.

3.10.20 For the longer term, a re-occurring issue for the Isles of Scilly is whether faster and or larger aircraft could serve the airport. This is partly driven by questions about the

longevity of the Twin Otter (19 seater), though it understood this aircraft is still in production and therefore long term replacements could be bought. It is also driven by issues over route options, carrying capacity and passenger comfort (the Twin Otter does not have a pressurised cabin) and service efficiency. Faster and or larger planes could change the economics of current services and potentially reduce costs. Skybus operates from Southampton, Bristol and Exeter as well as Newquay and although being able to fly direct is a draw for passengers, flight times and carrying capacity issues would affect the economics of routes from much further afield.

3.10.21 Clearly the discussion about aircraft type and size has implications for the infrastructure and support services required at the airport. A 50 seater Dash 7 STOL (Short Take Off and Landing) aircraft could be accommodated by the length of the runway, although these are no longer in production and are not widely available. In addition, the length of the runway would become a problem if the plane was fully laden. To overcome this, the starter extensions would need to be widened to be able to turn and make full use of the length of the runway to take off. A 35 seater Dash 8 STOL is in production, is a modern twin engine aircraft and widely available. However, CAA standards dictate that this would need a longer and wider runway (possibly up to 1,200 metres by 30 - 45 metres wide). Given that the current long runway is 600 metres, significant extension would be required. A feature of the runway is its 'hump' in the middle which may need to be levelled, to satisfy CAA requirements, in the event of any lengthening. To accommodate larger aircraft would also raise the status of the airport to the next level of CAA category, with implications for fire cover, apron space and associated costs. Difficult topography, substantial costs and likelihood of significant local opposition are also barriers.

3.10.22 Another factor for consideration is that during peak summer periods the islands operate at full tourist accommodation capacity and therefore there would be no need for additional air transport capacity unless it took trade from the boat service. However, larger and quicker planes would provide greater operational flexibility.

3.10.23 A further operational issue is that during longer summer days flying times are constrained by air traffic control staff constraints, although a fourth air traffic controller is currently being trained.

3.10.24 To assist consideration of these issues, some Stakeholders considered that a study should investigate, in greater detail, infrastructure options and costs, so that the possibilities can be meaningfully discussed. This might also investigate technology options to improve service reliability and the scope for increased air freight. However, this is outside the scope of this study.

3.10.25 Another important dimension to the air service debate is the facilities at the airport for air passengers. Both BIH and the Steamship Company raised issues about the size, nature and comfort of check in and waiting facilities. Originally built in the 1970s to serve four helicopter flights a day, it now handles up to 34 flights and 600 passengers a day. In 2009, the airport handled nearly 120,000 passenger movements from 5,685 flights. As a result the facilities can come under severe pressure during busy periods and particularly if there are flight delays which lead to passengers waiting for prolonged periods. It should also be remembered that for many, the airport at St Mary's is the first impression visitors get of the islands. Any future consideration of infrastructure requirements and costs of development at the airport will need to address this issue. These issues were considered by the Council recently. Rebuilding the waiting facilities could have knock on impacts for apron space and other essential airport operations such as fire cover.

3.11 SUMMARY OF KEY ISSUES

3.11.1 This section has reviewed the key issues for sustainable transport on the Isles of Scilly. A number of stakeholders were contacted through the course of the study and revealed a variety of views and opinions. The key issues can be summarised as follows:

- **Condition of Roads and Pavements:** A Coarse Visual Inspection has shown that conditions on St Mary's are generally good, although roads and footpaths in Hugh Town could be improved and there are areas at a local level where the road quality is poor. Patching and making good has been applied although there are some concerns about whether roads can continue to be maintained to current condition within budget levels. On the off-islands the nature and condition of roads varies considerably. The Duchy contributes to maintenance on St Agnes, Bryher and St Martin's. In places on these islands there are areas where the road surface is breaking up. On Tresco the roads are maintained by the Tresco Estate which leases from the Duchy. On St Agnes, Bryher and St Martins there is currently an informal arrangement whereby the Duchy fund materials and the residents undertake the work, although this may change in the future and alternative means of funding work will therefore need to be considered. There may be opportunities for improving road conditions, alongside the implementation of other projects.
- **Traffic Management and Public Realm:** The number of cars on St Mary's is perceived as an issue, leading to problems of parking, air quality and environment, particularly in Hugh Town. These effects are felt by residents and are increasingly being noticed by tourists (as seen through visitor survey responses). Hugh Street and Sally Port are problem areas for hauliers, particularly access to / from the quay, The Isles of Scilly Design Guide notes a neglect of public realm in Hugh Town and contains overarching principles where improvements can be undertaken.
- **On-island travel:** There are opportunities for doing more to encourage more sustainable transport, such as the redevelopment of the School and the fact that a large proportion of households do not have access to a car. There is an aspiration for some form of year round community transport (e.g. bus service), although this is not currently provided commercially due to a perceived lack of demand.
- **Inter-island transport links - Passengers:** A key issue for many stakeholders is the frequency and cost of passenger travel between the islands, particularly during off season months. This issue affects access to education, Social Services, shopping, medical care, leisure and commuting journeys alike. A key problem is that outside the tourism period, the demand for scheduled services goes down and, apart from the shopping trips, anyone wishing to travel must charter a 'special' boat. Several school boats are funded through the education budget and Social Services and other Council departments also spend money on boat travel. This could be better co-ordinated.
- **Inter-island transport links - Freight:** A key issue for the future is ensuring the continuity and cost effectiveness of inter-island freight services by ensuring there is planning for a replacement vessel and that costs and subsidies are minimised. Further understanding of these aspects is required. Without the operating profit provided by the mainland service the Steamship Company would need to reconsider the operation and pricing mechanism,

which will impact on off-island residents and businesses. In the future, there may be insufficient incentive for the mainland operator to operate the inter islands service or for a separate operator to do so.

- **Links to the mainland:** A key focus of attention in recent years has been the Sea Link Project. Partners are currently considering the position in light of the DfT announcement in 2011 and potential ways forward for the Sea Link. At the current time the outcome of this is uncertain. The long term sustainability of air services is another important and reoccurring issue. There is a risk to helicopter services at Penzance and issues about the long term configuration and adequacy of infrastructure (for both aircraft and passengers) at the airport on St Mary's. Any extension of the airport is likely to pose significant difficulties in terms of cost, technical feasibility and local opposition. Residents place considerable importance on the Helicopter service to and from Penzance which provides a service that the boat cannot without incurring an overnight stay on the mainland.

4 Framework Options

4.1 INTRODUCTION

4.1.1 This section describes a number of potential measures to address the key problems and issues identified in Section 3.

4.1.2 The potential measures are classified under three categories depending on how easy or radical they are considered to be. These are summarised in Section 4.9 below. An indication of cost and likely impact is given for each option where possible. Further work would be needed to refine costs and impacts should decision makers decide to pursue a particular measure. The categories are as follows:

- Short Term / Quick Win = measures that are relatively easy and or cheap to implement and could be implemented within 6 months from the adoption of this Framework and available resources.
- Medium Term / Significant Win = measures that are likely to bring additional benefits over and above the short term / quick win option. They are also likely to cost more and could be implemented within 12 months.
- Long Term / Radical = measures likely to have significant positive benefits but may be more controversial or expensive and therefore likely to be implemented over the longer term, once consensus has been achieved. These measures may also require an element of political will for delivery and could be implemented between 1 & 3 years.

4.2 DO NOTHING SCENARIO

4.2.1 Against these options the Council should weigh up the alternative of doing nothing. The consequences of doing nothing to promote sustainable travel are likely to be:

Condition of roads and pavements

- Deterioration of road conditions on all islands, with greater costs in future years;

Traffic Management and Public Realm

- Parking difficulties on St Mary's, particularly in and around Hugh Town;
- Worsening air quality and visitor perception;
- Minimal improvement in public realm. Potential for a holistic approach to assessment and improvement is lost.

On Island Travel

- Continued car ownership and use on St Mary's with consequent impacts on parking, maintenance costs, air quality and visitor perception.
- Risk to a number of strategies currently being pursued by the Council including the Community Strategy, Health and Well Being Strategy and Energy Strategy (as reviewed in Section 2). It could also undermine the local environment and economy.
- Continuing difficulties for freight / emergency vehicles to access the quay on St Mary's.

Inter-island travel – passengers

- Continuing barriers for residents to travel between islands (costs and frequency in winter months) and access jobs and vital services, including healthcare;

Inter-island travel – freight

- Uncertainty about the future of inter-island freight services with the need to replace the Lyonesse Lady at some point in the future. There is a risk that costs to residents and businesses will rise as a result of corrective action. Equally, there are potential costs of rising costs if there is no action, as the service will need to conform to changing legislation (e.g. transport of hazardous goods at sea).

Links to the mainland

- Continuing uncertainty about the long term future of connections to the mainland.

4.3 CONDITION OF ROADS AND PAVEMENTS

4.3.1 Given the results of the recent Coarse Visual Inspection, it is unlikely that further Government funding, substantially in excess of current levels, will be forthcoming. The available funding has allowed the key problem areas on St Mary's to be addressed through patching. In the long term the Council could face increasing costs of this repair and will therefore wish to consider more comprehensive surface treatments. The current budget of £63,000 a year must cover all issues including street lighting (and energy consumption) and road maintenance.

4.3.2 During the consultation process several issues were raised in connection with maintenance:

- White lining, which has reportedly worn away in places. Research from Manual for Streets has shown that a lack of lining in certain circumstances (e.g. centre lines) can encourage drivers to take a more cautious approach and hence reduce speeds. One approach would therefore be to deliberately not renew white lines in some locations, saving on costs of maintenance where safety would not be harmed.
- Maintenance of hedgerows, particularly where they overhang footpaths. The Council writes to landowners every year to remind them about their responsibility to keep hedges trimmed, where they adjoin the highway. Reminders are sent again through the year. Hedgerows which overhang footpaths are trimmed by the Council.
- Monitoring surface conditions (including new ways to report pot holes, etc). Although it was suggested that transport operators might have a role in keeping an eye on problem areas, in practice the Council have the resources to monitor problems. The key issue is how to make best use of the available budget.

4.3.3 The off-islands do not experience the same level of impact from vehicles although there are areas, particularly on St Agnes and Bryher that are showing significant wear that will need to be addressed. Further engagement with the Duchy

could be sought to identify opportunities for improvements. There would be benefits to establishing a more formal process for forward maintenance than has existed to date.

4.3.4 The options for improvements are to:

- Lever funding for maintenance as part of regeneration / public realm projects (for example the scheme being considered at Porthcressa and proposed Workspace project on St Agnes). Projects may be eligible for funding from a mix of sources.
- Take a holistic approach to road works by co-ordinating the installation and maintenance of services (e.g. water, waste, telecoms and sewage) and using opportunities to improve road condition, where practical. Develop a forward maintenance plan in consultation with utilities companies.
- Plan for remedial works post construction of new buildings / dwellings (e.g. new school site development). Request applications for any new development / redevelopment be accompanied by an impact assessment and, where appropriate, remedial works package.
- Look for opportunity, during resurfacing of the St Mary's Airport runway, to establish a one off exercise for the resurfacing of some roads. Localised problem areas should be targeted as a priority (e.g. by the Mermaid Inn). A discussion with DfT may be required to seek additional funding for this opportunity.
- Work with the Duchy to identify the needed improvements on the off-islands and a costed plan to implement. The plan will need to investigate the use of low cost, low technology and flexible solutions that can appropriately deal with light vehicle and low traffic volumes. The in-situ concrete road solution works well because it does not require elaborate equipment and can be laid with local resources. The two wheel strip approach requires even less material and cost. Concrete setts can be laid in two wheel strips or Grass Crete infilled with earth and grass. These have the advantage that they can be taken up and relayed if for example settlement or erosion occurs around them.
- A low cost, flexible and easy to install alternative would be a plastic paving grid of the type that is used in car parks, walkways and helicopter landing pads. The solution enables the ground to be stabilised, reducing erosion and providing a permeable surface. It is also light, enabling easy and cost effective transport to off-islands. It provides an economical and environmentally sustainable alternative to asphalt or paving solutions.
- Reduce the number of vehicles on each island by encouraging alternatives through the Strategic Transport Framework. There are a range of 'carrot and stick' measures that could be employed (see below). This would be an option to pursue over the long term as an integral part of the Strategic Transport Framework.
- Consider alternative approaches to funding off-island works, should the current informal arrangements whereby residents undertake the work themselves to keep costs down not continue. This may involve looking at some form of funding partnership between residents, Council and Duchy,



4.3.5 For the Strategic Transport Framework, 'carrot' measures include those to improve community transport, walking, cycling, travel planning and use lighter, less environmentally damaging vehicles (e.g. smaller electric vehicles / scooters). 'Stick' measures to discourage car ownership and use, for example the Council (or Duchy as landlord) could issue parking permits for on street parking or reduce the number of parking spaces available (providing space for walking, cycling, disabled parking and private hire vehicles instead).

4.4 TRAFFIC MANAGEMENT AND PUBLIC REALM

4.4.1 This issue relates predominantly to the number of vehicles in Hugh Town, but the principles may also apply to other areas of St Mary's where there are conflicts between walking / cycling and vehicles and or parking problems. Traffic calming options could be explored as a means to improve perceived safety and create an environment where walking and cycling is more attractive. **Appendix H** outlines the issues and options in greater detail.

4.4.2 Any schemes should follow the principles of the Isles of Scilly Design Guide and Cornwall and Scilly Urban Survey. Solutions must be based on low visual intrusion and use local materials in keeping with the surroundings.

4.4.3 The Council has developed a proposal for a 20mph zone, covering Hugh Town, in order to create a better environment for pedestrians and cyclists. The zone would be identified by signs and enforceable by the Police. This is subject to the approval of Council Members and a consultation period will be undertaken.

