Urban-rural Connectivity in Non-metropolitan Regions (URRUC)

Case Study Report

Scarborough Borough, North Yorkshire, UK

07/06/2019

Authors
Coventry University, UK
Begley, J, Gunson, J, Jarvis, D, Jones, A, and MacNeill, S

Advisory Group
Project Support Team: Bishop, J, Callen, J, Giles, C and McArdle, D

ESPON EGTC: Frideres, L, Rossignol, N and Szabo, A

Acknowledgements
Grunfelder, J. Nordregio, Sweden

Table of contents

List of Figures

List of Maps

List of Tables

Abbreviations

CU	Coventry University
DFT	Department for Transport
DVLA	Driver and Vehicle Licensing Agency
EC	European Commission
ESPON	European Territorial Observatory Network
EU	European Union
EYMS	East Yorkshire Motor Services
GCHQ	Government Communication Head Quarters
GVA	Gross Value Added
HE	Highways England
HGV	Heavy Goods Vehicles
LAU	Local Administrative Unit
LEP	Local Enterprise Partnership
LTP	Local Transport Plan
NFU	National Farmers Union
NMR	Non-Metropolition Region
NVQ	National Vocational Qualifications
NUTS	Nomenclature of Territorial Units for Statistics
NYCC	North Yorkshire County Council
NYM	North York Moors
ONS	Office of National Statistics
RDA	Regional Development Agency
SBC	Scarborough Borough Council
TftN	Transport for the North
TPE	Trans Pennine Express
UTC	University Technical College
VAT	Value Added Tax
YNYERY LEP	York, North Yorkshire, East Riding of Yorkshire Local Enterprise Partnership

Blue Box: Scarborough Borough

Scarborough Borough Council as the lead stakeholder in the Urban Rural Connectivity in Non-Metropolitan Regions (URRUC) project are primarily concerned with transport and accessibility issues in remote rural areas of the Borough. Their primary aim is to address connectivity challenges in these areas. Linking inner areas to the main town of Scarborough will improve employment opportunities and service provision. As a coastal region, Scarborough has a flourishing tourist trade with the second largest number of overnight visitors in the UK after London. Other prominent sectors of activity include services, fishing, and emerging digital and creative industries. Scarborough, on average, has lower paid employment than neighbouring areas and faces challenges in terms of an ageing population and skill shortages. The rural areas of the Borough are isolated and do not have extensive public transport connections. As a result, there is a high level of car dependency, which creates challenges in terms of accessibility to services and congestion. This is further compounded by the nature of road connections. Due to its geographical position, Scarborough is not connected by a major motorway or dual carriageway. The presence of tourists during the peak summer months adds to the pressures on the transport network, which affects local business and residents. Difficulties include labour mobility and attracting inward investment. Other challenges present include underdeveloped governance structures and a lack of representation in transport and infrastructural planning. To resolve these issues, a series of recommendations are proposed. These include introducing new transport solutions, such as village minibuses, better promoting existing social transport activity, and supporting businesses in adopting shuttle bus provision. Critically, one of the key recommendations emerging is the necessity for national government to be more cognisant of the importance of tourism as an economic activity, in order for coastal areas such as Scarborough to develop their transport infrastructure optimally. Assessing the viability of a devolved taxation system, and the introduction of a 'Visitor Tax', is also a potential means to generate revenue to fund these transport developments and regeneration. There also needs to be continued support for business and educational establishments, whilst the resource constraints of local authorities need to be better understood by national government.

Introduction

The following case study forms part of the URRUC project and relates to the territory of Scarborough Borough, a non-metropolitan district located in the county of North Yorkshire, England, United Kingdom. The case study is split into five sections. Firstly, a contextual background of Scarborough is presented which contains details of the Borough's territorial, economic and social characteristics. This section also provides an overview of the institutional framework for transport and key policies before assessing the current situation surrounding transport provision. Secondly, the case study presents an overview of the urban-rural linkages in Scarborough with a specific consideration of access to services and travel-to-work patterns. Thirdly, the key transport challenges for Scarborough are identified as connectivity to outlying villages, tourism, economic costs resulting from the existing network, and governance. Fourthly, recommendations to these challenges are outlined based on best practice, operational solutions and the specific and general context of Scarborough. The case concludes with an analysis of flexible transport solutions.

1. Contextualisation

1.1 Territorial Characteristics

Scarborough Borough (LAU1) is a non-metropolitan district located on the North Sea coastline of England, United Kingdom. It encompasses the entirety of the North Yorkshire coast, which stretches some 43 miles (69km) from Staithes in the north to Speeton Cliffs in the south. Scarborough has a total area of 315 miles² (817km²) and, based on population distribution, is classified as being an 'urban with significant rural area' by the ONS. As such, Scarborough has an 'extensive rural hinterland', which is mostly sparsely populated. This includes Esk Valley to the north and the Vale of Pickering and Wolds fringes to the south (Scarborough Borough Council Authority Monitoring Report, 2018). Indeed, 62% of Scarborough's territory falls into the North York Moors National Park area. NYM is some 554 miles² (1,436km²) in size, and stretches into several districts including Hambleton, Ryedale, and Redcar and Cleveland. Some 43% of NYM is located in Scarborough, which includes the majority of 26 miles (42km) of coastline (North York Moors Authority, 2019). The rest of NYM is mostly moorland and forest with 22% of the area classified as being woodland. This is generally located towards the southeast and southwest of the park. There are a number of small villages which fall into the National Park and lie within Scarborough Borough. These include Grosmont, Egton, Glaisdale, Lealholm, Danby, Westerdale and Castleton.

Due to its location on the North Yorkshire coast, Scarborough Borough is considered as a 'peripheral' location, and is some forty to fifty miles from major urban centres in York, Hull, and Middlesbrough. It is part of the Yorkshire and the Humber region (NUTS1), whilst also belonging to the non-metropolitan county of North Yorkshire (NUTS2) and North Yorkshire CC (NUTS3). North Yorkshire CC consists of seven districts, which are Scarborough, Ryedale, Hambleton, Craven, Harrogate, Richmondshire, and Selby. At NUTS2 level, the city of York is included in the classification. Scarborough borders Redcar and Cleveland to the north, Ryedale and Hambleton to the West and East Riding of Yorkshire to the south. The main population centre in Scarborough Borough is Scarborough town centre. The town of Scarborough is located on a crescent shaped part of the coast, the prongs of which jut out into the seas, serving to shelter the local harbour and beach that is in close proximity. There are two smaller towns, Whitby, which is located towards the north and Filey towards the south. The climate is temperate with mild summers and cold, windy, winters. The area is also a popular tourist destination with Scarborough town, Whitby, and the NYM National Park attracting significant numbers of visitors per annum. Figure 1 illustrates Scarborough Borough (shown in light blue) and the wider North Yorkshire region:

Figure 1: North Yorkshire Region

Source: Maps of the World, 2019

Due to its sparsely population rural hinterland, Scarborough is mainly sparsely populated with a population density of 1.33 persons per hectare recorded in the 2011 census. This compares to a national figure of 4.29 persons per hectare. The ONS estimates that the total population of Scarborough is 108,400. Table 1 illustrates the breakdown of population by town and village:

Table 1: Areas of Scarborough by population

Town/Village	Population (2011 Census)
Scarborough	61,749
Whitby	13,213
Filey	6,981
Eastfield	5,610
Seamer	4,335
Hunmanby	3,132

Source: Census, 2011

The majority of the population live in Scarborough town, which accounts for approximately 57% of the 108,400 residents. The remaining 43% are classified as living in 'hub towns or rural areas'. Some 19% of these individuals reside in Whitby or Filey, meaning that these two areas and Scarborough town equate for 76% of the total population. The concentration of the population in Scarborough town, explains why North Yorkshire as whole has a lower density figure (0.74) than Scarborough. Indeed, it should be noted that Scarborough Borough accounts for some 18.2% of the North Yorkshire population, and is second only to Harrogate at 26%. This is despite only covering some 9% of the North Yorkshire territory.

