

Technical note

Project	Moray Council Framework	Date	7 February 2008
Note	MLTS2 – Strategy Scenarios	Ref	CTEAJY010
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1 *Introduction*

1.1 Moray Council are currently in the process of developing the Second Moray Local Transport Strategy (MLTS2). Key tasks undertaken to date include:

- Development of a First Stage Consultation Paper;
- First Stage Public Consultation;
- Stakeholder Consultation Workshop;
- Development of MLTS2 vision and key objectives; and
- Production of Strategic Environmental Assessment (SEA) Scoping Report.

2 *Scenario Generation*

2.1 It is recognised there is no one defined solution to address the transport problems experienced in Moray. To inform the development of alternative strategy scenarios for MLTS2, a review was completed to consider work undertaken by other public sector organisations (Local Authorities and Regional Transport Partnerships) in this respect. Taking account of the geographic location of Moray, the review centred on the regional/local transport strategies prepared by the following organisations¹:

- Argyll and Bute Council;
- Aberdeenshire Council;
- Aberdeen City Council;
- HITRANS; and
- NESTRANS.

1. Highland Council and Perth and Kinross Council are currently reviewing their respective Local Transport Strategies and it was therefore not possible to include them within this review.

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In summary, varying approaches were adopted by the different organisations. These ranged from strategic themes to the development of more detailed packages centred on cost and also particular policy objectives to ensure different impacts were fully captured during the appraisal process. From the documents reviewed it is evident the preferred scenarios adopted by the different organisations were inclined to centre on a hybrid of measures, including the promotion of sustainable modes supported by appropriate demand management together with targeted enhancement/improvement of the existing trunk and local road network.

Annex 1 provides a more detailed record of the different scenarios considered by the organisations.

2.2

Taking into consideration the detail presented in Annex 1 and the output from the extensive stakeholder consultation undertaken to date and national, regional and local transport objectives a series of alternative strategy scenarios were developed for possible future transport policy in Moray. The scenarios included a baseline and six alternative strategies designed to represent policy priorities as follows:

- **Scenario 1 – Maintain current level of commitment (Baseline)**
This would essentially represent business as usual and provide a benchmark of the existing infrastructure in Moray at 2008 and a baseline against which to compare other scenarios. It would be based on maintaining the existing policies of the First Moray Local Transport Strategy (MLTS1) and continued support for committed projects without changes to current resources or funding.
- **Scenario 2 – Do minimum**
This would represent a reduction in existing services and funding to only provide additional transport schemes and investment required to enable Moray Council to meet existing statutory requirements and the minimum level of service provision. The Do-Minimum scenario would inevitably lead to a reduction in services and is therefore unlikely to meet the needs of Moray or receive public support.
- **Scenario 3 – Focus on Road Safety**
Investment based on accident data and/or Police incident reports would lead to enhancements of the road network and walking and cycling environment. However, concentration on road safety is unlikely to allow maximum benefits to be realised across all objectives.

- **Scenario 4 – Focus on Mode Change**

Investment and service provision would be concentrated on promoting and enhancing sustainable travel modes such as walking, cycling and public transport with investment in road based infrastructure limited to the maintenance of the existing local and trunk road network. There would be increased investment in the provision of facilities for cyclists and pedestrians within settlements, together with the development of the public transport network and improved publicity and provision of information.

As well as investment in individual modes, promotion of mode change would also require support through demand management initiatives, for example higher parking charges and extension of restricted parking zones.

- **Scenario 5 – Focus on Main Settlements and Strategic Transport Corridors**

Policy would focus on the main settlements of Elgin, Keith, Buckie, Forres and Lossiemouth and the key transport corridors in Moray – the A9/A95 to the south; A96 to the east and west and A941 within Moray.

Key issues with the strategic road network include poor road safety, congestion on approaches to and through urban areas, poor journey times and reliability and lack of sustainable alternatives to the private car. Under this scenario there would be investment across different modes to improve travel opportunities in the main settlements and address key problems on the strategic road network.

- **Scenario 6 – Road based**

Policy would be focussed on increasing capacity on existing roads and providing sufficient infrastructure to accommodate predicted growth in traffic and vehicle numbers. There would be limited development of demand management measures and investment in other modes such as walking, cycling and public transport would only result following accommodation of private motorised transport.