4.4.4 Further measures to improve the environment for pedestrians and cyclists and address parking problems (particularly on Hugh Street) whilst maintaining the flow of vehicles are:

- Traffic calming measures, where there are conflicts between pedestrians, cyclists and vehicles, including Hugh Street and Old Town Road, between Old Town and the new School site. For the latter this may involve a speed restriction in force during school arrival / departure times. Alternatively, physical measures to keep vehicle speeds low and assist pedestrian movements could be considered. Where any physical traffic calming measures are taken forward, they need to be designed in accordance with the Isles of Scilly Design Guide and Cornwall and Scilly Urban Survey.
- Widening footways (e.g. along Hugh Street) and improvements to crossing facilities for pedestrians, where possible.
- Designate / create new pedestrian and cycle routes or upgrade existing routes which are gravel / dirt track (balance needs against impact on the environment). For example, the link between Telegraph Road and the new School site could be upgraded to a shared use footway / cycleway link.
- Create shared surface treatments as an alternative to segregated provision, where there are conflicts between vehicles and walking / cycling. Shared surface treatments work best where they are in short lengths or form part of cul-de-sacs, the volume of vehicles is below 100 vehicles per hour and parking is or can be controlled or take place in designated areas. The Porthcressa development provides an opportunity to provide some shared surface treatments. There are a number of locations in Hugh Town where the

shared space approach could be considered (at 4.4.5). **Appendix H** outlines the issues, options (and potential locations) in more detail.

- Enhance cycle parking provision, by including shelters / covered areas at convenient locations (e.g. adjacent shops, Council Offices, beaches and quay, on the Parade).
- Enforcing existing parking restrictions in Hugh Town.
- Additional restrictions on Hugh Street (double yellow lines or enhanced waiting restrictions) to strike the balance between providing access to shops / banks etc for servicing and maintaining the route to / from the Quay. Another option would be to allow limited waiting and loading with spaces for disabled drivers / dial a ride bus, etc. A more formal arrangement could be established within Hugh Street square. Alternatively, a 'shared space' approach to street design may be considered, whereby there is a blanket ban on parking except in designated spaces marked by subtle design features. For residential areas there is potential for the Duchy to impose parking restrictions as part of leases on properties in key areas. Develop a holistic, heritage package approach. This means co-ordinating any traffic management improvements with planning for utilities / utility works and designing improvements in accordance with the Isles of Scilly Design Guide and Cornwall and Scilly Urban Survey. It may be possible to put services underground, for example.

4.4.5 Although many of the traffic issues could be overcome by enforcing parking restrictions, there are amenity, public realm and utilities management issues. The Council could consider a Traffic Management study of Hugh Town to include a review of these issues and the interaction with parking. The analysis would need to understand precisely how spaces work, what the traffic and pedestrian flows there are, what parking takes place, what other activities take place, what surface materials are in place and whether they could be retained or improved in line with the Design Guide and CSUS advice. It will also be necessary to establish what drainage and utilities are present. The drainage could be affected by changes in surface levels as could underground utilities to a lesser extent unless any surface levels are lowered. There may also be opportunities for undergrounding overhead cables.

4.4.6 Any traffic management schemes should refer to the Isles of Scilly Design Guide, Cornwall and Scilly Urban Survey and Manual for Streets (DfT, 2007). Important principles for the Isles of Scilly are:

- Street designs to provide for movement of pedestrians, cyclists and public transport (dial a ride / community bus / private hire vehicles) in first instance.
- Minimal street furniture, with street layouts to consider the needs of mobility impaired users (e.g. crossing points, kerbs, legibility, etc).
- Secure cycle stands to be provided in communal areas, preferably covered.
- Shared surface treatments to be sought as a solution in new developments and schemes in areas where there are likely to be conflicts between pedestrians and vehicles (particularly suitable for residential streets).
- Any traffic calming measures to be of low visual intrusion, with appropriate horizontal measures (e.g. deflection to slow speeds) explored in preference to vertical (e.g. speed humps) measures in the first instance.

-
- Maintaining vehicular access on the route from The Quay, Hugh Town, Hospital and Airport.
 - Retaining the character and appearance of the area, including soft verges, flowers and overhanging greenery.
 - Sufficient vehicle parking to be provided, with any on-street parking provided in a way which does not interfere with pedestrian / cycle routes or encourage parking to overhang pavements or obstruct pedestrian flow.
 - Use of local materials, with use of surface treatments set out in the Design Guide.
 - Minimal signing with any new signs located on existing street furniture. Simple, traditional black and white conservation signs are recommended by the Design Guide.

4.4.7 Potential locations for shared surface treatments, which would need to be the subject of a Traffic Management study, are:

- The square at Buzza Street, Porthcressa referred to as Porthcressa Square in the Porthcressa Masterplan.
- The junction of Silver Street and Porthcressa Road, Ingram's Opening, referred to as Town Hall Square in the Porthcressa Masterplan.
- Silver Street.
- The western end of the Parade.
- The junction of Hugh Street and Garrison Lane, including possibly the link to the western end of the Parade.
- The western end of Hugh Street, including the square.

4.5 ON-ISLAND TRAVEL

4.5.1 Key challenges are reducing the impact of vehicles for the islands' community, encouraging year round community transport and sustaining momentum. The following options could be pursued:

- Implementation of the Five Islands School Travel Plan, associated with the development of the new school. Consideration should be given to establishing targets for reducing the number of car trips to the school, leading towards the establishment of a 'no car' school. There may be a specific opportunity to upgrade the existing footpath to the new School site from Porthmellon. Creation of a new footpath from Old Town should be explored
- Promote sustainable travel options and events (e.g. island car free days) through different media (e.g. school visits, radio discussions, business award scheme).
- Promoting Travel Plans. The Council to act as a lead to encourage other employers including the School, Duchy and Hospital to develop sustainable travel strategies. The Council's Travel Plan to focus on home to work and home to school journeys. Consider the potential for an electric buggy (hire or purchase) to be bought by the Council instead of road vehicles to assist travel

(e.g. for Council or Health services) round the islands. Encourage a Travel Plan for the Swimming Pool to reduce the pressure of car parking.

- Encourage a culture of car sharing and hitching (latter may be viable for the islands as people know each other), for example by promoting as part of Travel Planning. Set up a car share database as part of the Council staff Travel Plan.
- Travel Plans to be promoted in new developments of over 4 dwellings, with consideration given to the costs of community transport / car clubs built into the rent rates of new housing to offer a mechanism for sustaining year round services.
- Discuss with Cornwall Council the opportunities for input into the Local Transport Plan, as a mechanism for sharing of best practice on sustainable transport and to open up a funding opportunity. The LTP3 to 2026 is being prepared for submission to DfT in April 2011.
- A community **Car Club** to remove the need for car ownership. Members of the Car Club pay for the use of the car when needed, thus getting the benefits of car use without the costs of ownership. 'Common Wheels' is a not-for-profit Community Interest Company who set up and run car clubs nationwide. Their preliminary view is that a Car Club could work well on the Isles of Scilly and on the mainland for residents to pick up a car at Penzance / Lands End / Newquay. It may be possible for the Council to fund the cost of a vehicle and basic booking system on the islands. Further discussion with Cornwall Council to explore a mainland connection scheme would be worthwhile. If an electric vehicle is purchased there may be synergies with the dial-a-ride scheme and opportunities for installation of charging points. See **Appendix E** for more information about Car Clubs.
- A year round **community bus** service. There are several options for how this might be delivered: Operator led (based on encouraging demand), Council Led (based on some subsidy) or Social Enterprise (an organisation run on a 'not for profit' basis with any surplus reinvested in the provision of the service). See **Appendix F** for more information.
- Provide financial support to community bus service on St Mary's during off peak periods (winter months). This could work by the Council identifying a schedule, route and basic vehicle requirements and seeking competitive tenders to operate on an operating deficit subsidy basis. It may be possible for the Council to fund the purchase of an appropriate vehicle (minibus / people carrier) to lease to the successful tenderer throughout the year. There may be synergies with the implementation of the school Travel Plan, for example anecdotal evidence from consultation responses suggests there may be demand for a home to school service. This will need further investigation through discussion between the School and Council.
- A **taxibus** service as a flexible and economic alternative to the community bus. The taxibus would be a small 'taxi' vehicle or number of vehicles which operate to a route and timetable like a bus, and charge bus equivalent fares. Alternatively the taxibus could be made 'demand responsive'; with booking system feeding information to the driver (they differ from 'private hire' by being able to combine trips). Using smaller vehicles would provide flexibility to

increase or decrease capacity according to the time of year. See **Appendix G** for more information.

- Consider a licensing mechanism to oversee community transport. This could cost up to £70,000 per annum (could also cover taxi licensing). Benefits would be the regulation of standards and eligibility to apply for Section 19 / 22 permits (for the Dial-a-Ride and Community Bus) and receive Bus Service Operators Grant and Concessionary Fare support for Community Transport. It is possible that resource could be shared with Cornwall Council to minimise costs.
- Nomination of person or persons responsible for overseeing implementation of the Strategic Transport Framework. This role may be given to existing members of Council staff with the appropriate responsibility and remit to take forward the Strategic Transport Framework. A suggested list of tasks is included below. Some of these are very ‘hands-on’, for example coordinating inter-island boat travel.
- Upgrading facilities to provide sheltered cycle parking, where appropriate (e.g. in the Parade and at the Council offices).
- Undertake a detailed travel survey of residents to understand more about travel patterns and the opportunities for more sustainable travel on the islands (beyond the scope of this study). The survey should seek to understand current travel patterns (destinations / frequencies), patterns of car ownership and use, preferred methods of travel, barriers (real and perceived) to walking and cycling, demand for community transport, attitudes to inter-island travel, links to the mainland and onward connections.

4.5.2 Table 4.1 outlines the costs, benefits and implementation of year round community transport in more detail.

Table 4.1 Options for Year Round Sustainable Travel

Scheme	Indicative Cost	Benefits	Implementation
Year Round Community Bus operating on fixed or flexible route to known timetable.	<p>Vehicle purchase cost: £25k (diesel 15 - 17 seater minibus).</p> <p>Total costs to run £30k per annum (includes vehicle purchase, driver, maintenance, fuel, admin).</p>	<p>Year round operation to complement Dial-a-Ride by providing access to services for all residents, removing need for many car trips.</p> <p>Possible use for school runs.</p> <p>Costs offset by revenues. Current community bus attracts 20,000 passenger trips per annum.</p>	<p>Council buys vehicle and tenders year round service, specifying route and minimum frequency with tender awarded on lowest cost basis.</p> <p>Operator free to use vehicle outside specified times OR Council supports current service during winter months.</p>

Taxibus (as alternative to Community Bus scheme)	<p>Vehicle Purchase Cost: £20k (diesel 5-8 seater people carrier)</p> <p>Total costs to run circa £30k per annum (includes vehicle purchase, driver, maintenance, fuel, admin / booking).</p>	<p>Flexible and economic transport as alternative to Community Bus. Can operate to a fixed route charging 'bus equivalent' fares. Can be used as a taxi outside core times.</p> <p>Costs offset by revenues. Current community bus attracts 20,000 passenger trips per annum.</p>	<p>Council buys vehicle (s) and tenders year round service, specifying route and minimum frequency with tender awarded on lowest cost basis. Operator free to use vehicle outside specified times</p> <p>Using a number of smaller vehicles could provide greater flexibility than a single Community bus.</p>
Car Club	<p>£20k - £25k for purchase of electric vehicle and £7k - £8k for a charging point. Running costs will include booking system and ongoing management. Experience from elsewhere suggests ongoing staff time will be required to promote and manage the car club.</p>	<p>Residents have use of a car without costs of ownership.</p> <p>Evidence suggests Car Club can reduce car ownership levels and complement public transport services.</p> <p>Potential for scheme to be self financing.</p> <p>Overall car usage expected to reduce.</p>	<p>Discussion with car club operators once business case developed. Car clubs can be run in a variety of ways from a simple commercial operation to a charity basis.</p>

4.5.3 A key challenge facing the Council in developing and delivering the Strategic Transport Framework is to enhance the co-ordination of travel plan measures and continue momentum. One option is to nominate an officer or officers within the Council to be responsible for implementing the key measures. The responsibilities for co-ordinating efforts might be divided as follows:

AONB Climate Change

- Providing information on sustainable travel options, through an improved website and island wide events such as 'car free days';
- Organising island wide events such as car free days and promotional or educational event at the school;
- Promoting travel plans and safe routes to school; and
- Undertaking travel surveys to understand patterns of trip making, which could be used to support the business case for sustainable transport interventions. The survey might also include a review of car ownership / use.

Planning and Economic Development

- Advising on the implications of new development and ways to build in sustainable travel options;
- Implementing measures to improve round island transport (St Mary's). Electric car club, tendered minibus are options; and
- Developing a travel plan network covering off-island communities.

Technical Services

- Liaising with highways over highway / footpath improvements;
- Implementing improved cycle parking for community / Council staff; and
- Implementing measures to improve inter-island transport, including overseeing of any tendered services / service support provided for winter months.

4.6 INTER-ISLAND PASSENGER LINKS

4.6.1 Assisting the provision of year round inter-island passenger and freight services, supporting the needs of the community, has arisen as a specific aim of the Strategic Transport Framework which stakeholders wish to see developed going forward.

4.6.2 For passenger services the options are:

- To nominate a suitable individual in the Council to handle all bookings with boatmen and encourage 'boat sharing'. Encourage staff to plan trips in advance, being flexible over times / dates of travel in order to maximise use of boat services.
- Establish a Council boat share database to assist bookings. Extend to residents to be able to identify opportunities for sharing and boat operators to see when demand exists. This could maximise demands for boat operators and provide greater certainty of times / likely costs for residents.
- Establish a website for disseminating information about boat times to all off-islands similar to that already in place for St Agnes. This would be capable of being updated in real time so that passengers have the latest information about services and times.
- Negotiate the provision of boat services to meet the needs of Council staff and educational services. This could be a role for a nominated individual (see 4.5.3).
- Support basic service pattern (i.e. for daily return trips between each off-island and St Mary's) during winter months. This could involve a more formal, tendered arrangement. Tenders let on basis of cost / service offered. Council to specify two priced options: 1) Operator to provide boat 2) Council to provide boat. For the second priced option, boat operators would be able to use the boat at other times.
- An alternative option would be for the Council to trial the provision of a standard service to each off island over a sufficiently long period to see whether regular trips could be encouraged. For trips to St Agnes it may be possible to negotiate with St Agnes Boating. The Medical Launch

Trust operator is, under the terms of the contract, free to provide other services (the current operator owns his own boat). There could be an impact on local employment of providing a Council boat.

- The Council to buy a boat, establish a basic social service and tender the operation (option for the long term). The consultation revealed concern that this option would impact on the viability of existing commercial services and lead to the loss of employed staff.

4.6.3 For the off islands the tides will influence the schedule. Weather is also a major factor in when and how services are run.

4.6.4 The required level of service is likely to include weekday trips to allow Council and school business to be undertaken. A discussion with boat operator(s) would be needed to establish a feasible schedule. The idea of establishing a regular service and fixed fare would be to allow people to travel more regularly.