In terms of its administration, Scarborough Borough is sub-divided into thirty-nine Parish and Town Councils. Whitby, Filey and Eastfield have town councils with the remaining areas being classed as parish councils. These are illustrated in Figure 2:

Figure 2: Scarborough Parish
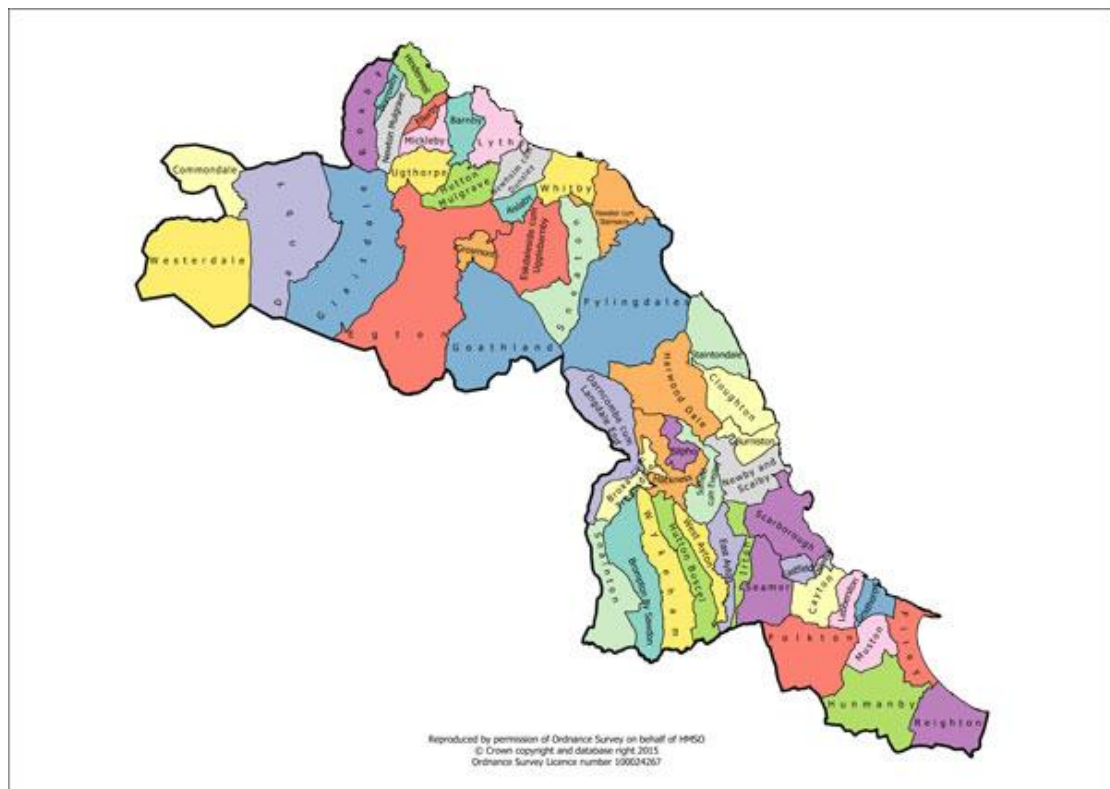
Source: Scarborough Borough Council, 2019

1.2 Social Characteristics

Population figures over the past decade have remained largely static but there are critical challenges in attracting and retaining younger residents. For example, since 2012, the working age population in Scarborough has declined by 4% reaching 62,000 by 2017. Moreover, there has been a 19% decrease in the number of 16-25 year olds living in

Scarborough during the same period (YNYERY Scarborough Profile, 2018). Scarborough sits within the Yorkshire and the Humber area at NUTS1 level, but represents a relatively minor section of its population. This is detailed in Table 2:

Table 2: Total Resident Population

	Scarborough	Yorkshire and The Humber	Great Britain
All people	108,400	5,450,100	64,169,400
Males	52,600	2,690,500	31,661,600
Females	55,700	2,759,600	32,507,800

Source: NOMIS Scarborough Profile, 2019

In assessing the age of the population in Scarborough, over 50% are over the age of 45 with the mean age calculated at 44.2 and the median age at 46. NOMIS (2019) report, 18 % of the UK population are over the age of 65, the situation in Scarborough is slightly higher than the national picture as 23% of residents are in this age bracket. Compared to the figures reported in England, Scarborough has a slightly lower proportion of residents classed as having very good or good health. In the 2011 Census, it was reported that 81.4% of the population of England had very good or good health. In Scarborough, this figure was 77.2%, which is also lower than the reported result for Yorkshire and the Humber of 80% (ONS, 2011). Furthermore, compared to the 2001 Census, the proportion of those residents stating that they had very good or good health declined by 2.1%, which the tenth worst result across English local authorities (ONS, 2013).

In terms of education, compared to the rest of Great Britain and Yorkshire and the Humber, Scarborough has a smaller proportion of residents qualified at the NVQ1 level and above. As a result, the proportion of those without a qualification is higher than recorded in the Yorkshire and the Humber region and Great Britain. Indeed, at 10.3%, the number of people without qualifications is 2.6% higher than the figure for the rest of the country (7.7%). There is also a significant difference at the NVQ4 level and above where 30% of Scarborough residents have obtained a qualification to this level compared with 38% for the country as a whole.

Table 3: Qualifications (January 2017-December 2017)

Individual levels	Scarborough (level)	Scarborough (%)	Yorkshire and The Humber (%)	Britain (%)
NVQ4 and above	19,400	30.4	33	38.6
NVQ3 and above	30,900	48.7	52.3	57.2
NVQ2 and above	43,500	68.4	71.1	74.7
NVQ1 and above	52,900	83.3	83.4	85.4
Other qualifications	4,100	6.5	7	6.9
No qualifications	6,500	10.3	9.5	7.7

Source: NOMIS Scarborough Profile, 2019

While Scarborough town has seen growth associated with rural-urban migration (see Copus, 2013 - Demographic linkages, sub-type A), the town is anticipated to grow more rapidly in the next decade. This is related to the major expansion of Potash mining near Whitby and the decision to house over 1,000 workers and families in new housing. In fact, 6,000 new houses are under development, with the town populous expected to increase by 20% by 2033. Although plans are in place to support this growth, led by SBC, challenges, particularly around appropriate infrastructural development still abound.

1.3   Economic Characteristics

Scarborough, in recent years, has sought to develop its manufacturing and construction sectors, creating a 'relatively well-balanced economy for a Seaside Town' (House of Lords, 2019, p34). Key economic activities comprise fishing, service industries including transport, small manufacturing enterprises, digital and creative firms, third level educational institutions including a campus for Coventry University, but most prominently, a flourishing tourist trade. This is underlined by Scarborough being second only to London in terms of number of visitors with approximately 7.8 million received per annum (House of Lords, 2019). In underlining the economic importance of tourism to Scarborough, some £524m was spent by visitors in 2015. Of this figure, £488m went to local businesses such as restaurants (Tourism South East, 2015). Furthermore, NYM National Park also contributes significantly to the tourism economy of North Yorkshire. Like Scarborough, there are over 7 million annual visitors, which support 11,000 full-time equivalent jobs. For NYM, these visitors generate an estimated £128m for accommodation businesses, whilst day trip tourists spent approximately £226m in the area. Alongside tourism, there are major employers operating in the food processing, manufacturing, and defence sectors. Future economic expansion is anticipated through the discovery of a potash mine near Whitby, creating 1,000 permanent jobs and a further 3,000 in the supply chain. Opportunities are also present in the renewable energy sector (Scarborough Borough Council, 2015).

The vast majority of businesses in Scarborough are micro-sized organisations with less than ten employees. This accounts for 87.3%, or 4,110, of 5,035 registered firms in the area. Moreover, 1,055, or 21%, of the businesses in Scarborough are sole proprietorships. This is a larger figure than the rest of the York North Yorkshire East Riding of Yorkshire LEP (YNERY) area (18.6%) and the national picture (14.1%). Scarborough has ten businesses over the size of 250 employees with this representing 0.2% of the firms. This is also slightly smaller than the regional and national situation, which is 0.4% (YNYERY Scarborough Profile, 2018). For new business activities, the two-year survival rate is line with the figure for England (75% versus 75.8%) but for the five-year period, this declines to 37.7% and is well below the national figure of 44% (YNYERY Scarborough Profile, 2018).

In terms of GVA per person, Scarborough scores somewhat below the rest of North Yorkshire and England. Figure 3 illustrates that GVA has risen in the period between 2005 and 2016 in

both Scarborough and North Yorkshire. In Scarborough, GVA has risen from £15,993 per head to £19,094 in 2016, although there was a decline between 2015 and 2016. These figures, for both North Yorkshire and Scarborough, are below the level for England as whole with this calculated at £27,108 per person in 2016.