- **Scenario 7 – Integrated Transport – invest to improve across modes**

Essentially this scenario would provide a balanced framework and the basis for investment and development across different modes.

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Investment in walking, cycling and public transport would be complemented by demand management and targeted road investment to address key areas of congestion and provide essential linkages and upgrades to the existing network.

2.3 In addition to there being different strategy scenarios, it is also recognised that no one measure for a given scenario is likely to provide a solution to address the transport issues and challenges in Moray. . Each of the scenarios detailed would contain a different package of measures and Table 1 outlines, at a strategic level, the different elements of each scenario.

3 Appraisal of Strategy Scenarios

3.1 The appraisal process consists of assessing the success of the different scenarios in terms of their performance against national, regional and local transport objectives.

3.2 Table 2 summarises the linkages between national, regional and local transport objectives. On the basis of the linkages presented, the performance of each scenario has been assessed in qualitative terms against the following headings:

- Economy;
- Environment²;
- Safety;
- Integration;
- Social Inclusion and Accessibility;
- Public Acceptability; and
- Additional Funding.

This approach is consistent with the Scottish Transport Appraisal Guidance (STAG) and fulfils the requirement for a single assessment to be undertaken of alternative strategies at an appropriate level in accordance with STAG. Table 3 outlines the results of the appraisal undertaken of the different strategy scenarios presented in Section 2.

² The environmental appraisal has included consideration of the findings of the SEA to date and discussion with the SEA team.

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Table 1: Transport Strategy Scenarios – Packages of Measure

	Strategy Scenarios						
	1. Do-minimum (Statutory requirement)	2. Maintain current policies and level of commitment	3. Focus on Safety	4. Focus on mode change	5. Focus on main settlements and strategic transport corridors	6. Road Based	7. Integrated Transport - Invest to improve across modes
LTS Themes							
Active Travel		●		●	●		●
Travel Awareness		●	●	●	●		●
Urban Transport Issues	●	●		●	●	●	●
Network management (Local)	●	●	●		●	●	●
Network management (Trunk Road)	●	●	●		●	●	●
Public Transport	●	●		●	●		●
Community Transport		●		●	●		●
Freight Transport		●		●	●		●
Road Safety	●	●	●		●		●
Parking	●	●			●		●
Harbours	●	●			●		●
Air Travel	●	●			●		●

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Table 2: Linkages between National, Regional and Key Local Objectives

National Objectives	Regional Objectives	Local Objectives
Promote Economic Growth	Enable the region to compete and to support growth – this is the primary planning objective, or desirable outcome.	<p>A. Support and enable economic development through a sustainable transport infrastructure.</p> <p>C. Maintain and improve the existing transport infrastructure to enable an effective and reliable transport network.</p>
Promote Social Inclusion	Enable the people of the region to participate in everyday life.	<p>B. Promote safer, inclusive and affordable travel for all.</p> <p>D. Improve accessibility to jobs, services and facilities.</p>
Protect the Environment and Improve Health	<p>Manage the impacts of travel on the region’s environmental assets.</p> <p>Improve the health of the region’s people.</p>	E1. Increase sustainable travel choices to promote travel behaviour change and reduce the need for car use and the environmental impact associated with transport and health.
Improve Safety	Improve the safety and security of travel.	B. Promote safer, inclusive and affordable travel for all.
Improve Integration		E2. Promote integration across different modes, policies and land use planning.

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Table 3: Transport Strategy Scenario Appraisal (Key: xxx – very negative; xx – moderate negative; x – negative; 0 – neutral; √ - positive; √√ - moderate positive; √√√ - very positive)