4.6.5 To initiate a tender process, one option for the Council would be to assess passenger demands (from records or from a trial over a 12 month period) and develop a basic service requirement in terms of the number, frequency and times of boats to each island.

4.6.6 A possible way forward for the Council would be:

- Establish a timetable (a discussion with St Agnes Boating is suggested);
- Review costs and determine funding potential (from Council resources); Commission trial operation (suggest St Agnes Boating);
- Underwrite the costs of a special, so that users pay a fixed rate cost which is deducted from the Council's bill; and
- (If successful) tender services by route.

4.6.7 The specified services could form the basis of a social weekday service for the off-island communities during winter months. For this to work, an important feature of the operation would be that boat operators could accept other (non Council) passengers at scheduled charge. This would maximise demand for services and revenue from passengers.

4.7 INTER-ISLAND FREIGHT LINKS

4.7.1 For freight services, the options are:

- Leave the provision of inter-island freight as an independent activity provided by the private sector with some subsidy. However, this would not deal with the future replacement of the vessel, nor issues with the service such as the refrigeration of goods, timetable / schedule. A discussion with the Steamship Company is required to understand the life of the Lyonesse Lady and plans for its replacement, although this may change the economics of the service and charges levied.
- A partnership approach to safeguarding and improving services to the off-islands. A review is needed to determine what service is required and how it could be provided, in light of continuing uncertainty over the Sea Link Project. The route partnership would need to involve the Council of the Isles of Scilly, Duchy, Tresco Estate and off-island councillors and

residents alongside the Steamship Company as current operator and owner of the Lyonesse Lady. Focussing on the route, the idea would be to secure the future replacement of the current Vessel in light of the services required. This may be possible through encouraging the Steamship Company to invest in a replacement (discussion required). Another option would be for funding to be sought through Prudential borrowing and a service pattern opened to tender. Consideration of future vessels should factor in the transport of hazardous goods at sea (e.g. waste) in case new legislation causes issues for the operation of services.

4.8 LINKS TO THE MAINLAND

4.8.1 The Sea Link Project Partners are currently considering options for the sea link, in light of the announcements made by DfT in 2011 not to financially support the Major Scheme Bid. The Scillonian will be life expired in 2014 and the current license expires at the end of 2011.

4.8.2 This study has considered the long term sustainability of air services. Options for maintaining air services, which provide residents with lifeline services as well as bringing in tourists, are as follows:

- To continue support for the Air Traffic Control capability.
- Plan for the re-surfacing of the runway in the next few years.
- Upgrade the airport's passenger facilities, including check in, security, waiting facilities and baggage handling.
- Commission a study to future proof the airport and air services, covering airport infrastructure and aircraft types that could serve the airport.

4.8.3 The study should cover:

- The types of planes that could serve the airport in its current form, the future of those aircraft (for example, are they in production now and likely to remain so) and potential carriers.
- Adequacy of airport facilities including runways, Air Traffic Control, passenger waiting facilities, baggage / freight handling.
- Options to improve the infrastructure to accommodate larger and faster aircraft.
- Links with Newquay Airport and how lessons can be learnt from its management and funding.

4.8.4 Consultation with the CAA identified three inter-related issues to consider when determining adequacy of infrastructure:

- Runway width, determined by wingspan and under-carriage spacing;
- PCN (Pavement Classification Number) rating, which is a measure of the strength of the runway surface to accommodate aircraft. An aircraft's Maximum Takeoff Weight (MTOW) will need to be considered against the PCN; and
- Runway length needed, which depends on the aircraft's performance and weight.

4.8.5 The following table, compiled in consultation with the CAA, shows the likely infrastructure requirements of different aircraft.

Aircraft Type	Wingspan metres	MTOW (KG)	Seat Capacity	Infrastructure Requirements		
				Takeoff distance needed at MTOW - metres	Runway Width needed - metres	Additional requirements
Twin Otter STOL (current)	15	5,670	19	600	23 - 30	
De Havilland Dash 7 STOL	28	18,600	50	915	23-30	Larger apron space. Additional fire cover. May need to widen start extensions.
Bombardier Dash 8	25	16,460	37 / 39	1,200	30-45	Larger apron space. Additional fire cover
Embraer 120	20	12,000	30	1,200	23-30	Larger apron space. Additional fire cover
Dornia 328	21	13,900	30	1,200	23-30	Larger apron space. Additional fire cover

MTOW = Maximum Takeoff Weight

4.8.6 The table demonstrates that, in general terms, the next level of turbo prop aircraft in terms of size and seating capacity will need a significantly longer and wider runway. Takeoff weights determine the actual distances required. To take the Dash 8 for example, it is likely that the runway would need to be widened and lengthened considerably, which will pose significant technical and cost issues for St Mary's airport. There may be some Short Takeoff and Landing (STOL) versions of aircraft which require less space, although further investigation would be needed to identify if these aircraft were available. It would also be important to ensure aircraft were still in production or at least had a guaranteed shelf life for parts. Whilst able to discuss the likely performance of different aircraft, the CAA were clear that it is the responsibility of the user of the airfield to determine what type of aircraft can safely use the airfield to ensure compliance with the CAA licence.

4.9 SUMMARY

Condition of roads and pavements		
Short Term / Quick Win	Medium Term / Significant Win	Long Term / Radical
Take a holistic approach to road works by co-ordinating the installation and maintenance of services	Lever funding for maintenance as part of regeneration / public realm projects	Look for opportunity, during resurfacing of the St Mary's Airport runway, to undertake a one off exercise of surfacing some roads (suggest those in Hugh Town as priority candidates)
Request applications for any new development / redevelopment be accompanied by an impact assessment and, where appropriate, remedial works package	Council, Duchy and residents to review the options for funding forward maintenance of off-island roads, should the current informal arrangements involving residents' contribution in kind (through labour) not continue and some form of more formal funding partnership be required.	Reduce number of vehicles / vehicle trips and therefore deterioration by: providing alternatives and encouraging residents to reduce car usage discouraging car ownership by introducing measures such as reduced car parking
	Use of low cost, low technology and flexible solutions for road surfacing – concrete, grass crete in two wheel setts or plastic paving solution.	
Traffic management and public realm		
Short Term / Quick Win	Medium Term / Significant Win	Long Term / Radical
Commission a Traffic Management study of Hugh Town to include a review of parking, pedestrian and cycle amenity, public realm and utilities management.	Use opportunity of Porthcressa development to apply principles of Design Guide, Cornwall and Scilly Urban Survey and Manual for Streets.	Restrict parking on Hugh Street to ease movement and flow of vehicles to / from the quay.
Develop a holistic, heritage package approach to improvements. This means co-ordinating with utilities works and plans for road surfacing.	Implement shared surface solutions for streets in Hugh Town, including those identified at 4.4.7 above.	
	Designate new pedestrian / cycle routes or upgrade existing routes to shared use (e.g. the link between Telegraph Road and the new School site).	

	Widen footways (e.g. along Hugh Street) and improvements to crossing facilities.	
	Traffic calming measures to reduce potential conflicts, for example between on Old Town Road between Old Town and the new school site.	
	Consider 20mph areas to reduce conflicts.	
On island travel		
Short Term / Quick Win	Medium Term / Significant Win	Long Term / Radical
Promote sustainable travel options and events such as 'car free' days.	Allocate tasks for implementing the Strategic Transport Framework to Council staff (nominate teams and individuals responsible).	Allocate regular resources to promote and implement sustainable travel initiatives. Fund to hold events, run surveys and upgrade facilities to assist non car modes of travel.
Encourage cycling by upgrade existing community cycle parking (e.g. in Hugh Town) with shelters. Provide lockers at workplaces (e.g. Council offices).	Install secure, covered cycle parking at new community facilities (e.g. new school, swimming pool).	Community cycle scheme. Pool bikes. Create dedicated cycle routes.
Implement School Travel Plan for new school site planned for St Mary's. Council to act as lead to encourage other employers to develop Travel Plans. Develop Travel Plan for Swimming Pool to address parking issues.	Council to take lead on Travel Planning. Upgrade Travel Plan for new school site to commit to more ambitious targets for reducing the number of solo car trips to the school	Upgrade Travel Plan for new school site to remove parking spaces altogether and or install operational need only. Pursue policy of 100% non car mode of travel for 'usual' journey to school – staff and children. Community transport to be available for school travel.
Identify the business case for year round community transport. Explore potential for car club with operators / Cornwall Council Undertake travel questionnaire for residents to identify travel patterns	Support a year round community bus (possibly taxi bus). Options include providing an appropriate vehicle, specifying service requirements and tendering. Could operate school run as well. Service could be run by Council or given to existing transport operator to run (contract could be tendered to get best value). Implement community Car Club, possibly using an electric vehicle. See below / Appendix E for details.	Community transport option plus demand management to discourage ownership and use of private cars (e.g. on street parking charges / residential permits / import tax for cars).

	Consider licensing mechanism to oversee / support community transport.	
Improve parking enforcement. Notify users of boat arrival times to avoid parking on Hugh Street during busy periods.	Allocate priority parking for mobility impaired, private hire, bus services, and haulage vehicles. Double yellow Hugh Street (currently single).	Use parking permit or vehicle permit system to monitor number of vehicles on the road and control / discourage car ownership.
Travel Plans to be requested for any new developments of over 4 dwellings.	Build in costs of community transport into rent rates for new housing.	Over time switch to electric powered vehicles allied with more sustainable electricity supplies in the future.
Inter-island Passenger Links		
Short Term / Quick Win	Medium Term / Significant Win	Long Term / Radical
Council and / or Community 'boat share' database to identify opportunities for sharing 'special charters'. Regular journeys by educational authorities, Council employees.	Council to record use of special boats and nominate single person for organising bookings and encouraging sharing of services.	Implement remote working locations on each off island.
Negotiate the provision of boat services to meet the needs of Council staff. Develop a website for disseminating information on inter-island boat services.	Upgrade ICT connection facilities on off-islands to reduce the need to travel. This could include "Go to" computer meeting facilities for remote working locations.	Encourage operators to charge more during winter months to offset cost / frequency of services during winter months.
Off-island Quayside information boards displaying next scheduled boat service or opportunity to register demand for 'special' (provide more certainty for users and info for boatmen)	Council to specify basic service pattern to each off-island through winter months and tender services. Condition that boatmen can take other passengers at standard schedule charge.	
Boat service information for visitors and residents indicating service patterns, times, contact details for boat operators (nothing available at present).	Trial provision of standard service to each off island	
Inter-island Freight Links		
Short Term / Quick Win	Medium Term / Significant Win	Long Term / Radical
Continue subsidy. Leave as independent activity with some support from public sector. Need discussion with Steamship Company about future replacement of Vessel.	Establish Partnership to consider issues. Discussion with Steamship Company on implications on costs / service patterns.	Partnership approach to safeguarding and improving services. Procure new boat and tender services.

Supporting links to the mainland		
Short Term / Quick Win	Medium Term / Significant Win	Long Term / Radical
Continue support for Air Traffic Control capability.	Extend operational hours (including Sunday operations) to maximise flexibility for air services. Train own traffic controllers (cost implications).	Airport departure tax for passengers to contribute to upgrade of facilities (£5 per pax journey @ 100,000 pax year = £0.5m a year)
Resurfacing of existing runways to safeguard current operations.	Reinforce additional grass area of existing short runway to improve ground stability and drainage OR undertake surfacing of this runway (NB May be beneficial in the event that fixed wing services increase).	Upgrade airport facilities to accommodate larger / faster aircraft (study dependent).
Commission Study to future proof the airport and air services (including potential for more air freight).	Upgrade airport facilities for passengers and baggage handling.	

5 Funding Issues and Opportunities

5.1 INTRODUCTION

5.1.1 This section identifies current and future funding streams for transport, relevant to deliver the options identified in Section 4.

5.2 CURRENT FUNDING FOR TRANSPORT

MAINTENANCE

5.2.1 The Council receives circa £50,000 annually from the DfT to maintain roads on St Mary's. A recent one off grant of around £50,000 was used to complete a Course Visual Inspection of road condition on St Mary's and undertake patching repairs.

CONCESSIONARY FARES

5.2.2 The Council receives £50,000 annually from the DfT as additional grant³ for the concessionary fare scheme, which can be used to support residents' passes for mainland services. Funding for pre-existing elements of the concession continues to be provided through Formula Grant. This funding, for the 2010/11 financial year, is to support:

- The statutory concession scheme, which permits free travel for over 60s after 0930 on all local bus services (those registered by the Traffic Commissioner).
- Discretionary concessions, in other words those which the local authority decide to offer over and above the statutory minimum concession, such as travel before 0930, travel on other modes or travel for other groups of concessionaires. For example, the Isles of Scilly support boat travel between off-islands and St Mary's (each eligible residents receives 52 passes per year).

5.2.3 To date, 387 passes have been issued to residents (650 people are aged 60 or over) for use on the mainland (statutory concession). Those who live on Treco, Bryher, St Martin's and St Agnes receive 52 single fare journeys to use on scheduled boat services to / from St Mary's (discretionary concession). Concessionary fare support will also be available for residents using the dial-a-ride, when operational. Unfortunately, any future funding for the islands through the Concessionary fare scheme is under review and may not be available in future.

RDPE / LOCAL ACTION GROUP

5.2.4 The LAG has been successful in securing RDPE funds for access to services, which equates to £153,000 for sustainable transport to 2013. Part of this is contributing to the dial-a-ride service and some funding has been used to support a marine fuel project.

AIRPORT

5.2.5 The airport levies landing and passenger charges from operators, based on:

- A landing charge per metric tonne;
- Passenger Load Supplement; and

³ Part of the extra given to authorities to reflect change brought about by the Concessionary Bus Travel Act 2007 for free off-peak travel on local buses for those of eligible age and eligible disabled people.

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- Charges for handling of freight.

5.2.6 Total revenues received by the airport amount to around £1million a year, which contributes to the running of the airport. No subsidy is paid from Council resources. Reserves are being built up for the eventual resurfacing of the runway. The current reserve amounts to around £500,000. The cost of resurfacing runways could be in excess of £1million.

OTHER FUNDING SOURCES

5.2.7 The Duchy has, in the past, spent £5,000 - £10,000 on maintaining off-island roads on St Agnes, Bryher and St Martins, although this is been provided on an informal agreement with residents to carry out the patching repairs.