Figure 3: GVA for North Yorkshire and Scarborough 1997-2015
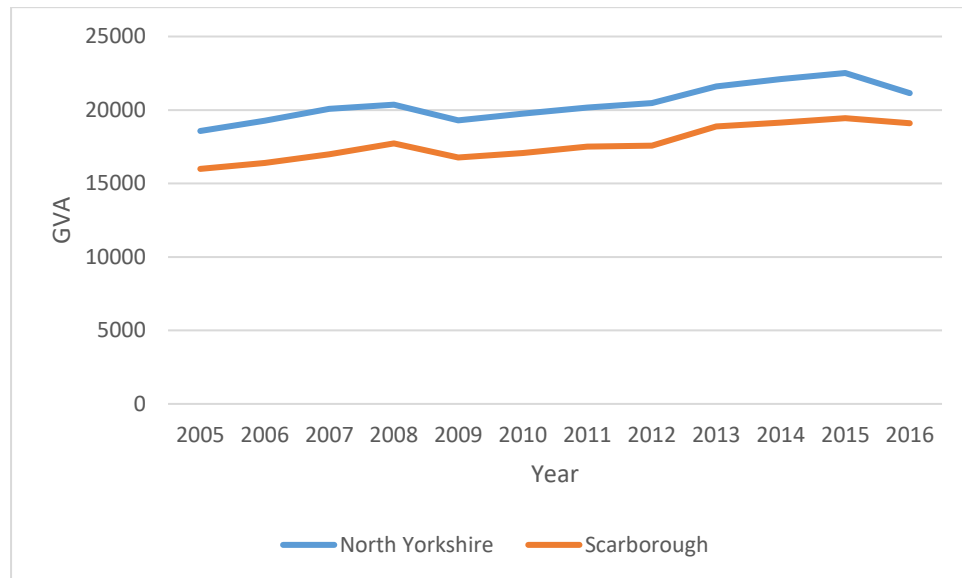
Source: ONS, 2016; 2017

In assessing the GVA for Scarborough in more detail, a breakdown by industrial sector is shown in Figure 4. The highest level of GVA is created by the distribution, transport, accommodation, and food sector. This is closely followed by public administration, education, and health. In terms of the lowest GVA, Information and communication has consistently been the sector generating the least GVA output along with financial and insurance activities.

Figure 4: GVA by Industry, Scarborough

GVA (£ million) BY INDUSTRY (BALANCED APPROACH) (2016)
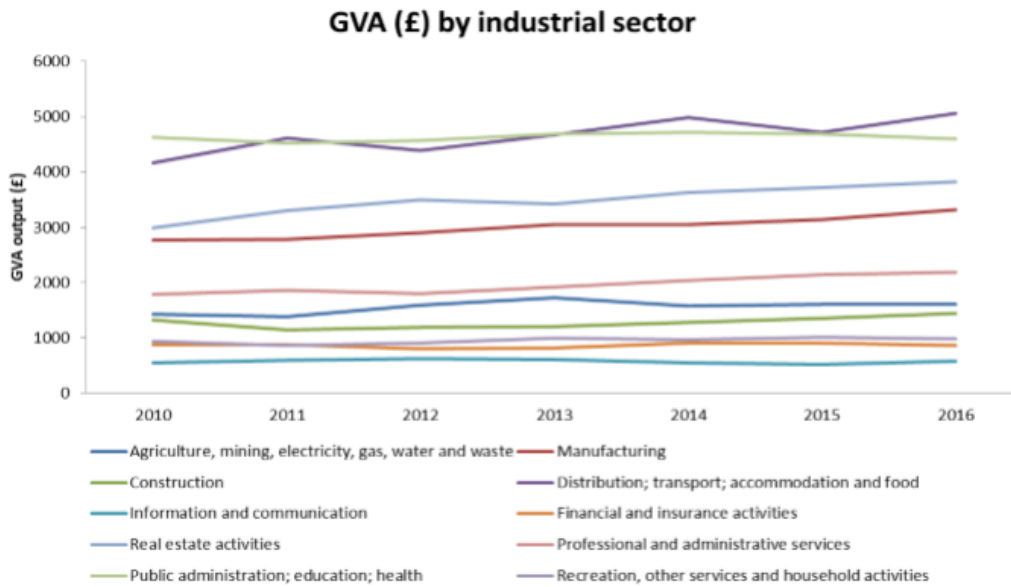
Source: YNYERY Scarborough Profile, 2018

In terms of employment, the importance of tourism to Scarborough is reinforced through the number of people employed in this sector. Labour market statistics from NOMIS indicate that 8,000 people, approximately 19% of those employed in Scarborough, are working in the accommodation and food service industries. This is a much greater proportion that in the rest of Yorkshire and the Humber and nationally. Additionally, Scarborough's ageing population is also supported by a large number of people working in the health and social work sector with another 8,000 individuals employed in this industry. As a result, 38% of the labour force are employed in these two sectors alone, but this work is generally not well paid. Employment by sector in Scarborough is shown in Table 4:

Table 4: Employment by Sector in Scarborough (2017)

Industry	Scarborough	Scarborough (%)	North Yorkshire (%)	Great Britain (%)
Mining And Quarrying	20	0.0	0.1	0.2
Manufacturing	5,000	11.9	11.5	8.2
Electricity, Gas, Steam And Air Conditioning	40	0.1	0.3	0.5

Supply			
Water Supply; Sewerage, Waste Management And Remediation Activities	50	0.1	0.7	0.7
Construction	1,500	3.4	4.8	4.8
Wholesale And Retail Trade; Repair Of Motor Vehicles And Motorcycles	7,000	16.7	15.6	15.2
Transportation And Storage	1,250	3	5.6	4.7
Accommodation And Food Service Activities	8,000	19	7.2	7.5
Information And Communication	350	0.8	3	3.5
Financial And Insurance Activities	350	0.8	2.9	3.6
Real Estate Activities	800	1.9	1.3	1.7
Professional, Scientific And Technical Activities	1,500	3.6	7.3	8.4
Administrative And Support Service Activities	2,250	5.4	8.9	9.1
Public Administration And Defence; Compulsory Social Security	1,250	3	4.4	4.3
Education	3,500	8.3	9.6	8.9
Human Health And Social Work	8,000	19	13.4	13.3

Activities				
Arts, Entertainment And Recreation	1,250	3	2.2	2.6
Other Service Activities	450	1.1	1.4	2

Source: NOMIS, 2019

Rates of employment in Scarborough are higher than both the regional and national averages. Some 78.6% of the labour force in Scarborough are in work with this comparing to 73.4% for Yorkshire and the Humber and 75.1% for Great Britain. These figures are somewhat inflated by the number of people who are listed as being 'self-employed'. In Scarborough, 18.4% of the labour force is classed as being self-employed, which is much greater than the 9.3% for Yorkshire and the Humber and 10.6% nationally. Figure 5 breaks down the unemployment and employment figures for Scarborough:

Figure 5: Employment and Unemployment in Scarborough

Employment and unemployment (Oct 2017-Sep 2018)	Scarborough (Numbers)	Scarborough (%)	Yorkshire And The Humber (%)	Great Britain (%)
All People				
Economically Active†	52,200	81.6	77.0	78.5
In Employment†	50,400	78.6	73.4	75.1
Employees†	38,300	60.2	63.8	64.3
Self Employed†	12,100	18.4	9.3	10.6
Unemployed (Model-Based)§	1,800	3.4	4.7	4.2
Males				
Economically Active†	27,000	87.7	81.9	83.4
In Employment†	26,000	84.5	78.0	79.8
Employees†	18,300	59.9	65.1	65.4
Self Employed†	7,700	24.6	12.7	14.1
Unemployed§	#	#	4.7	4.2
Females				
Economically Active†	25,300	75.9	72.2	73.6
In Employment†	24,400	73.0	68.8	70.5
Employees†	20,000	60.4	62.5	63.1
Self Employed†	4,400	12.6	5.9	7.1
Unemployed§	#	#	4.7	4.1

Source: NOMIS, 2019

Due to the nature of employment in Scarborough, the median wage in Scarborough is lower than that at the regional and national level. In 2018, the median gross weekly wage for a

person working full-time in Scarborough was £468. This figure increases to £477 for all Scarborough residents suggesting that some individuals benefit from higher paid work outside of the Borough. Figure 6 provides an overview of the weekly wages in Scarborough by place of work and residence:

Figure 6: Median Weekly Pay by Workplace and Residence (Scarborough)
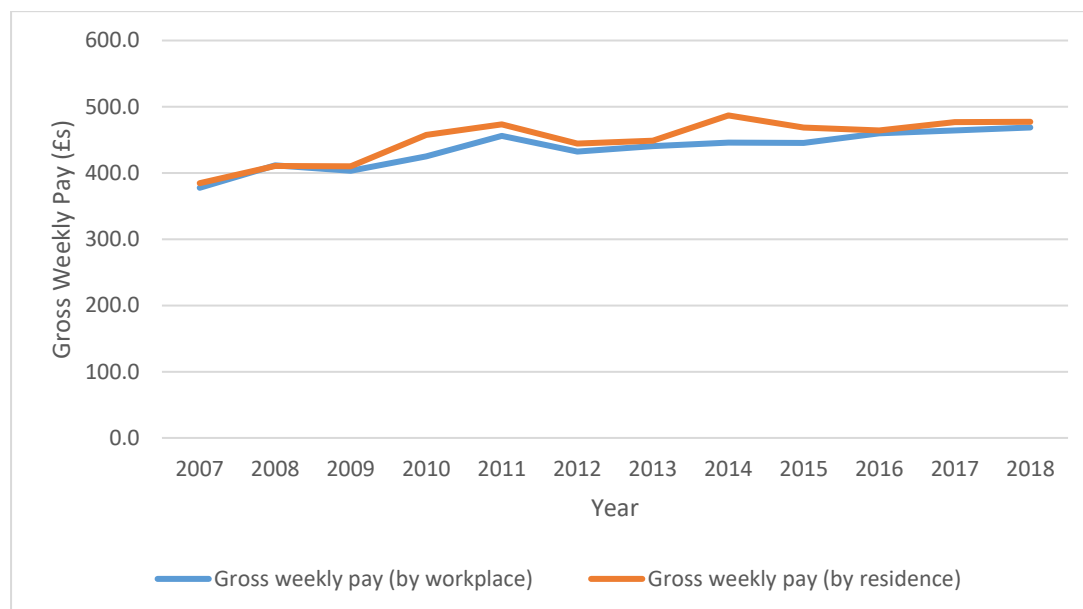
Source: NOMIS, 2019

Figure 6 indicates that there has been some growth the median weekly wage since 2007 although there was a notable decline between 2011 and 2012, suggesting that austerity measures introduced by the government had a significant impact on earnings during this period. In comparison to the national picture, in 2018, the median weekly wage in Scarborough was more than £100 lower than the figure for Great Britain (£468 versus £570). It is also lower than the regional figure of £520. A concern is that this gap is gradually increasing. In 2007, the difference in median weekly wages between Scarborough and the figure for Great Britain was £81. In 2011, this had reduced to £44, but in the last seven years, this has increased more significantly.

1.4 Institutional Framework and Policy Environment

The national body with overarching responsibility for the development and operation of the transport network in the UK is the Department for Transport (DFT). The DFT works with a range of agencies and partners to deliver the national government's transport policy. Essentially, policy is set by the DFT and then implemented by a range of state-owned bodies such as Highways England, Network Rail, and the DVLA. Activity in the transport sector is

also monitored by a variety of organisations. For instance, The Office for Rail and Road, a non-ministerial government department, is responsible for monitoring economic and safety issues on road and rail networks. Meanwhile, Transport Focus is a non-departmental public body sponsored by DFT who act as a 'watchdog' for transport users. The main responsibilities of DFT relate to roads, rail, aviation, buses, shipping, and local transport. For road transport, DFT is responsible for investment in the strategic road network (National Audit Office, 2018). Highways England is then responsible for maintenance, operation, and development of the road network. This includes understanding how each of the 'assets are working for its users and future planning. DFT also has a role in promoting the use of low carbon technologies and reducing congestion through encouraging users to switch to alternative transport modes (DFT, 2018). In Scarborough, Highways England are only responsible for the A64 as there are no other strategic road connections.

For rail services, DFT has two main objectives. These are to provide funding and set the priorities for Network Rail's operation, maintenance and development of the rail network, and the management of rail franchise contracts. As such, DFT will 'task' Network Rail with the outputs it wants delivering in England and Wales over a five-year period (National Audit Office, 2018). Network Rail will then undertake these projects whilst also owning the vast majority of the rail network and being responsible for its maintenance (National Audit Office, 2018). Outside of the strategic road network and rail infrastructure, the responsibility for transport is largely the domain of local transport authorities and regional bodies. However, DFT provides policy, guidance, and funding to help support local authorities in managing their road networks (DFT, 2018). This can include supporting specific development projects. Likewise, DFT sets the policy framework for the provision of bus services, although local authorities are responsible for the awarding of contracts and the reimbursement of concessionary fares. Finally, local authorities are also consulted about changes to rail provision (National Audit Office, 2018).

Outside of these national bodies, there are a series of other actors operational at the regional level. Responsibility for local transport is devolved to a 'transport authority', which for Scarborough is at the county rather than borough level. Hence, this is the jurisdiction of North Yorkshire County Council (NYCC). As the transport authority, NYCC have a range of responsibilities. They are responsible for 'local highways', such as the A170 and A171, which do not form part of the strategic road network. NYCC are also responsible for pavements and cycle ways. Outside of these operational aspects, NYCC have a statutory objective to produce a Local Transport Plan, which covers all aspects of transportation within its area of responsibility. This plan, broadly, relates to plans, priorities, and strategies for managing the transport network over a thirty-year period. NYCC will work with various stakeholders, including Scarborough Borough Council to develop and implement this plan. The objectives of the current plan, LTP4 2016-2045 are economic growth, road safety, access to services, environment and climate change, and healthier travel (North Yorkshire LTP4, 2016). Achieving these objectives includes NYCC focusing on several 'congestion hotspots',

including Scarborough, working with local groups to improve safety, and a commitment to sustainable development. Moreover, to support transport and liaise with stakeholders, NYCC has a 'transport office' located in each area of the county. However, aside from some community transport schemes, NYCC are not responsible for the operation of many services.

A second body active at the regional level is the Local Enterprise Partnership, which for Scarborough is the YNYERY LEP. LEPs are non-statutory bodies that have assumed most of the responsibilities previously held by regional development agencies. Furthermore, since 2015, power surrounding the funding of major local transport projects has been devolved to LEPs through the Local Growth Fund and Local Growth Deals. These schemes are supported by central government funds but decision-making has been transferred to the regional level (Butcher, 2016). In relation to Scarborough, the YNYERY LEP considers the Yorkshire Coast area as a 'spatial priority', and it aims to transform growth in this region. This focuses on aspects such as skills, housing, employment, and construction. The LEP also has proposals to regenerate Scarborough town centre and to address areas of deprivation.

The third body active at the regional level is the Transport for the North (TftN), which is the first 'sub national' transport body with a responsibility to plan and prioritise long-term investment in a specific region, which in this case is Northern England. The establishment of TftN was linked to the wider 'Northern Powerhouse' and devolution agenda adopted since 2010. This body has statutory powers enabling TftN to develop a Strategic Transport Plan, become a statutory partner in major road and rail investment decisions, construct new roads subject to government, local authority, and Highways England approval, decide on capital grants, and act as a voice to government for Northern England (TftN, 2018). The stakeholders involved in TftN are each of the local transport authorities, which are linked to councils, county councils, and unitary authorities. In relation to Scarborough, it is NYCC as the transport authority, which sits in TftN. TftN allows these transport authorities to speak to government with 'one voice' when attempting to lobby for investment decisions and infrastructure improvements. In relation to rail, TftN controls Strategic Rail, formerly known as Rail North, which also brings together all of the transport authorities in Northern England in order to shape funding decisions and lobby government for investment and development.

A further set of actors exist at the local level, although these organisations do not have a formal role in transport planning. Instead, Scarborough Borough Council are seen by NYCC as a 'principal stakeholder' in transport matters. Scarborough Borough Council, North York Moors Authority, and Parish councils help to support the management and operation of the transport network in their area. For example, Scarborough Borough Council controls off-street parking facilities and has supported a community transport operation. In relation to wider planning requirements, Scarborough Borough Council is the 'planning authority' for the area, which means that it must produce a Local Plan. This contains details of local planning policies, land use, and proposed developments. Within the present Local Plan, which was adopted in 2017 and runs until 2032, Scarborough has a commitment to improve its transport

networks through working with other bodies such as NYCC. The plan also contains policies to support business and skills growth, whilst identifying locations for regeneration and development. The North York Moors Authority contribute to the development of the Scarborough plan, but also produce their own Local Plan as they act as the planning authority for the National Park. In addition, they are also responsible for the promotion and conservation of the National Park area. Figure 7 summarises the existing institutional framework for transport in Scarborough:

Figure 7: Transport Policy Institutional Framework: Scarborough
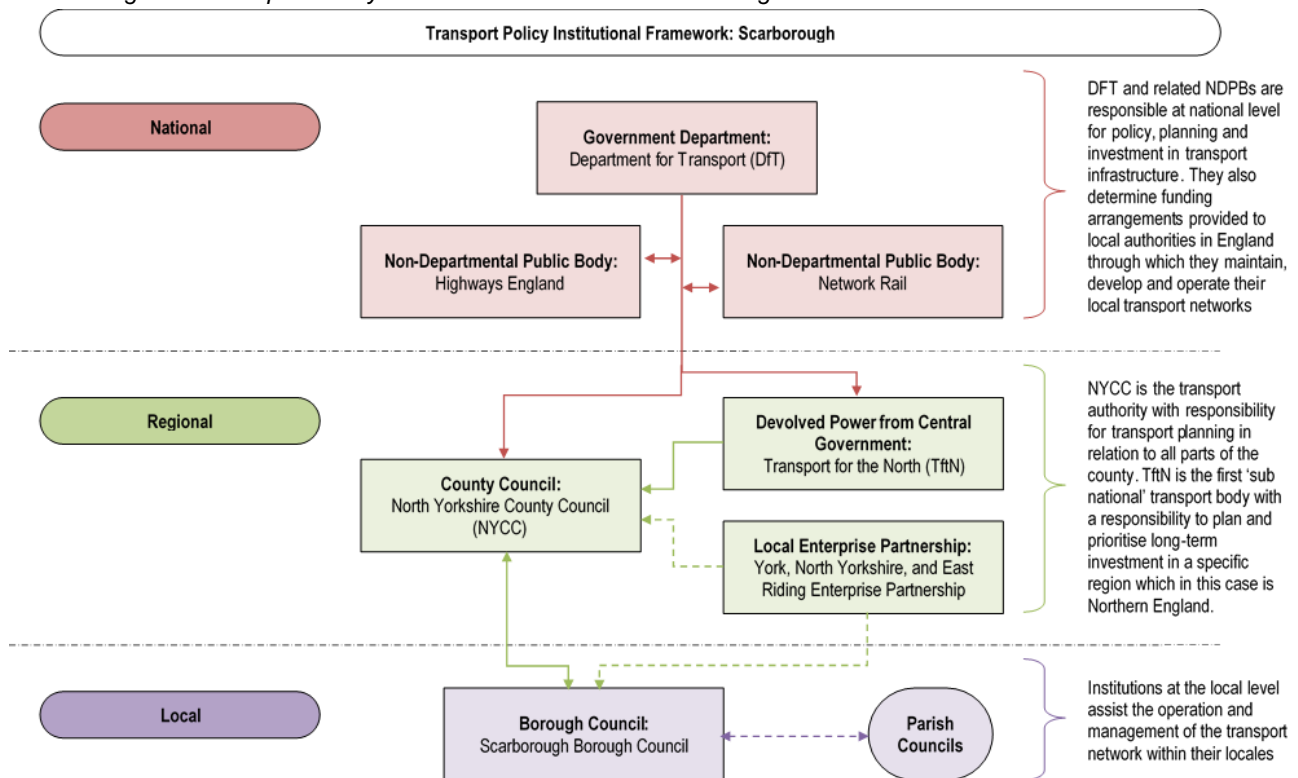
Source: Coventry University, 2019

1.5 Transport Provision

Scarborough is typical of many coastal areas in that its remote location means that it is a substantial distance from major transport networks. In this sense, Scarborough is approximately sixty miles from the nearest motorway, the A1/A1(M) and the closest major rail link, which is the East Coast Main Line . In the absence of a motorway connection, there is only one 'strategic' road linking Scarborough Borough to locations outside of the area. This is the A64, which is an east-west route running towards Malton, York, and Leeds. Alongside the A64, there are three other 'A Roads' but these do not form part of the strategic road network. The A171 connects Scarborough with Middlesbrough, the A170 links Scarborough with Thirsk, and the A165, joins Scarborough with Hull. These routes are illustrated in Figure 8:

Figure 8: Major road routes in Scarborough

Source: Google, 2019

The A64 is mostly a dual carriageway route into York where it intersects the A1(M). However, east of York, the A64 becomes a mostly single carriageway road with isolated sections of 'dualling' outside Malton. Into Scarborough Borough and the town centre, the road is single carriageway. As the principal route into Scarborough, the A64 is used by businesses, tourists, and residents. It also connects Scarborough with a number of outlying villages including Staxton, Ganton, and Rillington. Highways England estimate that, on a typical day, around 8,000 vehicles use the A64 outbound corridor. However, in the peak summer season this can increase to 20,000 vehicles during busy periods lasting several hours. Typically, in normal conditions, a commute to York takes sixty minutes but this can be much longer in the summer (NYCC Transport Update, 2018). There are proposals to increase the amount of dualling on the A64 with plans to improve the Hopgrove roundabout in York and a longer-term ambition to dual the entire road up to Malton. Past Malton, 'dualling' is not seen as being economically viable by a variety of stakeholders.

The three other routes into Scarborough provide connections to the north, south, and west. The route north, the A171 links Scarborough with Whitby along with a number of villages including Burniston and Scalby. After Whitby, this road continues towards Middlesbrough and it is single carriageway for most of the duration. The A171 also runs through NYM. The A170 is a mostly rural route, which intersects the NYM towards the south. As a result, this road connects a number of villages such as Pickering, which fall outside of Scarborough. The road continues to head west until Thirsk. Finally, the A165 is the southern road out of Scarborough towards Hull. This connects Scarborough with Filey before heading towards Bridlington. The A165 then continues south towards Hull and as with the other major roads in Scarborough this route is mostly rural with a predominance of single carriageway. Alongside these road

connections, there are three principal rail lines. These three routes are Scarborough-York, Scarborough-Hull (Yorkshire Coastline), and Whitby-Middlesbrough (Esk Valley). There is also a heritage rail line, which operates in NYM although this service is aimed at tourists and is only active between April and October. Services on the three non-heritage lines are provided by private operators.

The Scarborough-York line is currently operated by First Group through its Trans Pennine Express subsidiary. This service connects Scarborough with Seamer, Malton, York and onwards towards Leeds, Huddersfield, Manchester, and Liverpool. Trans Pennine Express, operate a 'premium franchise' on the Scarborough-York line, which runs until 31st March 2023 with the option of a two-year extension (NYCC Transport Update, 2018). As a premium franchise, First Group do not receive a subsidy from government and they pay a percentage of profits to the state every year. By the end of 2019, a second service, operated by Northern Rail will be added to the Scarborough-York line. This will improve services to run half hourly as opposed to the current provision of one per hour. A map of the Trans Pennine Route is shown in Figure 9:

Figure 9: Trans Pennine Rail Services

Source: DFT, 2019

Current capacity on the Scarborough-York line is 169 seats per hour, but with the addition of the second provider, this will increase to 400 at the end of 2019. The existing capacity is considered as restrictive during peak commuting times with instances of overcrowding (NYCC Transport Update, 2018). The second service will make this mode of transport a more viable option to commuters. However, according to a rail service provider, the majority of customers, up to some 70%, use this line for leisure rather than work purposes. The Scarborough-Hull line is operated by Northern Rail with these services connecting Scarborough with Seamer, Filey, and Hunmanby before it heads towards Bempton and Bridlington. This route then continues to head south eventually reaching Hull. This line also provides a small number of direct connections to Sheffield (three per day). In total, ten services per day operate through Scarborough on this line with services currently around every ninety minutes. An expansion of provision on this line is planned for later in 2019 with an hourly service set to come into force from December. This route is not a 'premium franchise' but Northern Rail are facing a reduction in subsidy until the end of the existing agreement on 31st March 2025 (NYCC Transport Update, 2018).

The Esk Valley line is also operated by Northern Rail and this service is accessible via Whitby station and runs towards Middlesbrough. This service calls at locations such as Ruswarp, Sleights, Grosmont, Egton, Glaisdale, Lealholm, Danby, Castleton Moor, and Commondale, which all fall within NYM. However, the services provided on this route are infrequent with just four trains per day serving these areas. Currently this provision also falls outside of key commuter times with the first train leaving Whitby at 10:15am. Therefore, for those individuals who work in Middlesbrough this is not a viable service to use. However, an earlier service, running at 8:30am will be added to the route from December 2019 after successful lobbying from various stakeholders. The addition of this earlier running service is motivated by the establishment of the potash mine at Whitby, and it is hoped that further improvements in timetabling will be made in the future (NYCC Transport Update, 2018).