Scenario	Appraisal Criteria							Comments
	Economy	Environment	Safety	Integration	Social Inclusion and Accessibility	Public Acceptability	Additional Funding	
1. Baseline	xx	xx	xx	xx	xx	0	0	This package would represent “business as usual” with levels of expenditure for transport approximately equivalent to present levels of funding. However, while potentially attractive from a financial perspective, given the nature of the transport problems in Moray, the existing allocation of funding is unlikely to meet the transport needs of Moray with significant economic, environmental and social impacts emerging as a result.
2. Do-Minimum	xxx	xx	xx	xx	xxx	xx	√	Service provision and investment to fulfil the Council's statutory obligations would result in a reduction in services and fail to meet the transport needs of Moray with significant economic, environmental and social impacts resulting. A fall in expenditure on transport from present levels would address budgetary issues but in a manner which is unfeasible in terms of the future development and investment of transport in Moray. Furthermore a reduction in services and budgets is also unlikely to receive public support.
3. Focus on Road Safety	√	√	√√√	√	√√√	√	x	A focus on road safety would help to address real and perceived safety issues creating particular benefits in terms of safety and social inclusion and accessibility. Between 2000 and 2004 the cost of accidents in Moray was approximately £39 million, therefore improved road safety can also be expected to bring economic benefits in terms of accident cost savings. It is expected additional funding would be required from present levels.
4. Focus on Mode Change	0	√√	√√	√√	√√√	x	x	Increased investment in public transport and cycling and walking would seek to invest in measures to encourage travel behaviour change and the uptake of sustainable transport modes as alternatives to the private car. Particular benefits can be expected in relation to social inclusion and accessibility. Appropriate demand management measures and intervention would also be required to maximise opportunities for the additional capacity to improve the effectiveness of alternative modes. It is expected additional funding would be required to deliver the investment required.
5. Focus on main settlements and strategic transport corridors	√√	xx	√	√	√	x	xx	Targeting policy and investment only towards selected settlements in Moray and strategic transport corridors is unlikely to receive public support, especially from smaller communities located some distance from the trunk road network in Moray. It is the purpose of the LTS to set policy which is fully inclusive and provides a framework against which to meet the varying transport needs of different communities throughout Moray.
6. Road based	√	xxx	√	xx	xx	x	xxx	Development of new infrastructure would fail to address problems where increases in capacity were not possible. Furthermore unrestrained growth in traffic and additional capacity is likely to be saturated by suppressed demand in the longer term and fail to meet Government policy for traffic reduction. A significant increase in funding would be expected to deliver the necessary infrastructure.
7. Integrated Transport – invest to improve across modes	√√	√√	√√	√√√	√√√	√√	x	A balanced approach characterised by investment in public transport, walking and cycling with targeted enhancements of the road network and development of new infrastructure presents the most positive option in terms of meeting national, regional and local transport objectives. A balance between increasing choice, demand management and innovative measures represents the most plausible means to achieve the vision and objectives of the LTS. It is expected additional funding would be required from present levels.

4***Conclusions and Recommendations***

From the appraisal work undertaken it is evident that overall a balanced package of measures can be expected to provide the most effective policy framework and Scenario 7 (*Integrated Transport – Invest to improve across modes*) performs best against the different appraisal criteria. The Do-minimum Scenario performs least favourably and scores very negatively across all objectives, with the exception of additional funding where it scores “very positive” in light of the reduction in services and corresponding resource requirements.

On the basis of the assessment undertaken and for the reasons outlined in Table 3 it is recommended *Scenario 7 – Integrated Transport* is considered for adoption by decision makers as the preferred strategy framework for MLTS2.

Annex 1: Summary of strategy scenarios considered by other public sector organisations

Argyll and Bute Council LTS (Moving Forward: 2007 – 2010)	
Option	Content
1. Do-minimum	Provide minimum statutory level of service.
2. Maintain current level of commitment	Based on current levels of investment and direction.
3. Focus to improve safety	Concentrate effort on freight and tourism networks.
4. Focus to improve social inclusion	Concentrate effort on public transport and access to services.
5. Invest to become the leading rural area	A focus on both the economy and social inclusion whilst minimising environmental impacts.
Strategy Scenario Appraisal Scenarios tested against each of the established objectives of the LTS to determine which meet the objectives most effectively.	

Aberdeenshire Council LTS (Moving Aberdeenshire Forward: 2007 – 2010)	
Option	Content
1. Do-minimum	Relatively low priority given to changing travel behaviour. Represents a short-term tactic which tries to maximise economic growth while relying on others to address the problems. But it would be at risk from peaks in oil prices and potential carbon reduction policies.
2. Adopt best practice approach to travel behaviour change, restraining additional growth in traffic and strongly supporting technological shifts to a low carbon economy	Long-term solution based on the principles of community and social welfare, and taking account of local and global environmental quality and the need to sustain economic growth.
<p>Strategy Scenario Appraisal</p> <p>On the basis of the findings reported in the Stern Review on the economics of climate change the longer term approach, Option 2, was considered the most appropriate strategy to take forward.</p>	