5.3 FUNDING OPPORTUNITIES

RDPE

5.3.1 There is potential to use RDPE 'access to services' funding, up to 2013, for some of the sustainable travel options put forward as part of this study. To be eligible schemes must support basic services, village renewal or be linked to business enterprise. Schemes must also meet the requirements of the local development strategy, which emphasises sustainable transport.

5.3.2 The South West RDA approval for individual projects will be required. Options such a community car club could sit well within this agenda, particularly if an electric vehicle was used. Investment in car club infrastructure could be justified as its purpose would be to provide residents with access to jobs and services. There is potential synergy with the Dial-a-Ride project and funding support for charging points (infrastructure) may be favourably considered.

LOCAL TRANSPORT PLAN

5.3.3 Although the Council of the Isles of Scilly is responsible for highways and transportation, a Local Transport Plan (LTP) is not required (a consequence of the Isles of Scilly not being included in the 1985 Transport Act) and therefore no formal mechanism exists for securing funding for transport schemes. Local Transport Authorities have recently developed the next round of the LTP, known as LTP3. The Cornwall LTP is known as Connecting Cornwall 2030. Although previously five year strategy documents, the latest LTP guidance leaves the time coverage for LTPs up to authorities. Cornwall Council's LTP3 looks at a longer term strategy to 2030 to fit with the longer term aspirations of the Local Development Framework and planning issues. Joint work with Cornwall Council could be of value, given the obvious synergies with mainland connections (air and sea). Although the Sea Link Project has not supported by the DfT, the stated objectives of the Cornwall LTP is to protect and improve connectivity between Cornwall and the Isles of Scilly and improve access to jobs and services. There may be potential for joint funding bids in future years.

5.3.4 Any funding which could be sought through with Cornwall is likely to be fairly small scale for the Isles of Scilly. LTP funds are 'capital' based, meaning they tend to be directed towards infrastructure improvements and or physical interventions as opposed to, for example, supporting bus revenue. However, funding for smarter choices to support the local authority's objectives is also possible. Funding could be used to support measures for:

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- Making the Isles of Scilly an exemplar sustainable community, with knock on impacts for tourism and residents travel on the mainland;
 - Promote smarter choices options, including school and workplace travel plans, personal travel planning, teleconferencing, teleworking, etc;
 - Improve public transport and overall levels of accessibility;
 - Improve walking, cycling and public transport access to key services and reduce carbon emissions;
 - Enhance streetscape design; and
 - Improve signing, travel information, ticketing and ease of interchange.

GOVERNMENT INITIATIVES (E.G. PLUGGED IN PLACES)

5.3.5 'Plugged-In Places' is a DfT initiative, launched in November 2009, to create a critical mass of infrastructure for electric vehicles in up to six cities or regions in the UK. The lessons learned from these cities or regions will be used to inform the future development of a national recharging infrastructure. Seed funding, worth up to £30 million, will be made available to consortia made of local authorities, businesses, electricity distributors and suppliers, and other organisations like the Regional Development Agencies. This funding will support installation of various types of recharging infrastructure on-street and in local authority, work, retail and leisure facility car parks. The funds will be made available in two phases, with a second opportunity to bid in June 2010.

5.3.6 Consortia will need to show how their plans fit in with other Government objectives, like improving local air quality, and create local incentives to further encourage the uptake of electric vehicles. Cornwall Council submitted a bid under the previous round and, if successful, would be looking to develop a scheme. A joint application with the Isles of Scilly, taking advantage of current plans for an electric dial-a-ride and electric car club as put forward by this study, could demonstrate synergies and make a strong proposal, especially within the context of a Strategic Transport Framework for the Isles of Scilly.

CONVERGENCE FUNDING THROUGH THE SIF

5.3.7 The Convergence Programme for Cornwall and the Isles of Scilly Operational Programme 2007 -2013 is a European Regional Development Fund (ERDF) Programme and the only Convergence Programme in England.

5.3.8 Convergence for Cornwall and the Isles of Scilly is worth EU 458m over the lifetime of the Programme, divided by five Priorities:

- 1 Innovation and Research and Development (Eu105m)
- 2 Enterprise and Investment (EU130m)
- 3 Transformational Infrastructure (Eu105m)
- 4 Unlocking the Economic Potential of Place (EU 100m)
- 5 Technical Assistance (for running the Programme) (EU 18m)

5.3.9 The Programme objective is to establish the momentum for transforming the economy to a high value added economy where knowledge, environment and quality of life underpin sustainable economic growth.

5.3.10 The Isles of Scilly can access funds from the entire programme but is one of the seven named areas in Priority 4 and has, alongside Penzance, developed a Strategic Investment Framework (SIF) which will potentially fund projects such as Porthcressa. This is also the priority which will potentially fund the harbour improvements in Penzance and St Mary's matched with the DfT RFA funds.

5.3.11 Roads and transport infrastructure (Lisbon codes 23, 24, 25 and 28) are allowed in priority 4. There is a code for airports (29) under Priority 3. This has been limited to Newquay Airport and although this Priority is very oversubscribed an argument for including St Mary's, which would probably be supported by Cornwall Council, could be made to open discussions with the DCLG. An argument could also be made for opening this code in either priority 2 or 4 to access funds elsewhere in the Programme.

5.3.12 The timescales for Convergence funding are that the preparation work has to be completed by 2013 for implementation by 2015.

SECTION 106 AGREEMENTS

5.3.13 There will only be limited opportunities, in association with development / redevelopment, to seek contributions towards sustainable transport measures as part of new schemes. However, where possible it would be desirable to negotiate specific items such as cycle parking facilities, footway / cycleway links (where appropriate), space for a car club etc. It might also be possible to seek financial contributions to community transport schemes or car clubs, particularly where there is potential for schemes to have low or zero parking and hence a residual travel demand that needs to be managed. In addition, rental rates could be designed to build in a contribution towards community transport / car clubs.

5.4 SUMMARY

5.4.1 There are a number of existing and potential funding sources which could be explored to support the development of the Strategic Transport Framework. Particular opportunities exist to:

- Seek funding support under RDPE 'access to services' funding up to 2013. Projects must demonstrate they support access to basic services and fit with the local development strategy.
- Discuss with Cornwall Council the potential for joined up actions where there are overlapping agendas. As well as being a mechanism to share best practice, there might also be a source of some funds, albeit small scale, to support smarter choices initiatives.
- Take advantage of 'Plugged in Places' as a specific Government initiative to provide charging points for electric vehicles, which could complement progression of several sustainable transport initiatives. Further discussion with Cornwall Council would be required to develop the opportunities, as a funding bid has already been submitted.

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- Explore the use of Convergence funding for infrastructure improvements under Priorities 2 and 4 of the Programme to 2013. Road, highway and Airport infrastructure could be candidates for Convergence funds.

6 Conclusions and Action Plan

6.1 INTRODUCTION

6.1.1 Promoting sustainable transport will be essential for the future of the Isles of Scilly. It is key in supporting communities, promoting health and well being, reducing consumption of fossil fuels, protecting the environment and supporting the economy. Sustainable transport is particularly relevant to the Isles of Scilly given the special nature of the environment, which is also a key driver for the tourism that sustains the economy.

6.1.2 Sustainable transport for the Isles of Scilly means:

- Reducing / minimising the amount of travel required, especially by private car;
- Where travel is required, minimising the fossil fuel energy used;
- Providing year round, reliable transport services at an acceptable cost;
- Transport which respects the environmental credentials of the islands; and
- Transport which supports tourism and the economy of the islands.

6.1.3 The conclusions and actions have been informed by a review of the policy background, extensive consultation, including a Stakeholder Workshop held on 01 March 2010, analysis of the key issues arising and subsequent consultations undertaken by the Council during 2010 and 2011. The conclusions are outlined below, structured against the key themes of the study.

6.2 ACTION PLAN

Conclusion	Action	Timescale
Condition of roads and pavements		
A forward maintenance plan is required to improve roads on the off-islands. Use potential for leveraging funding as part of other regeneration projects, where possible. Regular monitoring and review of maintenance plans	Duchy, residents and Council to consider options for forward maintenance of off-islands. Options include setting a forward maintenance plan with a more formal arrangement for financial contributions from the Duchy and residents. Liaise with the Tourism Partnership and AONB to identify opportunities for improving way marking for tourists.	Short term (end of year)
A long term approach is required to improve the condition of roads and pavements on St Mary's, particularly Hugh Town. Plan for utilities improvements to the public realm and road maintenance in one strategy. Need to ensure reinstatement of roads after major construction works (e.g. new school development).	Develop re-surfacing plan for roads based on next resurfacing of St Mary's Airport runway. Localised problem areas in Hugh Town to be a priority. Plan to ensure any necessary utilities works are undertaken first and embargo for set period after resurfacing.	Medium – long term (implementation) Short term Maintenance Plan alongside public realm study
Traffic Management and Public Realm		
Further analysis of parking, pedestrian	Commission a Traffic Management study	Short term (end of

Conclusion	Action	Timescale
and cycle amenity, public realm and utilities management is required in Hugh Town to address key issues. A number of locations for a potential 'shared use' approach have been identified. A holistic 'heritage package' approach is needed to improving the public realm, which should also factor in utilities works and opportunities for improving road surface treatments.	of Hugh Town to focus on the locations identified in 4. A brief for a study is included in Appendix H. The analysis needs to understand precisely how the spaces work, what the traffic and pedestrian flows there are, what parking takes place, what other activities take place, what surface materials are in place and whether they could be retained or improved in line with the Design Guide and CSUS advice.	year).
Build on the opportunities for encouraging more walking and cycling to the new school site and improve pedestrian / cycle amenity.	Implement traffic calming measures (pedestrian build outs) to improve amenity for pedestrians and cyclists and reduce potential conflicts with vehicles on Old Town Road (between Old Town and the new school site).	Short – medium term alongside implementation of new school.
On-island Transport		
Build on the opportunities for encouraging more walking and cycling to the new school site (beyond measures included in School Travel Plan).	Implement an upgrade to the footpath between the new school site and Porthmellon. Prepare design drawings and cost estimate.	Short – medium term (alongside implementation of new school).
Ensure continuity of Strategic Transport Framework, given its relevance to a range of Council strategies.	Nominate responsibilities / tasks to existing staff within the Council as set out in Section 4.	Short term (end of year)
Promote Travel Planning to reduce the impact of vehicles on the islands community. Encourage walking, cycling, car sharing and community transport.	<p>Council to take the lead in Travel Planning. Develop a Travel Plan for Council staff to encourage walking, cycling, car sharing / hitching and community transport. Encourage other organisations to develop Travel Plans, including the Duchy, Hospital and hauliers. Investigate potential for purchase of electric buggy to assist travel round St Mary's (e.g. Health / Council services).</p> <p>Implement 5 Island School Travel Plan alongside development of new school site (including walking buses and measures to encourage cycling). Aspire to have a no car school.</p> <p>Council to promote sustainable transport options and events.</p> <p>Seek Travel Plans as a condition for any</p>	<p>Short term (end of year)</p> <p>Short – medium term (alongside implementation of new school).</p> <p>On-going</p> <p>Immediate Policy</p>

Conclusion	Action	Timescale
	<p>new developments (over 4 dwellings).</p> <p>Develop Travel Plan for Swimming Pool to address parking issues.</p>	
Explore potential for joint working with Cornwall Council to make best use of investments and share best practice.	<p>Discussion with Cornwall Council about implementation of LTP3 and continuing engagement.</p> <p>Explore potential for joint Car Club scheme (involve Common Wheels) and specific opportunities such as a 'Plugged in Places' grant.</p>	Short term (end of year)
Bring together opportunities to support year round community transport. RDPE funding could be used to support the purchase of a vehicle for school drop off service. An electric vehicle could be supported by the same infrastructure as runs the dial-a-ride (garaging, maintenance, knowledge). It could support the activities of the Council and offer a service for general public during winter months.	Develop a business case for supporting services during winter months, possibly linking with travel to school. Service could be awarded to an existing operator to run. Seek contributions to services as part of rent rates for new housing. Seek LAG support for funding under RDPE programme (needs application).	Business case by end of financial year
Inter-island Passenger Links		
Consolidate public sector funding of passenger boat services to make best use of funds	Council to record use of Special Boats and nominate individual to handle all bookings with boatmen. Council to encourage / require staff to share boats wherever possible. This may be achieved through an intranet booking system.	Short term (with immediate effect)
Secure regular pattern of passenger services throughout the year by supporting services during off season months.	<p>Develop a website for disseminating information on inter-island boat services and capability for updating information in real time (estimated cost £3 - £4k).</p> <p>Establish inter-island boating forum (operators, Council, School, Duchy, businesses and residents) to address issues.</p> <p>Establish a timetable, review costs and funding potential (from Council resources) and commission trial operation of regular service patterns.</p>	Short term (plan for autumn / winter 2011)

Conclusion	Action	Timescale
Inter-island Freight Links		
Secure long term future for inter-island freight transport.	Establish partnership – (Steamship Company, Council, Duchy, Freight Users, off-island residents) to review service requirements and forward plan. Explore costs and funding opportunities for replacement vessel.	Short - medium term (mini route partnership by end 2011)
Links to the mainland		
Ensure the resilience of the airport and air operations.	Commission study of options to safeguard and future proof the airport and air operations. <i>Note – Route Partners currently considering options for Sea Link Project.</i>	Short - Medium term (study let by end 2011)

6.3 BENEFITS

6.3.1 Implementing the above Action Plan to reduce car use and promote sustainable, year round travel on and between the islands and to the mainland would have the following benefits:

- Improve the public realm, creating more attractive and better functioning streets to benefit residents;
- Enable residents, particularly those without access to a car (i.e. 46% of households) to access services and facilities at all times of the year;
- Provide opportunity for more residents to travel without the cost of running their own car;
- Promote the health and well being of residents by encouraging active travel;
- Improve noise, air quality and perceptions about road safety;
- Reduce the need for parking;
- Improve visitor perceptions;
- Make best use of the funds available;
- Support viable island communities by safeguarding inter-island passenger and freight services, and;
- Complement established strategies for the community, energy, health and well being, environment, planning and economy.