Bus services in Scarborough Borough are provided by three private operators. East Yorkshire Motor Services (EYMS) run the majority of bus routes in Scarborough town as well as 'inter-urban' routes through Pickering and Helmsley and Filey to Bridlington. EYMS also operate some seasonal services for holiday centres and the Park and Ride schemes in Scarborough at Seamer Road and Filey Road. Arriva operate routes in Whitby, including the Park and Ride service, whilst Trans Dev (Yorkshire Coastliner) are responsible for longer distance connections to Leeds. Bus services in Scarborough town are regular with the outlying areas having less frequent connections. At present, Scarborough is described as being 'unusual' in that it has few rural routes supported by the transport authority (NYCC) through 'contracted payments'. However, for local authorities such funding is a discretionary rather than statutory requirement. In terms of customers, providers suggest that users are mostly elderly and in receipt of bus passes, i.e. concessionary fares:

"In Scarborough about 50, 60% [of customers] are concessions [pensioners]. The North Yorkshire Coast is a very popular retirement area…There is a small amount of commuter traffic…Before 9am in the morning the buses are very quiet." (Interview: Bus Service Provider)

This raises concerns for providers who are dependent on the concessionary fare reimbursement scheme from NYCC to generate a significant percentage of their revenue. Alongside bus services, Scarborough also has a community transport provider who operate services for elderly, disabled, and individuals in deep rural areas who struggle to access transport. This service is around 75% funded through membership fees and fares, with the remainder of the budget sourced through donations and grants. SBC subsidise this service, but this has reduced to £1,000. From 2020, the council will not provide any financial support for the organisation due to reductions in their budget resulting from austerity measures implemented by national government.

Ultimately, the infrequent nature of public transport connections in rural areas creates a high rate of car dependency. However, when compared to the rest of Great Britain, Scarborough has a low percentage of vehicles per 1,000 inhabitants. Data from the RAC Foundation, based on the 2011 Census, states that in the borough of Scarborough, there are 487 vehicles per 1,000 residents. As a result, the local authority is ranked 237 out of 348 on this metric. However, in comparison to the 2001 Census, car ownership per 1,000 inhabitants has risen by 14% (RAC Foundation, 2012). Moreover, data from the DFT indicates that 76% of UK households have access to at least one vehicle (DFT, 2016), which is slightly higher than the figure recorded for Scarborough at 71.2%. At 25.1%, Scarborough is also below the national figure of 32% for households with access to multiple vehicles.

2   Urban Rural Linkages

2.1   Employment, Education and Healthcare in Scarborough

The major employment, educational, and healthcare services in Scarborough are generally centralised within urban areas. In considering employment, opportunities, there are three major business parks. The largest of these parks is at Eastfield, which has the Scarborough Business Park and is approximately three miles south of the town centre. This location has a number of major employers including McCain Foods, York Potash, Alexander Dennis, and Cooplands & Son. Other prominent organisations based in this area include TEF Transport, Castlegroup and the NFU. A number of major retailers also have outlets in this location, which is connected to the A64 and is in close proximity of Seamer Station. Towards the north, a second business park is located in Whitby. Employers located at this site include Whitby Seafoods, Bothams of Whitby, CEMEX, and Supreme Plastics. There are also a number of major retailers located in close proximity of the site. The Whitby Business Park is two miles outside of Whitby town centre and is situated on the A171. Finally, the third business park in Scarborough is located at Hunmanby with businesses such as Deep Sea Electronics, Sirrus Research, Hunprenco and Apollo Plastics based at this site. Unlike the other two parks there are no major retailers based at the same location. The Hunmanby Industrial Estate is within close proximity of Hunmanby station and is just outside Filey.

Alongside these business parks, there are also several other smaller sites. This includes the Betton Business Park at East Ayton and the Burniston Industrial Estate at Burniston. Both of these parks are also within a five-mile radius of the town centre although they are located in two villages providing some opportunities for the population in these areas. There are two further industrial estates at Lower Clark Street and Queen Margaret's Road, which are located in the town itself. Another major employer, GCHQ, is located on the outskirts of the town towards Riggs Head. For business operating in the tourism sector, there are centres of activity on the coast, in the town itself, and in NYM. In relation to the potash mine, there is a shuttle bus service in operation for employees.

In terms of educational opportunities, Scarborough is well served in terms of primary and secondary schools. As part of its broader skills and employment agenda, SBC has facilitated investment into educational facilities. This included the establishment of a 'University Technical College' for fourteen to eighteen year olds, which provides technically orientated education with support from several major employers. Additionally, the creation of the Coventry University: Scarborough campus means that the town has a tertiary level institution, which offers a range of courses tailored to the needs of the Borough. The establishment of these two facilities is seen as being positive for the retention of younger people in Scarborough as well as meeting the needs of key businesses (House of Lords, 2019).

For healthcare, Scarborough is served by a general hospital that is located towards the centre of the town. Additionally, there is a smaller community hospital based in Whitby which provides inpatient and outpatient care. There is also a hospital dealing with mental health conditions based at Cross Lane in Scarborough town. General Practice surgeries are located across the Borough, although these are mainly established in urban locales. However, there are facilities based in some of the larger villages, particularly towards the National Park. Recently, services provided at the general hospital have been reduced, with some moved to Bridlington, creating a need for patients to travel out of Scarborough for treatment. Moreover, a shuttle bus service, supported by the relevant health care trusts, from Scarborough Hospital to Bridlington Hospital has also been removed due to cost pressures. As such, patients are forced to use their own vehicles for transport, or they are pushed towards public transport options, which may not be convenient or are difficult to access.

2.2   Travel to Work Patterns

Scarborough has a net outflow of commuters according to data drawn from the 2011 census. On a daily basis, 5,075 individuals are estimated to travel into the borough for work purposes with 7,317 travelling outward. However, these figures suggest that the vast majority of the Scarborough workforce are employed within the Borough. Additional data from the 2011 census suggests that 82%, or 31,300, of the Scarborough workforce reside within the area. Conversely, it is estimated that just 7% of Scarborough residents work outside of the LEP area with the remaining 11% employed in North Yorkshire or East Riding of Yorkshire. Furthermore, 86% of the Scarborough workforce is made up of local residents with just 4% travelling from outside North Yorkshire and East Riding of Yorkshire. Some 10% work elsewhere in this area. In considering the inflows of commuters, Map 1 illustrates the leading areas for commuters travelling into Scarborough:

Map 1: Inflows of commuters into Scarborough

Main inflows of commuters into Scarborough
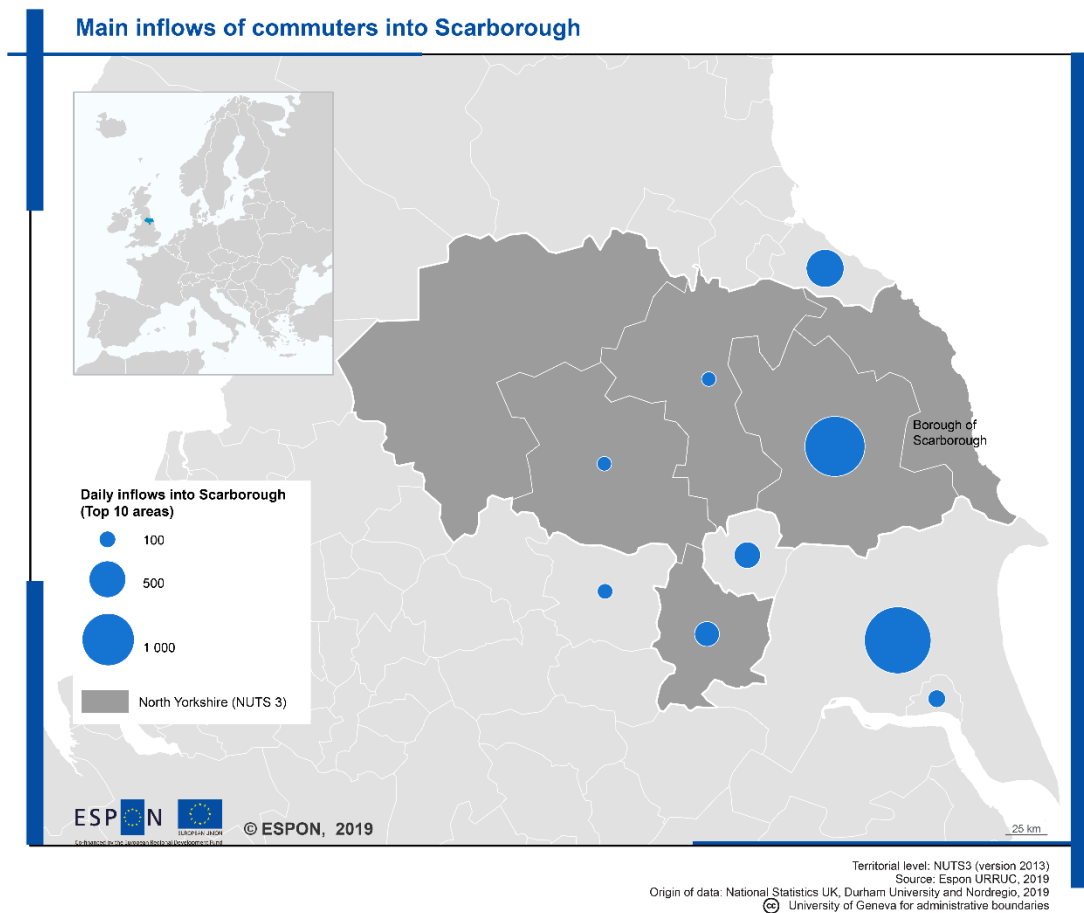
Source: Nordregio, 2019