Aberdeen City Council LTS (Final Draft LTS, January 2008)	
Preparatory work on five strategic options, leading to development of three strategic options:	
Option	Content
1. Do-minimum	Encourage sustainable travel: this option can be regarded as the base option and essentially is “business as usual”. Past experience suggests this would not be successful in meeting the objectives set for achieving the vision. Its main purpose was to act as a baseline for comparing the other options.
2. Positive Encouragement	“Locking in” the benefits of AWPR and RTS schemes: this option represents a concerted effort by the Council to promote the use of sustainable transport modes and utilise capacity released by the committed schemes to improve the effectiveness of sustainable travel modes.
3. Pro-active Encouragement	Managing demand for transport and increased investment: this option assumes more significant intervention by the Council by not only promoting the use of sustainable transport modes but also discouraging the use of cars, particularly for journeys to work in the city centre.
Strategy Scenario Appraisal	
Preferred strategy consists of a hybrid of the strategic options, including better performing policies and interventions contained in the three broad scenarios and achieving a balance between carrot, stick and innovative measures.	

HITRANS (Regional Transport Strategy, June 2007)	
Key policy areas identified where effort required to deliver improvements:	
Option	Content
<p>Horizontal themes:</p> <ul style="list-style-type: none"> ▪ Active travel; ▪ Aviation and the region’s air network; ▪ Community and health passenger transport; ▪ Congestion and urban issues; ▪ Freight transport; ▪ Locally significant network and maintenance of the region’s roads; ▪ Mainstream passenger transport; ▪ Ports; ferries and waterway transport; ▪ Cost of transport and travel; and ▪ Environmental impacts. 	<p>For each horizontal theme an assessment was undertaken:</p> <ul style="list-style-type: none"> - Assessing the key issues and key opportunities for the theme; - Setting policy aspirations; - Generation of options; - Assessment of options to produce a final series of measures to help deliver the policy aspirations.
<p>The strategic and regional network.</p>	<p>The strategic and regional network was assessed against:</p> <ul style="list-style-type: none"> - Functionality; - Adequacy; and - Future transport needs.
<p>Strategy Scenario Appraisal</p> <p>Performance against the objectives of the strategy.</p> <p>Contribution to the policy tests of connectivity, environment, health and safety.</p> <p>A set of “best fit” options were identified for the core action plan.</p>	

NESTRANS (Regional Transport Strategy, March 2007)	
Six packages developed (these build on the Reference Case based on existing projects):	
Package	Content
1. Local cost	Measures and activities will require relatively low levels of revenue and capital funding. This would approximate to a continuing level of expenditure for transport broadly equivalent to present levels of funding.
2. Medium Cost (Economy)	This package would require an increased level of expenditure on transport over the life of the strategy to relatively medium levels of revenue and capital funding. Options are included that would focus on achieving the economic objectives, yielding benefits with an emphasis towards relieving congestion, boosting the north east's economy and infrastructure based solutions.
3. Medium Cost (Accessibility and Social Inclusion)	This package also requires relatively medium levels of revenue and capital funding of a scale broadly equivalent to the other medium cost packages. Schemes are included which would best achieve the social inclusion objectives, yielding benefits with an emphasis towards public transport measures, making travel more affordable and favouring socially excluded sectors of population or areas.
4. Medium Cost (Environment)	A third package, also requiring relatively medium levels of revenue and capital funding similar to other medium costs packages. Focus is on schemes that would best achieve the environment objectives, yielding benefits including measures to encourage modal shift and active travel.
5. Medium Cost (Spatial Planning)	A further package requiring relatively medium levels of funding similar to other medium cost packages. Emphasis is on schemes which best achieve objectives which yield benefits for connectivity within and between settlements in the north east.
6. High cost	This package combines many of the schemes within the medium costs scenarios and contains some measures and activities requiring a relatively high level of revenue and capital funding. Realistically these schemes would require a very high funding allocation combined with new revenue streams, but they were included to ascertain their relative merits and acceptability.
Strategy Scenario Appraisal	
The preferred strategy sets out a strategic framework of integrated measures and interventions. The preferred strategy is expressed through a series of sub-strategies – Improving external connections; improving internal connections and strategic policy framework.	