6.4 NEXT STEPS

6.4.1 Finally, an important conclusion of this report is the need to maintain momentum for developing and delivering the Strategic Transport Framework. Council staff should be nominated to take forward elements of the Strategic Transport Framework and overall responsibility given to a senior member of staff, reporting to the Transport Member Group. The Council should take the lead on travel planning, co-

ordinating travel. There are also a number of immediate studies which the Council should undertake to develop and deliver solutions. This study has recommended and scoped the following further work (see Section 4 for further details):

- Develop a detailed forward road maintenance plan for the off-islands, working with the Duchy.
- Undertake a detailed study of Traffic Management and public realm options in Hugh Town, targeting the locations and options identified in this report. A number of options have been presented and locations identified for improvement, which must be implemented consistently with the Design Guide and Cornwall and Scilly Urban Survey (also see Appendix H for study brief).
- Develop a business case for investing in community transport.
- Investigate future resilience of the Airport and air services and how these can be future proofed.

Appendices, Figures and Tables

Appendix A List of Consultees

Group/Organisation	Contact	Role/Position
<i>Council of the Isles of Scilly</i>	Craig Dryden	Chief Planning and Development Officer
	Neville Gardner	Deputy Chief Exec and Chief Technical Officer (inc Highways)
	Eleanor Breen	Assistant Planning and Conservation Officer
	Diana Mompoloki	Strategic Investment Manager
	David Senior	Climate Change Co-ordinator
	Trevor Kirk	AONB Officer
	Clare Lewis	Environmental Awareness Officer
	Steve Watt	Maritime Officer
	Amy Hiron	Project Co-ordinator for Community Services
	Sean Parsons	Strategic Investment Officer
<i>Isles of Scilly Local Action Group</i>	Amanda Pender	LAG Co-ordinator
	Chris Gregory (Duchy of Cornwall)	Land Steward - Duchy of Cornwall and LAG Chairman
	Ian Sibley (Vice Chairman and Haulage Representative)	Haulier and Vice Chair of LAG/Sibleys Fuel and Marine Services
<i>Isles of Scilly Steamship Company</i>	Jeff Marston / Andrew May	Steamship Company Chief Executive and the Chairman and LAG Representative for Agriculture
<i>St Mary's Airport (Council staff operating the airport)</i>	Allan Hicks	Airport Manager
	Karen Fulton	Senior Air Traffic Control Officer
<i>British International Helicopters</i>	Tony Jones	Managing Director
<i>Transport Operators</i>	Luke Paulger	Paulger Passenger Taxi's
	Delwyn Thompson	Island Taxi's
	Jeremy Philips	St Mary's Boatmen's Association
	Paul Osbourne	Private Boatman - Blue Hunter
	Kathy Stedaford	Bryher Boat Services
	Terry Perkins	St Martins Boat Services
	David Peacock / John Peacock	St Agnes Boating
<i>Five Islands School</i>	Bryce Wilby	Head Teacher Five Islands School

Group/Organisation	Contact	Role/Position
<i>Transition Scilly</i>	Jonathan Smith	N.A.
<i>Tresco Estate</i>	Dean Whillis	Operations Manager
<i>Devon and Cornwall Police</i>	Charlie Craig	Police Sergeant (Isles of Scilly)
<i>Medical launch Trust</i>	James Terry	Medical Launch Trust
<i>Concessionary Fare Travel</i>	Colin Daley	Has worked closely with the Council on the Concessionary boat transport scheme
<i>Community Bus</i>	Steve Sims	Operator of the Community Bus Service
<i>Hauliers</i>	Mike or Louise Knapman	Owners Island Carriers
	Richard Hand	Owner Richard Hand Haulage
<i>Dial a Ride Project</i>	Penny Penn-Howard	Dial-a-Ride Project Director
<i>Local Strategic Partnership</i>	Beryl Read	Chair, LSP Group
<i>Consultant looking at Falmouth</i>	Richard Fish	Independent Consultant
<i>Docks Option for Sea Link Project</i>	Richard Fish	Independent Consultant
<i>St Agnes Lighthouse / Stores - user of freight services</i>	Francis Hicks	
<i>St Martin's Post Office - user of freight services</i>	Julia Walder	
<i>Out of School Club</i>	Amy Langdon	Head of School Club
<i>Tourism Information Office</i>	Kate Sleep	Tourism officer
<i>Cornwall Council</i>	Adrian Welsh	Regional Policy Manager
<i>Government Office South West</i>	Andrew Seedhouse	Senior Transport Planner

Appendix B Figures

Appendix C Note of Workshop Session

ISLES OF SCILLY WORKSHOP SESSION 01 MARCH 2010

Present:

Aisling Hick, Strategic Development Officer, Council of the Isles of Scilly

Amanda Pender, Local Action Coordinator, Council of the Isles of Scilly

Trevor Kirk, AONB Officer, Council of the Isles of Scilly

Andrew Seedhouse, GOSW

David Senior, Climate Change Coordinator, Council of the Isles of Scilly

John Peacock, St Agnes Boatman

Julia Day, Chair, Council of the Isles of Scilly

Dudley Mumford, Chair, Transport Strategy Committee, Council of the Isles of Scilly

Andrew May, Steamship Company

Howard Cole, St Mary's Airport

Chris Gregory, Duchy of Cornwall, Land Steward

Marion Bennett, Councillor, Council of the Isles of Scilly

Neville Gardner, Deputy Chief Executive and Chief Technical Officer, Council of the Isles of Scilly

Devon and Cornwall Police

Craig Dryden, Chief Planning and Development Officer, Council of the Isles of Scilly

Sean Parsons, Strategic Investment Officer, Council of the Isles of Scilly

Diana Mompoloki, Strategic Investment Manager, Council of the Isles of Scilly

Derek Grant, WSP

Dan Okey, WSP

Key points made:

Tourism

- Tourism Strategy has recently been reconfirmed. Policy to extend shoulder tourism (summer 2,000+ beds, winter 200) in order to support local services. Also policy to increase visitor frequencies (although some costs e.g. water consumption goes up) and make use of certain times of the year (e.g. key holiday periods – certain times could target better).

Funding

- Concern expressed about referring to "Scottish Model". In its entirety it would require a political element and could be a red herring as the subsidy would not be available. However some elements of the model could be applied.

Inter-island passenger travel

- St Agnes boat operator would favour dealing with one contact within the Council re bookings. Would be willing to offer discount if could combine services for various council departments. Operator sometimes runs at

reduced fare because providing a social service (e.g. singing group from St Agnes charged £50 for return trip to St Mary's for weekly practice rather than £70). Perception that number of people wishing to commute to St Mary's for work is growing. Typical boat operating costs as follows:

- Insurance £8,000 pa
 - Licenses £1,500 (about to go up to £5k / £6k) pa
 - Fuel £20,000 to £30,000 pa
 - Staff £20,000 pa
 - Maintenance costs (e.g. refit of boat this year £35,000 recurring every 4 years)
 - Future Regulations (difficult to cost)
 - New engine £25,000
 - TOTAL £49,500 + increase for licences + maintenance
- *(under this scenario would need to carry 7,072 passengers at £7 per fare to break even = my note)*

- Each boat operator has own way of operating services (terms and conditions) which is a problem faced by the Council in dealing with different services.

- Director of Finance keen on central booking system and is looking into it. Possible use of Travel Plan Co-ordinator role within Council to make / co-ordinate bookings.

- Possible displacement issue for Council intervening in boat services in that removing commercial enterprise (same issue with community bus services on St Mary's).

- Uncertainty about Grant programme (RFA/ Int block/road infrastructure) following the forthcoming election.

- The "Kick Start" programme used on the mainland for getting bus services started and help fund them over fixed periods until the operators take on the commercial responsibility is still operational, but for how long ?

Vehicles on Islands (St Mary's)

- Maybe perception of traffic rather than number of cars per se being the issue. Need to understand how many cars – be careful of looking at census statistics. No huge growth. Many of those registered are kept on the mainland. Many vehicles kept by those with businesses that need access and serve business as well as personal needs.
- Many residents exist without a car.
- Even if vehicle car numbers are modest the perception could be important for tourism. (Island Marketing may have views on that).
- No legislative mechanism available for preventing car ownership.
- Pushing for car restraint has been political suicide in the past.

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- Possible scope for reducing the number of cars. Visitor experience is negative (but may be trips needed to service hotels, etc).
 - Need to understand more about who is making journeys and why.
 - Offering alternative to cars first (taking small steps). Carrot approach rather than stick.
 - Car club discussed, but no strong feeling emerged either way. WSP to consider.
 - Encouraging less car usage needs to be a longer term change in attitudes.
 - Potential for shared surface treatments at Porthcressa.
 - Opportunity with new school to encourage walking.
 - Out of Hugh Town opportunities should be taken to provide off road footpaths where possible.

Airport Issues

- Should the Council strategy be to focus on Route Partnership scheme first, before looking at airport issues?
- Additional £6k a month being spent on temporary Air Traffic Controller whilst another being trained up. Takes time to acquire ATC as they have to be certified for the specific airport.
- Air links offer social and lifeline link to mainland, function as the equivalent of bus services on the mainland.
- Need public debate about the future – with options.
- Issue of missed medical appointments on mainland when services delayed.
- No programme for funding, and resources regionally are very constrained. View that although this is the situation, this shouldn't put off pursuing the issue if it is needed.
- The airport is a separate cost centre within the council and has to be self supporting. It cannot be financed from the Council Tax.
- Important to speak to construction, farming and tourism sectors to understand issues (e.g. how important is cost of air service to customer? Cost of building materials?). Counter view that visitors concerned at overall value for money of holiday rather than cost of air travel per se.
- Talk to Newquay Airport to find out how they have managed departure tax.
- Airport tax is an "old chestnut" which has never had support; however it is a potential source of some funding when funding opportunities are limited. Likely to impact more on residents than visitors?

Mainland Boat Connection

- The boat service timetabling in the summer is geared to tourist movements rather than resident travel patterns. From Penzance in morning. From St Mary's in afternoon. This means an overnight stop for residents going to the mainland.

Appendix D Operation of Ferries in Scotland

6.5 SUMMARY

6.5.1 Funding is allocated by the Scottish Government who manage a devolved budget for transport in Scotland. The Ferries Division manages the ferries budget which is set at £105 million for the next financial year, 2010 – 2011. Eight percent of the budget is allocated to the ferries contract and the remainder is distributed for vessel loans and to the maintenance and upgrading of port facilities. This covers services to the Western Isles (20,000 population, £50million per annum subsidy) and Shetland and Orkney islands (20,000 population, £35million per annum subsidy). The amount of funding is not directly proportionate to the population but is determined by the costs of providing the minimum specified service level. **The funding regime that exists in Scotland is not the same as that for England. However, the methodology applied to supporting services via an 'operating deficit subsidy' could be applied.**

6.5.2 The subsidy works as follows:

- Ferry timetable, staff costs, fares, vessel usage and fuel burn are all fixed costs set out by the Scottish Government.
- Services are tendered by the Scottish Government.
- The winning tender is the operator who can demonstrate supply of specified services at the lowest financial compensation (known as an 'operating deficit subsidy').
- Agreements cover both passengers and freight.
- Scottish Ministers sign off contracts and tendering process.
- The winning tender leases the boat from a company owned by the Scottish Government.

6.5.3 Further investigation is required to identify the likely cost base for inter-island boat services to indicate the scale of the problem during winter months. This will need to be informed by the costs faced by the boatmen (purchase, maintenance, staff, fuel, insurance, harbour dues etc) and the levels of demand that could be expected. Our initial view is that a realistic service pattern in the winter will be one that is fairly flexible and probably related to boats being made available between certain times with journeys charged at set prices. The issue of how much to charge is currently being considered by Scottish authorities, who are trialling a 'Road Equivalent Tariff' in the Western Isles. This system aims to replace the existing ferry fares system with a RET scheme which links ferry prices to the cost of travelling the same distance by road. With RET ferry fares to the Western Isles would be reduced by up to 50%.

SCOTTISH FERRY SERVICES – BACKGROUND INFORMATION FOR ISLES OF SCILLY COMMISSION

How are ferry services to the Scottish islands organized and run?

CalMac Ferries Ltd., (CFL) which was incorporated in May 2006 is a wholly-owned subsidiary of David MacBrayne Ltd, which is wholly owned by Scottish Ministers.

As a result of corporate restructuring which took place in October 2006 as part of the preparation for the tender process for the Clyde and Hebrides Ferry Services, CFL took over operation of these services as successor to Caledonian MacBrayne Ltd.

As a separate element of this corporate restructuring, Caledonian MacBrayne Ltd had its name changed to Caledonian Maritime Assets Ltd. (CMAL) and retained ownership of the vessels and piers which are required for the operation of the Clyde and Hebrides Ferry services.

Under the new arrangements, CMAL leases the vessels and piers to the operator of the Clyde and Hebrides Ferry services (currently CFL). CMAL is also wholly owned by Scottish Ministers.

CFL and CMAL are two entirely separate entities. CFL provides certain services to CMAL under contractual arrangements.

All employees of Caledonian MacBrayne Limited, with a small number of exceptions, transferred their employment to CFL with effect from 01 October 2006. The transfer had no impact upon employees' terms and conditions. There was no alteration in ships' livery or branding.

CalMac Ferries Limited has one wholly owned subsidiary: Caledonian MacBrayne Crewing (Guernsey) Limited, which employs and supplies all sea going staff (approx 770) to CFL.

All of the services operated by CalMac Ferries Ltd are provided under the terms and conditions contained in the Public Service Contract of Clyde and Hebridean Ferry Services between Scottish Government and CFL.

CalMac Ferries Ltd currently charters a fleet of 29 vessels from CMAL to provide passenger, vehicle and shipping services to the islands off the West Coast of Scotland and in the Clyde estuary. Two other vessels are retained on separate charters. There are currently 25 routes within the network. In the year ended 31 March 2009, 4.5 million passengers, 1.03 million cars, 97,700 commercial vehicles and 11,000 coaches were carried.

NorthLink Ferries Limited

NorthLink Ferries limited is registered in Scotland and operates a lifeline ferry service to the Northern Isles (Orkney and Shetland). NorthLink Ferries is part of the David MacBrayne Group Limited, whose sole shareholder is the Scottish Government.

The company operates three passenger vessels on the Orkney and Shetland routes and two freight vessels. The company has offices in Stromness, Kirkwall, Lerwick and Aberdeen and from the ferry terminals at Scrabster and Hatston.

NorthLink sail daily (365 days) from Aberdeen to Lerwick with frequent calls at Kirkwall, and from Scrabster on the north coast of Scotland to Stromness in Orkney.

The current contracts were won through open competition/tender and are operated by CalMac and Northlink, state owned companies. Contracts run for a maximum of 6 years

Where does the funding come from and how is it justified?