Table 5 also provides a breakdown of the individuals commuting into Scarborough:

Table 5: Daily Commuting inflows into Scarborough

Area	Total
East Riding of Yorkshire	1,622
Ryedale	1,314
Redcar & Cleveland	521
York	260
Selby	232
Hull	115
Leeds	91
Harrogate	78
Hambleton	77
Richmondshire	60
Total	5,075

Source: Census, 2011

Some 58% of the individuals commuting into Scarborough come from East Riding of Yorkshire to the south and Ryedale to the west. Both of these areas are within relatively close proximity of the Scarborough Business Park and the major employers located towards the south. Of the remaining major areas for commuting inflows, most are long distance such as York, Leeds, Selby, and Harrogate. These areas are mostly well serviced by rail links but they are all over forty miles away from Scarborough. Richmondshire, is around eighty miles outside of Scarborough, but does not have a viable rail connection meaning that individuals are dependent on private vehicles for this route. Towards the north, there is also a notable inflow from Redcar and Cleveland with these individuals likely to work in Whitby due to proximity and the poor transport links between this area and Scarborough. Over time, it is likely that the commuter flows between Whitby and the north could increase due to the location of the potash mine. In terms of commuter outflows, Map 2 illustrates the main destinations for commuters who travel from Scarborough.

Map 2: Main outflows of commuters from Scarborough
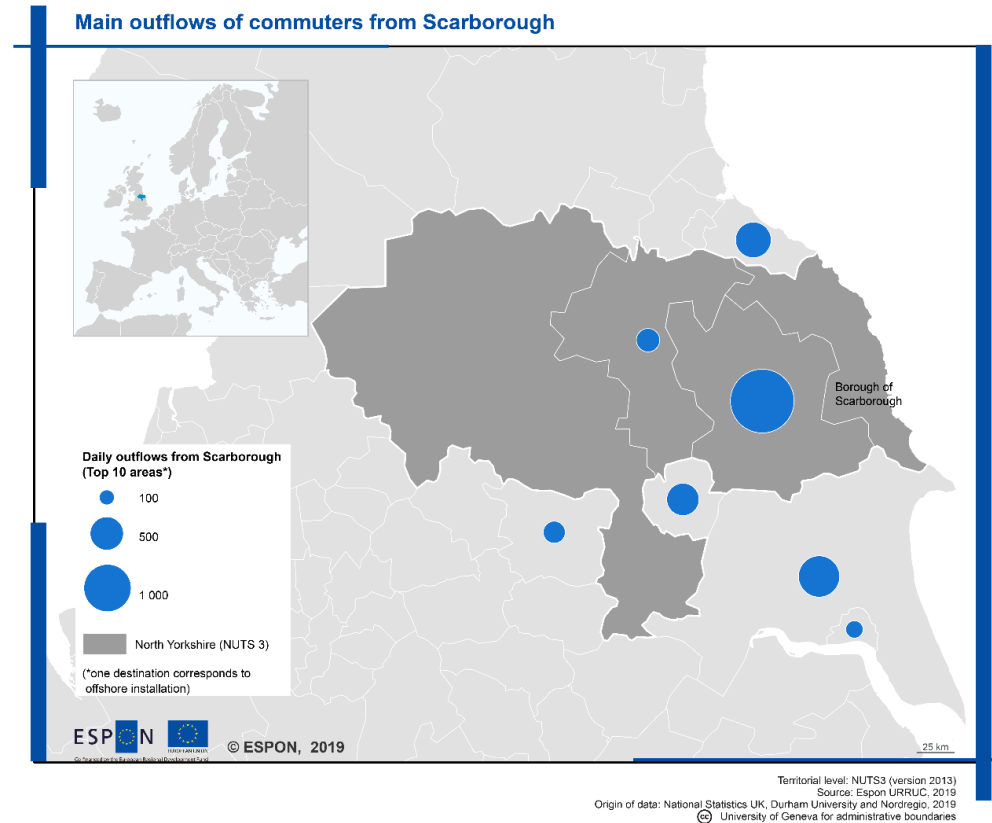
Source: Nordregio, 2019

Further detail surrounding the travel to work patterns in these areas is illustrated in Table 6:

Table 6: Daily Commuting outflows from Scarborough

Area	Total
Ryedale	2,036
East Riding of Yorkshire	856
Redcar & Cleveland	632
York	533
Offshore Installation	331
Hambleton	280
Middlesbrough	256
Leeds	247
Stockton-On-Tees	154
Hull	152
Total	7,317

Source: Census, 2011

In contrast to the inflows of commuters into Scarborough, the most popular destination for those working outside of Scarborough is Ryedale, which accounts for 28% of the total outflow. In Ryedale, Malton is well served by rail connections to Scarborough and it has a major food processing plant. In contrast to the inflows, there is a much smaller number of individuals commuting out to East Riding of Yorkshire (1,622 versus 856). Much of this location is rural, and the area has a higher unemployment rate than the national average, which influences economic opportunities. Scarborough has a slightly higher outflow of commuters to Redcar and Cleveland than vice versa, and a smaller number of residents are employed further north in Stockton-On-Tees and Middlesbrough. In both of these cases, inflows from these locations to Scarborough are less than 100. Larger cities such as York, Leeds, and Hull attract a small number of commuters from Scarborough with travel to these areas covered in terms of rail.

Further exploration of the census data in relation to travel to work patterns highlights modal use. These data, shown in Figure 10, reflect the dominance of passenger vehicles in commuting patterns, whilst also highlighting how a significant number of commuters, some 8,773 from urban locales, travel to work on foot. Even in rural areas, travelling to work on foot was the second most popular method of transportation. The data also suggests that rail is not a popular mode of transport for commuting purposes with just 579 individuals from Scarborough stating that they used this service to get to work. There is a noticeable

difference between the numbers of bus users in urban areas compared to rural locations. This is likely due to the absence of bus connections in these areas.

Figure 10: Travel to work by mode

	All categories: Method of travel to work	Work mainly at or from home	Underground, metro, light rail, tram	Train	Bus, minibus or coach	Taxi	Motorcycle, scooter or moped	Driving a car or van	Passenger in a car or van	Bicycle	On foot	Other method of travel to work	Not in employment
Total	79,393	3,489	37	579	2,120	243	380	26,130	3,182	1,108	10,596	495	31,034
Urban (total)	54,500	1,825	26	371	1,740	212	281	16,453	2,357	895	8,773	324	21,243
Urban major conurbation	0	0	0	0	0	0	0	0	0	0	0	0	0
Urban minor conurbation	0	0	0	0	0	0	0	0	0	0	0	0	0
Urban city and town	44,830	1,397	18	295	1,573	159	249	13,633	1,966	818	6,893	192	17,637
Urban city and town in a sparse setting	9,670	428	8	76	167	53	32	2,820	391	77	1,880	132	3,606
Rural (total)	24,893	1,664	11	208	380	31	99	9,677	825	213	1,823	171	9,791
Rural town and fringe	10,670	345	4	108	186	14	47	3,858	397	123	908	46	4,634
Rural town and fringe in a sparse setting	931	42	0	3	22	1	5	374	38	5	54	10	377
Rural village	5,149	369	4	35	63	5	21	2,221	165	46	286	29	1,905
Rural village in a sparse setting	3,385	312	0	25	44	6	13	1,335	93	16	239	34	1,268
Rural hamlet and isolated dwellings	3,245	345	3	26	47	1	9	1,305	93	18	219	32	1,147
Rural hamlet and isolated dwellings in a sparse setting	1,513	251	0	11	18	4	4	584	39	5	117	20	460

Source: NOMIS, 2019

3　Present Accessibility Challenges

During the course of consultation with the lead stakeholder, conducting desk based research, and interviewing key informants, a variety of accessibility challenges were identified. Broadly, these issues relate to connections to outlying villages, tourism, the economic costs of current infrastructure, and governance. These will now be explored.