Funding is allocated from Scottish Government who manage a devolved budget for transport in Scotland. The Ferries Division manages the ferries budget which is set at £105 million for the next financial year, 2010 – 2011. 80% of the budget is allocated to the ferries contract and the remainder is distributed for vessel loans and to the maintenance and upgrading of port facilities. Scottish Government allocates funding to local authorities who then can allocate to upgrade their port facilities.

What is an 'operating deficit subsidy'?

An operating deficit is when the subsidy is paid to meet the operating loss incurred in delivering the services. For ferries, the winning tender is the operator who can demonstrate supply of the services at the specified level and requires the lowest financial compensation from Scottish Government. When bidding, the tenderers are asked to provide innovative ways in which additional income will be gained to offset the deficit in providing the services. As many of the costs of operating the service are fixed, this is one of the aspects that can differ between tenderers and alter their tender price.

What kind of service agreements are in place?

Service agreements are in place which loan the vessels to the winning tenderer to operate the service (vessels are owned by a company with only one share which is owned by Scottish ministers).

The ferry timetable, staff costs (shift patterns and minimum staff levels), fares, vessel usage and fuel burn are all fixed costs which are set out by Scottish Government.

The service agreement is set up in order to ensure that the company will provide the service specified and Scottish Government will pay an agreed sum in order to make up the operating loss.

Does this cover freight as well as passengers?

The agreement covers both freight and passenger services. (It is worth noting that ferry services can also be provided by private operating companies without any subsidy. For example, Western and Pentland ferries operate complimentary ferry services for freight as well as the publicly subsidized passenger ferries).

Who puts together the business case and where does it go to get signed off?

The Ferries division within Scottish Government manages all aspects of the contracts and tendering process. Scottish ministers sign off the paperwork/contracts.

Why is the Scottish Govt conducting a review?

The issue was whether the Scottish tendering practices for ferries was legal and compliant with European Union law. There was an investigation into whether the accepted tender was Maritime CAVITAS Regulation compliant.

To summarise, the review into public financing for the operation of the ferry services has been undertaken by the European Union in order to determine if fair and open competition is in place for tendering of the ferry service in Scotland and to determine if compensation payment to operators was in excess of the cost of provision of the service.

Please see below for a summary of the findings of the review which was determined on 28 October 2009.

Are air services supported as well?

Air services are managed within Scottish Government by a separate Division from ferry services. An air discount scheme is in place in Scotland which provides a 40% discount to inhabitants in remote rural areas across the highlands, including ferries. Government provides funding to local authorities and the local authorities administer the service subsidies.

Who benefits from the ferries subsidy?

The examples given in my discussion with Scottish Government were:

The western isles have a population of approx 20,000 people with ferry services subsidized to a level of £50 million per annum whereas, Shetland and Orkney islands also have a population of approx 20,000 but a subsidy of around £35 million per annum. The amount of funding is not directly proportionate to the population but is determined by the costs of providing the minimum specified service level.

ADDITIONAL INFORMATION

Road Equivalent Tariff

Road Equivalent Tariff (RET) is currently being trialled for three years in the Western Isles. This system aims to replace the existing ferry fares system with a RET scheme which links ferry prices to the cost of travelling the same distance by road. With RET ferry fares to the Western Isles would be reduced by up to 50%.

A £22.5 million pilot scheme started on 19 October and runs until the spring of 2011. It will initially look at routes between Ullapool and Stornoway; Uig in Skye to Tarbert (Harris) and Lochmaddy (North Uist); Oban to Castlebay (Barra) and Lochboisdale (South Uist), and Oban to Coll and Tiree.

There is no guarantee the scheme will be rolled out to other island groups such as Orkney and Shetland.

High ferry charges have been blamed for hampering development and it is argued that cutting fares will boost island economies by reducing charges to businesses, lowering the cost of living for islanders and helping to attract more tourists. (It is worth noting however that there could be some disadvantages such as increased spending on the mainland by islanders and travelling with goods as this could be more cost effective than purchasing on the island. This could have a negative impact upon the economy outside tourist seasons).

A report in 2006 said more than 700 jobs and £22.2 million a year could be generated in the Western Isles if ferry fares were cut by about 30 per cent and journeys increased.

Under the RET scheme, cars and small vehicles will be charged £5 plus 60p per mile; passengers will pay £2 plus 10p per mile, and commercial vehicles £30 plus 18p per lane metre per mile.

It will mean the present £15.30 one-way passenger fare for the Ullapool-Stornoway crossing will be cut to £7.22. The £75 fare for cars will drop to £36.32 and for commercial vehicles from £264.43 to £133.90.

Shetland and Orkney politicians feel aggrieved as peak one-way charges on Northlink Ferries from Scrabster to Stromness in Orkney are £15.50 for passengers and £46.40 for cars. Those from Aberdeen to Lerwick are £32.70 for passengers and £116.60 for cars, and for Aberdeen to Kirkwall, £24.90 and £88.40.

The £22.5 million will be paid to the state-owned ferry company Caledonian MacBrayne.

The Scottish Government says that after the pilot, there will be an assessment of traffic statistics and information from ferry users and local employers, including the freight and tourist sectors. Consultants will then report their findings before ministers consider whether RET should be applied on a permanent basis and rolled out to other ferry routes in the Clyde and Hebrides and Northern Isles.

Brussels, 28 October 2009

State aid:

The European Commission on 28 Oct 2009 decided that public financing for the operation of ferry shipping services in Scotland is compatible with State aid rules. However, this decision is subject to the condition that the national authorities launch a transparent and non-discriminatory public tender for the operation of the Gourock-Dunoon route in the western islands. The Commission will continue to closely monitor the public financing of the Scottish ferry transport system in order to avoid any undue distortion of competition.

On 16 April 2008, the Commission started an in-depth review of the public financing of regular ferry shipping services between the Scottish mainland and the islands off the west and north coasts of Scotland. With the exception of the Gourock-Dunoon route in the western islands, these services are currently provided under public service contracts, which followed open public tender procedures. The operators currently providing these services are: CalMac Ferries Ltd. (western islands, with the exception of Gourock-Dunoon); Cowal Ferries Ltd. (Gourock-Dunoon route); and NorthLink Ferries Ltd. (northern islands).

In its decision of April 2008, the Commission expressed doubts about whether the public compensation granted to the operators of the different routes was proportional to its declared objective. In particular, the Commission wanted to ascertain whether the compensation paid to the operators did not exceed the costs of providing the public service entrusted on them and whether these operators had engaged in any type of anti-competitive behaviour. In the absence of a public tender for the operation of the Gourock-Dunoon route, the Commission also doubted whether the public compensation for the operation of this route was compatible with State aid rules.

In the decision, the Commission confirmed that the public service obligations for the western and northern islands were legitimately defined and entrusted on the operators, with the exception of the Gourock-Dunoon route. In the case of this route, the national authorities have committed to take the necessary steps to launch a public tender for its operation before the end of 2009. The subsequent public service contract should enter into force before end June 2011.

The Commission also came to the conclusion that the compensation paid to the operators in the past did not exceed the costs of providing the public service entrusted on them. Lastly, it did not find sufficient evidence that these operators had engaged in any type of anti-competitive behaviour that might have unduly distorted competition.

Therefore, on the basis of the commitment from the national authorities to launch a public tender for the operation of the Gourock-Dunoon route, the Commission decided to close the procedure with a positive decision. Nevertheless, it will continue to monitor not only the fulfillment of this commitment, but also the public financing of the Scottish ferry transport system as a whole in order to avoid any future undue distortion of competition in this sector.

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2008:126:0016:0042:EN:PDF>

Nautilus International has welcomed a European Commission ruling that approves state aid for 'lifeline' Scottish ferry services.

In a judgement announced today, Brussels says its lengthy investigation into Scottish

Government funding for ferry services to the Western and Northern Isles was appropriate and that there has been no overpayment of subsidy.

The Commission also confirms that support for the ferry service between Gourock and Dunoon can continue, subject to a tendering exercise.

The union recently made a presentation to members of the Scottish parliament in response to the consultation on the future of Scotland's ferry services. In its consultation submission, Nautilus says it recognises the need for a long-term strategy for Scotland's ferries - but registers surprise that 'there is no specific mention of safety within the aims of the policy' outlined by the Executive's review paper.

Scotland's safety record does not happen by chance, says Nautilus. 'It is the result of safety being at the forefront of every decision made'. The Union urges the review team to develop indicators to ensure that 'any proposal that is made can be made by enhancing, or at the very least maintaining, the excellent safety record of Scotland's ferry services'.

The submission highlights the type of competition that has 'been allowed to creep in' to the European ferry sector, such as services operating between the UK and the near continent with vessels flying flags of convenience and employing few, if any, UK/EU nationals onboard.

And the Union warns against any further importation of penny-pinching practices current in global shipping. 'Nautilus takes the view that appropriate measures need to be put in place by individual governments and by the EU to assist quality companies to compete in this environment in a way that protects quality, encourages training to the highest levels and promotes safety and efficiency as the Key Performance Indicators on which companies compete, rather than simply cost.'

28/10/2009

The view from Napier University's Transport Research Institute:

- Prof Alf Baird and Gordon Wilmsmeier from TRI question the real cost-effectiveness of current subsidy schemes and the promotion and protection of state-owned ferry companies in Scotland, compared to the potential for innovation offered by the private sector throughout the EU.
- Ferries: The environmental dimension. The traditional design of state-owned ferries in Scotland has been increasingly criticised as environmentally inferior, as far as pay-load per litre, energy consumption and emissions are concerned. These high energy costs and level of emissions undoubtedly contribute a great deal to the islands' carbon footprint, and are not sustainable in the current peak oil context.

Appendix E Car Clubs

INTRODUCTION

The basic idea of a car club is that people can have access to a car in their neighbourhood without having to own it. Essentially, members of the car club hire a vehicle as and when they need it. It offers an environmentally responsible alternative to private car ownership. Members of the club pay a membership fee (typically £100 - £200 annually) and receive all the advantages of a car without the hassle or expense of owning one (no insurance, tax, fuel or maintenance costs). Vehicles are accessed at reserved parking spaces located conveniently near member's homes or workplaces and can be paid for on an hourly, daily or weekly basis. The basic costs of membership and use are intended to be cheaper than personal car ownership.

They can be run by a number of organisations such as commercial operators, social enterprises, community groups, management groups and informal residents group. Key operators in the UK are Smart Moves, Urbigo and Easy Car. The Carplus website contains useful the details www.carclubs.org.uk.

Common Wheels is a Community Interest Company with a number of schemes across the country run on a not-for-profit basis. Common Wheels estimate start up costs of £50,000 with running costs of £1500 a year. Membership of the car club is free, with an hourly time charge and mileage rate.

DfT research (Smarter Choices – Changing the Way We Travel) identifies that approximately 9% of the population are potential car club members (on St Mary's this would equate to 144 people) although there is also some evidence that a far greater proportion might be interested, up to 36%. The DfT report also identifies different staffing and budgets for set up and operation.

HOW A CAR CLUB WORKS

Firstly a person who wants to join a car club will pay an initial membership fee. They will then book the car from the location they want, for the length of time they want it via a number of possible options such as:

- Internet booking
- Telephone booking
- Paper booking or
- In car via a smartcard

Access to the car can be done via the following options:

- Keys kept by a designated person
- Keys kept in a secured wall mounted box adjacent vehicle
- Smartcard access with the keys in the car

If using the smartcard option, the member can enter their PIN into an on board computer to verify their booking and then just drive.

Minimum hire periods are usually one hour and further usage are generally applied in 30 minute periods.

Members will receive a bill at the end of each month for their usage (time and mileage only). This is either fully automated or manually produced on a paper based journey log. Payment can be undertaken using one of the following options:

- Standing order with monthly cheques for use (paid in arrears)
- Direct Debit
- Credit Card

Vehicle checks and cleaning can be managed by the operator or undertaken by the coordinating group depending on how the club is set up. These are usually undertaken daily or weekly. Most car club vehicles are leased, and are serviced by the leasing company.

BENEFITS

Car clubs offer a lot of benefits to individuals and a society as a whole. Some of these are as follows:

- They provide flexible and affordable alternative to privately owned cars, without the costs associated with car ownership.
- They have added appeal for those who do not want to run a car themselves, or do not want the inconvenience of being responsible for maintaining one, but need a vehicle for certain journeys.
- They help reduce traffic congestion.
- Evidence suggests they can complement public transport services, leading to increased demand because they reduce car ownership and users can make informed choices about travel options on a comparable basis (e.g. users can weigh up the costs of hiring a car in direct comparison to taking a bus). A car club could therefore complement a year round community.

COSTS

Table 1 below identifies some typical costs from car club companies operating in the UK. The size of St Mary's means it is unlikely that many trips will be more than 30 miles long, the point at which a charge per mile is levied in the case of the examples below. If a car club is an option that the Isles of Scilly wish to pursue, a full business case and pricing structure will need to be defined. Organisations like Common Wheels or Car Plus may be able to assist in this.

Service provider	Joining / annual fee	Per hour charge	Per mile charge
City Car Club	£75 one-time joining fee	From £4.50	50 miles free, then 22p/mile
StreetCar	£49.50 per year (£100 deposit)	From £3.95	30 miles free, then 23p/mile
WhizzGo	£5 per month (min 12 months)	From £5.99	40 miles free, then 25p/mile
ZipCar	£50 per year	From £4.95	60 miles free, then 23p/mile

Several companies exist that may be interested in establishing a car club on the island. Alternatively the Council might consider establishing its own community car club. The costs of setting up a car club will include:

- The purchase or lease cost of a vehicle. For example. The Mitsubishi iMiEV is a five-door electric vehicle that will cost between £20,000 and £25,000. The Nissan Leaf is also a five door electric vehicle that will likely be priced at around £20,000.
- The cost of establishing a charging point (if an electric vehicle is used) – there are synergies with the Dial-a-Ride scheme here that might enable economies

of scale. The Council could also pursue a 'Plugged in Places' grant to provide the charging infrastructure.

- A system to manage and monitor the booking and use of the vehicle. Again, there are synergies with the Dial-a-Ride scheme and it may be possible to come to an arrangement with that operator. Alternatively, the system could be web based and 'hosted' by the Council. Simple systems operate by giving members a key to a safe where they can collect car keys. More advanced systems provide members with a smartcard which opens the car on approach in accordance with their booking (made by website or by phone). Kit inside the car is required to measure distance travelled / time spent. An alternative and low tech way of managing the Car Club is via a diary where members check if the car is free and fill in their own mileage and time sheet.
- Ongoing maintenance, charging and cleaning (the aim is for these costs to be covered by the charges for use). Some systems charge a small amount per month to cover licensing of equipment and communication costs (e.g. the costs of smartcards communicating with the car and information about the journey which is fed back to the back office system).

MANAGEMENT MEASURES/INCENTIVES

In order for a Car Clubs to work some of the following measures and incentives should be implemented

- Parking restraint and dedicated reserved parking spaces
- Parking management and enforcement
- Parking strategy must be communicated to prospective residents from the outset. Allowing them to make an informed decisions and lifestyle choices.
- Marketing and promotion

CAN A CAR CLUB BE SUCCESSFUL ON ST MARY'S?

For a car club to be successful on the isles of Scilly it must be ensured that the operating conditions are viable for the car club to establish itself, beyond any initial start-up grant funding. Therefore the following questions should be asked.

- Is there a sufficient population base within a closely defined geographic area, combined with a strong sense of community engagement and informal networks?
- Is there scope for journeys that would make a car club viable?
- Are the local authority and public transport operators supportive?
- Is there a demand for, and interest in, the car club concept, i.e. is there a realistic opportunity that the scheme will be utilised?
- Are there local issues causing people to re-assess their transport arrangements?
- Are there suitable locations where car club vehicles can be parked?

The evidence suggests that, with around 1,600 residents on St Mary's and based on experience of take up elsewhere in the country, there is a sufficient population base to successfully operate a car club. Our consultations with stakeholders revealed that

increasing car ownership and use is starting to detract from the quality of the environment and beginning to cause noticeable issues with parking and access, especially in Hugh Town. Tourism surveys indicate that increased traffic is an aspect that visitors have noticed and dislike. This gives rise to concern that the increase in cars could impact on the tourism visits during the year.

Hugh Town is the obvious location to trial a car club. As journeys will be short, by nature of being on St Mary's, the concept could be tested with a single car. However, as a first step it would be advisable to undertake a survey of potential demand, supported by analysis of current trip patterns, to confirm overall viability.

Initial discussions with Philip Igoe at Common Wheels (07980600594) suggest that a Car Club could be viable for St Mary's, with some vehicles based on the mainland (e.g. at Penzance Heliport). There may also be synergy with agendas being pursued by Cornwall Council.

FURTHER INFORMATION

- Smarter Choices, Changing the Way We Travel, DfT (see Chapter 8 on Car Clubs)
- www.optionc.co.uk
- www.carplus.org.uk

Appendix F Community Bus Options

YEAR ROUND COMMUNITY BUS ON ST MARY'S

DEMAND

The existing community bus is a commercial operation which runs April - October between 0900 and 1730 at roughly hourly intervals. Services run in a clockwise direction around St Marys as follows: Hugh Town, Telegraph, High Lane, Normandy, and Hugh Town. The current route avoids servicing the airport, which is served by private hire vehicles.

The Council and several stakeholders have identified the desire for a year round service. This could reduce the need for residents to own vehicles and encourage alternative ways to access jobs, services and leisure opportunities. It would complement other measures to reduce the impact of vehicles on the islands. A year round operation could serve the following groups:

- Residents accessing jobs and services, including employment in Hugh Town where the Council is based.
- Tourists wishing to access facilities and services, including quay, post office, café and shops. Tourism visits in winter months may be boosted by the operation of year round passenger services, which would be provided through the Sea Link project.
- Journeys to school (staff and students). An aim of the 5 Island School Travel Plan, developed in support of the proposal for a new school in Old Town Road, is to reduce the number of car trips to the school.
- Residents and tourists accessing leisure opportunities, such as the swimming pool and local beaches.

It is understood that the Dial-a-Ride project, currently being implemented by the Council, will serve residents with particular mobility needs on a demand responsive basis. The requirements for this service in terms of vehicle specification and operation are therefore different to that of a year round community bus.

It is assumed that services to the Airport would continue as a separate arrangement, although optimum routeing options of any new service would need further consideration. Surveys to assess potential demand and revenue implications during off season months would also be needed to develop a full business case, including optimum route options, for a year round operation. This is a next step for the Council, should this option be taken forward.

SERVICE OPTIONS

Options to operate a year round service are as follows:

- Council to subsidise existing services during winter months through tendering a service extension.
- Council to specify the operation of a new, year round service and open to tender.

Both options provide the Council an opportunity to control standards of service, including the vehicle which could be purchased and leased to the successful operator. Other features the Council might specify are frequency, route and price. The tender could be constructed in such a way as to give free reign for the operator to maximise income.

VEHICLES

It is considered that a minibus (perhaps a 17 seater) might be a more appropriate size for the nature of roads on St Mary's. It may also be possible to run an electric service to reduce carbon footprint and minimise local emissions. Should a vehicle be purchased, there may be potential to lease to the operator of the community bus during summer months.

An electric vehicle could have synergies with the dial-a-ride service currently being procured in that it could share charging infrastructure and servicing / maintenance arrangements, possibly bringing economies of scale. The costs of electric vehicles are considerably higher than conventional diesel (approx double); however it may be possible for the Council to secure funding through the Local Transport Plan process.

Some example vehicle types are shown below

COSTS

Item	Cost
Purchase of 15 - 17 seater minibus (e.g. Ford Transit Minibus)	£25k cost to purchase, spread over 5 years at 10% APR = £6,374 per annum
Driver salary	£15,000 per annum
Fuel	10,000 miles @ 25mpg (4.5litres) = 2222 litres X 140p per litre = £3,110 pa
Insurance	£1,000 per annum
Licensing	Traffic Commissioner license not required, but Council will wish to enter into an agreement with the operator to provide services.
Maintenance – including servicing, repairs, tyres, etc	£1,000 per annum
Administration (bookings / management / accounts etc)	£4,000 per annum
TOTAL	£30.5k per annum

IMPLEMENTATION

The next steps to taking forward this option are:

- Assess demands through surveys
- Develop the business case, including routeing and service options
- Seek funding for vehicle options (LTP / RDPE)
- Develop tender specification

Although the service would not need to be registered with a Traffic Commissioner, it is suggested that the Council establish qualifying criteria for tenders as follows:

-
- Driver with CPC (Certificate of Professional Competence) qualification.
 - Details of the Company responsible for running and managing service.
 - Adequate Maintenance and storage plan.
 - Contingency plan in event that bus is taken off the road (maintenance / break downs etc)

Appendix G Taxibuses

TAXIBUSES

A 'taxibus' combines the size and convenience of a taxi with the routeing and fares structure of a bus. This enables a flexible and cheaper alternative to bus provision. Taxibuses operate the same way as full-sized buses, picking up and setting down at stops along a route according to a timetable. Typically, a taxibus will carry around six to eight passengers. They can stop at any recognised bus stop along the route. However on some sections they can operate on a 'hail and ride' basis, where customers can be picked up or set down wherever it is safe to do so.

A taxibus can be very flexible in that it can operate according to a published route and timetable or, at appropriate times the day such as evenings and weekends, as a normal taxi. Plymouth City Council has an example of Taxibuses on their website and currently supports three routes. Two routes are supported via 'Target Travel', a bus operator who subcontracts their contract with PCC for the routes in question to Taxifast Ltd. Holders of national concessionary bus passes can use their passes on taxibus services. A third service, Northern Connect (providing links to Derriford Hospital) is supported by a mix of Section 106 agreements and DfT Urban Bus Challenge grant funding. More information is found at <http://www.plymouth.gov.uk/taxibus>

TAXIBUSES LINKED TO AN INTELLIGENT GROUPING TRANSPORT (IGT) SYSTEM

An IGT taxibus is like a small regular bus, but linked to an Intelligent Grouping Transportation (IGT) system. An IGT system allows prospective passengers to request a taxibus by submitting their current location and desired destination addresses to a computer system, typically by using a mobile phone. The taxibus is then guided by a computer-generated route travelling through a number of variable passenger pick-up and drop-off addresses, rather than along a fixed route.

Further information on IGT Taxibus information is found at the website <http://www.taxibus.org.uk/>.

The computer system identifies a nearby taxibus vehicle which can be diverted to pick up the passenger. Full details of IGT taxibuses are found at the website www.taxibus.org.uk where IGT taxi buses are described as:

"The first mode of rapid-response mass public transport that actually conveys passengers from door-to-door, which makes IGT vastly superior to existing modes of public transport and allows IGT to compete with - and perhaps even beat - the flexibility and convenience of the private car".

An IGT is composed of four main elements:

- Taxibus Vehicles that travel the roads
- Cellular Telephones and Networks to transmit data
- GPS In-Car Satellite Navigation to guide taxibuses
- Computer Systems to orchestrate the taxibus fleet

Benefits of IGT taxi buses are:

- Potential for massively reducing the quantity of road traffic. According to taxibus.org as much as an 80% decrease in the number of cars on the roads is feasible.
- IGT aims for a three minutes collection time after passenger submits their journey request.
- Grouping passengers with compatible itineraries into the same taxibus allows fare costs to be kept low, comparable to bus fares.

Potential Costs of running a Taxibus Service

Item	Cost
Purchase of 5 - 8 seater minibus (e.g. Ford People Carrier)	£20k cost to purchase, spread over 5 years at 10% APR = £5,100 per annum
Driver salary	£15,000 per annum
Fuel	10,000 miles @ 25mpg (4.5litres) = 2222 litres X 140p per litre = £3,110 pa
Insurance	£1,000 per annum (estimate)
Licensing	Traffic Commissioner license not required, but Council will wish to enter into an agreement with the operator to provide services.
Maintenance – including servicing, repairs, tyres, etc	£1,000 per annum (estimate)
Administration (bookings / management / accounts etc)	£4,000 per annum (estimate)
TOTAL	£30k per annum

Appendix H Traffic Management and Public Realm

INTRODUCTION

Through the study brief, consultations and workshops it is clear that there are a number of related issues on St Marys in relation to traffic, parking, pedestrian & cycle amenity and quality of public realm. This can also be extended to include over ground utilities equipment and the quality of public spaces. This assessment concentrates on Hugh Town.

At the time of this report Council of the Isles of Scilly is procuring design services for the Porthcressa project which overlaps with the issues considered in this assessment and therefore a coordinated approach is required.

HOLISTIC APPROACH

The approach promoted in this assessment is a holistic one whereby interrelated issues are considered as whole to achieve a balanced and coordinated approach.

BACKGROUND MATERIAL

In preparing this assessment reference has been made to two background documents. The first is the Isles of Scilly Design Guide and particularly Chapter 6 Urban Realm. The second document is Cornwall and Scilly Urban Survey Historic characterisation for regeneration produced by Cornwall Archaeological Unit in 2003. That document concentrates on Hugh Town.

ISLES OS SCILLY DESIGN GUIDE

The key elements in respect of this assessment drawn from the design guide are:

- Safe, easy and convenient pedestrian movement,
- Inclusive access for all including those with special needs,
- Use of recycled and local materials,
- Use of traditional materials,
- Use of robust durable materials able to withstand the elements,
- Getting cars off the street, and
- Maintaining local character.

The design guide seeks to maintain the existing largely uncluttered public realm with street furniture and signage used only where absolutely necessary.

The guide requires that public realm design should be done in a coordinated manner, with consideration given to the wider area and collective effect.

Ground Surfaces

The materials historically used on the Isles of Scilly include:

- Footway surfaces: rounded beach cobbles and granite slabs.
 - Kerbs: dressed granite kerbstones and rough dressed moonstone kerbs.
 - Road paving: ram (clay granite subsoil) and fine sand, bounded by cobbled gutters.
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Street Furniture

The current low incidence of street furniture creates clean uncluttered appearance and should be maintained.

Where possible street furniture should have a dual function, for example bins can also act as bollards.

Street furniture should minimise intrusion and ensure accessibility.

Signage

Signage should be coordinated and minimised and where possible mounted on existing posts or buildings. Direction signs should be the simple black and white finger posts with several signs on one post rather than several posts.

The guide discourages road markings and in practice there are very few at present.

This approach is in accordance with current good practice on the mainland as well, as set out in the Manual for Streets.

Lighting

Street lighting is fairly minimal and the guide advocates this approach. Rather than applying full British Standards for road lighting it recommends a careful assessment to achieve safety, security, townscape and architectural heritage objectives. The positioning of lighting needs careful consideration and where possible lights should be mounted on existing buildings.

Lighting should be energy efficient and avoid light pollution.

Traffic Management

Where any measures to manage traffic are considered the impact on the character of the area must also be considered. The approach should be a minimalistic one, ideally achieving the objective through good design rather than reliance on signs and markings. In particular the design guide advocates that:

- Maintain the low incidence of signs.
- Roads should be designed to be self explanatory, using materials and speed reduction measures rather than signs and markings.
- The effectiveness of signs should be monitored to reduce unnecessary signs where possible.
- Traffic signs should be fixed to existing structures where possible.
- Specially designed mounting for road signs in tune with the historic character should be considered.

CORNWALL AND SCILLY URBAN SURVEY (CSUS)

The survey is a pioneering initiative aimed at harnessing the quality and distinctive character of the historic environment to successful and sustainable regeneration.

There are some aspects of the survey that are relevant to this assessment, including streetscape details, street furniture, undergrounding overhead cables, improvements to boundary features and green spaces. It recognises that undergrounding services may have archaeological implications.

The survey also advocates a comprehensive transport plan, potentially incorporating public transport improvements, traffic reduction measures and emphasis on smaller vehicles and “green” forms of transport.

The survey indicates that the quality of the historic environment would benefit from an enhancement programme for the public realm

The section on Hugh Town divides the town into 9 character areas and the elements of the character areas that are pertinent to this assessment are set out below.

Character Area 6 - The historic core-the Bank and Hugh Street

- Reduce parking in key spaces including below Tregarthen's Hotel, the slip beside the Atlantic Hotel, the west end of the Parade and Ingram's Opening.
- Potential to further reduce street clutter through review of signage, telephone boxes and other items in the area around the Parade and Ingram's Opening.

Character Area 9 - The Garrison

- Strengthen controls on vehicle access to the Garrison to minimise accidental damage to the historic fabric of the gateway.

6.6 TRAFFIC AND PARKING

A number of consultation responses and other reports highlight problems related to traffic and parking in Hugh Town. Although traffic levels are relatively low in comparison with towns of similar size elsewhere as there is no through traffic element, none the less the traffic and parking do have an impact on people in the town as well as a real or perceived impact on tourism. Surveys indicate that tourists consider traffic to be an issue that detracts from the ambience of the town, but there is no strong evidence that it is stopping tourists from visiting St Marys. The narrow streets and conditions also have an impact on delivery vehicles and vice-versa.

St Marys is ideally suited to encouraging travel without reliance on the car and elsewhere in the report proposals are set to achieve this. However there will still be a need for vehicular transportation, especially to serve businesses in the town and elsewhere on the island.

The argument that accommodating car access is essential to commercial viability, which is frequently propounded on the mainland, does not apply on St Marys as there are no competing centres. Therefore there is a good case for adopting a philosophy that accommodates essential service traffic, but discourages non essential traffic for trips that could be made by other means. While arriving at a philosophy is fairly straightforward arriving at the means of delivering it is more problematical. There are existing yellow lines in some locations to advise where parking is not permitted, however this is not always adhered to and enforcement is not as draconian as some places on the mainland.

An alternative approach that could be considered is one that has been used successfully in Homezone schemes on the mainland and in Europe whereby there is effectively a blanket ban on parking except in designated areas and it is possible for those areas to be set out subtly with for example granite setts or other suitable surfacing rather than with extensive signing and marking.



Typical road and parking conditions.

Another possibility is the introduction of a parking permit scheme that would operate in those areas where parking creates problems.

SIGNAGE AND MARKINGS

There is little existing road signage with the exception for example of some no entry signs on one way streets. There seems to be no need to increase signage and every reason to keep it to the minimum in line with the design guide and CSUS advice.

Road markings should be kept to the minimum. There is a dilemma between the need to achieve this and to control parking. At present markings are generally confined to yellow lines to restrict parking.

Where any changes to road layout or pedestrian/vehicle priorities are planned, control should be exerted through design measures rather than signage and markings where possible.

PEDESTRIAN AND CYCLE AMENITY

There are a number of areas in Hugh Town where the historic road system has insufficient width to allow for two vehicles to pass and also provide adequate footways for pedestrians and ad hoc parking. As in most situations of this nature the vehicles assume dominance to the disadvantage of pedestrians. Recent design guidance on the mainland and in the Isles of Scilly Design Guide advocates a more equitable arrangement whereby vehicles, cyclists and vehicles share the available space.

This approach is applicable where traffic volumes are low as they are in Hugh Town in comparison with other urban areas of similar size. The Manual for Streets, which was introduced on the mainland in 2007, indicates that a shared space approach is appropriate where traffic flows are no more than 100 vehicles per hour.

The design approach is to provide a surface which is at one level and without the conventional road way/footway delineation so that it is clear that all users have the same priorities. It removes the confidence drivers have from seeing kerbs and footways and assuming pedestrians are confined to those areas. Everyone has to treat the situation with care.

There are a number of locations in Hugh Town where the shared space approach can be considered, for example:

- The square at Buzza Street Porthcressa referred to as Porthcressa Square in the Porthcressa Masterplan.
- The junction of Silver Street and Porthcressa Road, Ingram's Opening, referred to as Town Hall Square in the Porthcressa Masterplan.
- Silver Street.
- The western end of the Parade.
- The junction of Hugh Street and Garrison Lane, including possibly the link to the western end of the Parade.
- The western end of Hugh Street, including the square.

These locations are illustrated on the attached plan Figure G1.

To assess the suitability and benefit of introducing a shared space approach an analysis of each area needs to be undertaken to understand precisely how the spaces work, what the traffic and pedestrian flows there are, what parking takes place, what other activities take place, what surface materials are in place and whether they could be retained or improved in line with the design guide and CSUS advice. It will also be necessary to establish what drainage and utilities are present. The drainage could be affected by changes in surface levels as could underground utilities to a lesser extent unless any surface levels are lowered. There may also be opportunities for undergrounding overhead cables.

It is envisaged that the approach would be to raise road levels to that of the adjacent pavements (footways), but to allow for the collection of surface water to road drainage systems.

PUBLIC REALM

The public realm issue is a much wider one than simply the transport related aspect considered here, however the principles set out in the design guide and the CSUS should be applied. Signage and markings should be kept to the minimum. Where signage is used, for example directional signage it should be in keeping with the simple existing black and white finger signage

Paving materials should adhere to the design guide and CSUS advice.

Road furniture should be kept to the minimum and be in character with other public realm elements.

Street lighting should be effective, but not overwhelming. The columns should be in keeping with local character where possible and ideally lighting should be attached to buildings.

NEW SCHOOL AND OLD TOWN ROAD

There is concern that when the new Five Islands School is opened there will be pedestrian and vehicle conflicts on Old Town Road in the vicinity of the school access. The school will operate a travel plan which was submitted with the planning application; however it appears there will still be significant school car traffic as well as passing traffic.

Old Town Road is narrow at that point with a narrow footway on the north side, the school side.



Old Town Road

In order to reduce the risk of pedestrian and vehicle conflicts it would be beneficial to keep vehicle speeds low. This could be achieved by introducing traffic calming along that section of Old Town Road. It is envisaged that this could be achieved with the provision of a small build out on each approach to the school access. This would require a vehicle in one direction to give way to a vehicle in the opposite direction.

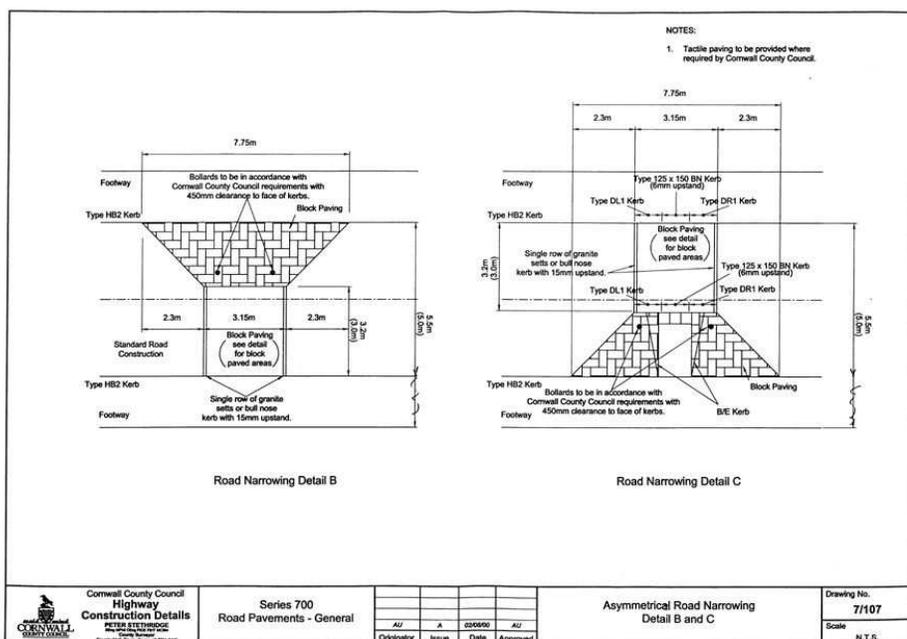
As two build outs are proposed they should be on alternate sides of the road.

On the mainland this would include advance signing and signing to indicate which direction has priority. However in the interests of the principles set out in the design guide and the CSUS it is envisaged that a less formal arrangement could be used with a gentle widening of the existing footway reducing the road width to 3.5m over no more than 5m length. This would also provide a little extra footway over short sections. The second build out could be achieved as low level paving. An illustration of this approach is shown below, which has minimal signing/markings.



Typical build out arrangement with no signage.

A more formal detail from Cornwall Council's design guidance is shown below.



Potential locations for build outs on Old Town Road are illustrated on Figure G2.

UTILITIES

The area noted in the CSUS as having prominent overhead cables is Character Area 7 Garrison Lane, Garrison Hill and Jerusalem Terrace.

A detailed survey would be required in consultation with the utility providers to establish what services might be underground, what the implications would be in terms of works, costs and future maintenance.

Where new utilities are to be installed or existing replaced the opportunity for undergrounding should be considered.

Where utilities are undergrounded and where good quality surfaces are put in place there is always a concern about works to the utilities and the standard of reinstatement when works are carried out. There are also concerns about the coordination of utilities works in order to avoid successive works by different suppliers. On the mainland this is controlled to a certain extent by the New Roads and Streetworks Act 1991 (NRSW 1991). It is not clear whether the act applies on the islands, but none the less the principles could be followed.

KEY AREAS

The various key areas emerging from the analysis above are illustrated on Figure G1

WAY FORWARD

The way to take these issues forward would initially be to prepare a brief for the analysis and design of improvements in selected areas in consultation with the selected Porthcressa team and a champion for the design guide and CSUS guidance.

BRIEF FOR TRAFFIC MANAGEMENT STUDY

Introduction

This brief sets out the detailed requirements for a study of traffic management and public realm in Hugh Town, St Mary's. The Strategic Transport Framework (2011) concluded that a study is needed to address a number of conflicting demands in Hugh Town, including parking and access, amenity for pedestrians and cyclists, local environment and public realm.

The Strategy noted that the number of cars and other vehicles is perceived as becoming an issue in Hugh Town, with worsening perceptions about air quality, road safety and environment. In particular there are areas where footways are narrow. There can be parking problems on routes leading to the quay, which can present difficulties for private hire vehicles and hauliers. Whilst parking could be addressed through enforcement, it is neither practical nor desirable from the Police perspective to be on hand to enforce parking on Hugh Street at all times.

There are several, inter-related issues in the area. Measures are required for Hugh Town to improve the environment for pedestrians and cyclists and address parking problems (particularly on Hugh Street) whilst maintaining the flow of vehicles. The measures should also seek to improve the quality of the local environment and, in doing so, consider pedestrian amenity, street furniture, signing, lighting, surfacing and visual appearance.

Aims and Objectives

The overall aim of this study is to develop a strategy for the management of traffic and movements in Hugh Town which contributes to sustainable transport for the Isles of Scilly. Picking up on the recommendations of the Strategic Transport Framework, the objectives of sustainable transport for the Isles of Scilly means:

- Reducing / minimising the amount of travel required, especially by private car;
- Where travel is required, minimising the fossil fuel energy used;
- Providing year round, reliable transport services at an acceptable cost;
- Transport which respects the environmental credentials of the islands; and
- Transport which supports tourism and the economy of the islands.

The specific objectives of the study are to:

- Identify and confirm how specific areas of Hugh Town are used at present, including the demands of residents, businesses, shoppers, employees, transport operators, hauliers and other users of the street.
 - Identify improvements to pedestrian amenity, parking and access for residents, businesses and visitors to the area, to ensure sustainable transport modes whilst facilitating the needs of businesses, hauliers and transport operators through the area.
 - Identify improvements to public realm and the local environment, to enhance the visual character of the area and use of space
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- Recommend improvements which are low cost, value for money and practical to implement

Strategic Approach

It is essential that any traffic management measures to be taken forward are consistent with the Isles of Scilly Design Guide and Cornwall and Isles of Scilly Urban Survey. It is important that the character and appearance of the area, including soft verges, flowers and overhanging greenery, is retained. The Cornwall LTP3 and relevant local and national policy documents should also be considered in developing measures. As recommended in the Strategic Transport Framework and the documents identified above, solutions must be based on low visual intrusion and use local materials in keeping with the surroundings.

Scope of the Study

The Strategic Transport Framework identified specific locations which should be covered by the Traffic Management Study. These are shown on the attached plan and include:

- The square at Buzza Street Porthcressa referred to as Porthcressa Square in the Porthcressa Masterplan.
- The junction of Silver Street and Porthcressa Road, Ingram's Opening, referred to as Town Hall Square in the Porthcressa Masterplan.
- Silver Street.
- The western end of the Parade.
- The junction of Hugh Street and Garrison Lane, including possibly the link to the western end of the Parade.
- Hugh Street, including the square.
- The area around the Tregarthen Hotel and Mermaid Inn

The study should seek to consult with a number of stakeholders including:

- Council departments, where departments are involved in actions and activities that impact on the highway network e.g. refuse collection;
- The Chief Technical Officer
- Local Residents and owners of premises;
- Local businesses;
- Transport operators, including private hire companies and the community bus;
- Hauliers

Issues to be addressed

The analysis would need to understand precisely how spaces work, what the traffic and pedestrian flows there are, what parking takes place, what other activities take place, what surface materials are in place and whether they could be retained or

improved in line with the Design Guide and Cornwall and Scilly Urban Survey advice.

Manual for Streets should also be considered in developing an approach to the use of space. This might include 'shared space' areas, which have been shown to be effective, in certain situations, at improving the amenity and environment of streets for pedestrians and cyclists whilst maintaining access by vehicles.

In reviewing how spaces work it will also be necessary to identify what drainage and utilities are present. The drainage could be affected by changes in surface levels as could underground utilities to a lesser extent unless any surface levels are lowered. There may also be opportunities for undergrounding overhead cables.

The study is required to consider and provide practical, low cost options for:

Movement needs and hierarchy

- Routes and amenity for pedestrians and cyclists, including pavements, crossing points and cycle parking
- Access to shops and businesses on Hugh Street for servicing
- Access to shops and businesses for customers and employees
- Access to hauliers and private hire vehicles
- Scope for 'shared space' areas, where pedestrians, cyclists and vehicles use the same space.

Parking and demand management

- Parking for residents, customers, visitors
- Demands, restrictions, enforcement
- Potential to reduce the number of vehicle trips made, through links to travel planning and use of space.
- Provision of parking areas, by means of physical measures requiring no enforcement rather than road markings.

Street scene and public realm improvements (where necessary and practical)

- Markings and layout
- Potential for shared surface treatments
- Street furniture and planting
- Signing
- Paving materials
- The reduction of signage, markings and furniture to reduce clutter.

Maintaining / improving services (improvements as required)

- Street lighting
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- Utilities (to consider impacts on any proposals for changing / improving surfaces and layouts and the potential for utilities to go underground)

Required Outputs

The following outputs will be required:

- Analysis of movements and use of space
- Consultation with stakeholders – through a workshop session in the early part of the study and an opportunity for stakeholders to comment on a draft report.
- Recommendations for improvements to:
 - Improve the environment for pedestrians and cyclists;
 - Parking and demand management;
 - Access to services and facilities;
 - Street scene and public realm;
 - Opportunities to improve services including street lighting and utilities.

A concise report will be required setting out the analysis undertaken and evidence supporting the recommendations. The report should include a programme of measures for implementation, including consideration of a possible phased approach with low cost, early wins. This will be supported by concept plans for improvements, including outline specifications for materials and utilities / drainage measures.