3.1　Connections to outlying villages and towns

One of the major challenges in relation to transport and accessibility is the connectivity between outlying villages and towns with Scarborough town centre. Much of the rural area of Scarborough is considered as 'isolated' with a sparse population located across a wide geographical region. For policymakers, this sparsity of population has an impact on the nature, and quality, of transport provision that can be provided in these areas:

> *"It is incredibly difficult to provide good transport for people spread so thinly across the rural areas of Scarborough" (NYCC Interview)*

It is also evident that there is a variability in service across the rural locales of Scarborough. Larger villages, and routes on the coastline, are served by commercially operated bus connections. However, these services are less frequent than those in the town centre, and due to distance and time, they are not suitable for commuting purposes. In the smaller and deeper rural areas, commercial bus services are not seen as being 'economically viable'. Historically, Scarborough has never had a large number of rural bus routes, principally due to the nature of the population in these areas:

> *"In the rural areas of Scarborough Borough, the deep rural areas up near the National Park, there is simply aren't bus services….Simply because these areas are so rural and the population is so isolated that it is not feasible [to provide bus services] commercially or even from a county council point of view to subsidise them. You would have lots of empty buses running round and your subsidy must be hundreds if not thousands of pounds per passenger" (NYCC Interview)*

A similar perspective emerged from the NYM with the added implication that the lack of services created a sense of 'car dependency' and, due to demographics, present challenges for access to key amenities:

> *"A lot of the North York Moors villages are very remote and they are also very small….with very few bus services. It is pretty much said that you must have a car [in these areas]. The particular challenges are people getting older. On the local plan side, we consult people regularly and we often find people have retired into the park at sixty and get to eighty and cannot drive. That's an issue in terms of access to healthcare" (NYM Authority Interview)*

Furthermore, the reduction in local authority budgets due to the imposition of austerity measures post 2010 has further affected the provision of rural bus routes, negatively influencing connectivity to urban areas. NYM Authority stated that they have reduced these payments by 70-80% since 2010. Respondents noted examples of areas where services had been removed, such as Hackness. To replace these services, community-based solutions have been framed as a possible alternative, but a community transport provider suggested that only 10%-12% of their customers were from rural locales. However, due to the removal of bus services, demand from rural areas has risen by 35% for the provider. Still, some respondents were sceptical about the economic viability of such services, and the community transport provider highlighted that operations in deep rural areas create logistical challenges. In particular, these issues relate to routing and operational costs.

Another factor influencing the connectivity between urban and rural areas in Scarborough is the relative paucity and quality of road connections as highlighted in Section 1.5. Scarborough suffers from its 'remoteness' and, as such, it is some sixty miles from a major road network. Of the roads in Scarborough, the A64, A170, and A171 have all been described as 'poor quality' during the interview process. Due to the shortage of routes, and the dependency of tourists on using the A64, there are issues with congestion when entering Scarborough, particularly during the peak summer months. Meanwhile, the A170 was described as not being 'suitable' for HGVs, indicating that businesses cannot easily use this route for the transport of products or components. This adds to the pressure on other roads in the area. Although there has been pressure to improve the A64, 'dualling' the road into Scarborough is not seen as being economically viable with a £250m estimated cost plus a further £250m in 'ecology costs'. However, improvements to the A64 towards York and Malton may have some benefit for Scarborough, as this will reduce journey times. These improvements will not improve accessibility from rural areas into the town.

3.2 Tourism

Another key challenge identified is the impact of tourism on Scarborough's transport network. In 2015, it was estimated that over 5.6 million tourism day visits were made to Scarborough throughout the year (Tourism South East, 2015). The vast majority of these trips take place during the peak summer months from May to August, meaning that for this period of the year there are significant pressures on transport. To mitigate the impacts of this behaviour, a number of strategies have been put in place by providers and the local authority. For example, there is a Park and Ride scheme designed for tourist traffic located to the north at Whitby, summer timetables are introduced for bus services, additional rail services are provided, and the North York Moors run a bus service connecting the park with Malton. However, despite these measures, travel to Scarborough for tourism is considered as being more convenient when using a passenger car as it is easier to access attractions. It was also

noted by interviewees that there is little difference in summer and winter bus timetables whilst rail is considered as being a more expensive mode of travel.

Both the road and rail network suffer from capacity issues during the peak summer months. For instance, a typical trip from York to Scarborough, on the A64, extends from around sixty minutes to three hours at peak times during this period. For business, this lack of reliability in journey times was cited as a key concern:

> *"The fact that it is sixty minutes from Scarborough to York isn't the issue if it is sixty minutes each time and a reliable sixty minutes. The problem is when it is an hour and forty and [in some cases] beyond that" (LEP Interview)*

> *"We have employees who travel from York each day, we have employees who travel from Hull and Whitby each day, it is not an easy journey for them. As we start to hit the holiday season it becomes even more difficult for them, not so much in the morning but in an evening" (Business Interview)*

Access and delays to public transport was cited as being another impact of tourist flows during the summer. Some participants stated that they would change journey times and routes in the summer due to the build-up of traffic on the A64. This has a consequence for other routes entering the town centre, and can create bottlenecks elsewhere. This is particularly prevalent on the A165 towards Filey, but the problems are less frequent heading north towards Whitby.

As with residents and commuters, tourist connections to the NYM are particularly challenging. Although a summer 'Moors Bus' service is operational in the peak periods, this is only active at weekends, and does not cover Scarborough or Whitby town in its route. Moreover, the service does not extend past 7pm. For a tourist to access NYM via bus from Scarborough they would have to travel on the Yorkshire Coastliner with these services running to Whitby on an hourly basis. The length of travel time as well as the infrequency of provision mean that this is not a viable choice for many. Additionally, the existing level of rail services were seen as being inadequate during peak periods. For instance, Sunday afternoon trains in the summer were cited as being particularly busy, whilst there was broad agreement that the existing service of one train per hour was insufficient to attract new customers. Moreover, spikes in demand were seen when major events were taking place in Scarborough, such as Yorkshire playing County Championship cricket fixtures, suggesting that some visitors do see rail as a viable option. However, these venues are, generally, easily accessible within Scarborough town so public transport is seen as a favourable option in this case.

A further challenge relating to tourism is the national government approach to funding transport infrastructure. Tourism is not viewed as a 'strategic industry' by the UK Government, and it is believed that they do not always see the economic value of this sector (House of Lords, 2019). The lead stakeholder noted that tourism is 'leisure travel' hence it is not factored into investment decisions related to transport:

> *"Tourism is not an econometric measure. It is looked at as leisure travel. Therefore, it does not count in terms of highways investment" (Lead Stakeholder)*

Therefore, a business case to improve the A64 cannot be presented on the basis that it suffers from high demand from tourism. In contrast, many regional and local stakeholders highlighted the economic importance of tourism to Scarborough. Until the UK Government adopts a similar approach, improving transportation connections in non-metropolitan or peripheral regions to support tourism is unlikely to occur.

3.3 Economic Costs of Transportation

For Scarborough, the nature of its transport connections creates further challenges in terms of its economy, particularly the ability to attract businesses and talent. There is a sense, from those outside Scarborough that it is 'cut off' from other locations. This was summarised by one respondent:

> *"Probably one of the bigger problems [with the A64] is the perception it leads to…The perception of being cut off and isolated from the rest of the world" (Business Group Interview)*

With this sense of isolation, it is difficult for Scarborough to attract major new businesses. Those involved in business stated that using traditional means of promoting an area to business, such as emphasising the quality of its infrastructure, are largely ineffective. Due to the difficulty in attracting new businesses it was argued that Scarborough needs to 'protect what it has got' in terms of major organisations. However, one respondent suggested that a major employer only remains in Scarborough through "loyalty to the town and their employees rather than logic". It was added that the organisation in question would benefit from being in an area with easy accessibility to a major road, which Scarborough cannot offer.

Alongside the attraction and retention of businesses, further economic challenges arise from the availability of labour and skills in Scarborough. Firms have stated that they struggle to attract skilled staff (Towards 2030: An era of Opportunity). The vast majority of interviewees noted that it is difficult for employees to travel into Scarborough due to the transport infrastructure. One respondent noted that there is a 'catchment area' for his companies employees. This includes Eastfield, Driffield, and Malton, with the latter just outside Scarborough but on the A64 route. However, the Business Park at Eastfield does not have a direct bus service, and forces employees to use their own vehicle for travel to work purposes.

This restricted catchment area creates what is termed as an 'isolated talent pool' for labour:

> *"We [Scarborough] have a very isolated talent pool….If you want to work in Scarborough Borough, you pretty much have to live there because commuting to it from any other major urban conurbation is difficult. We have a captured talent pool. People tend to not travel very far to work" (Lead Stakeholder)*

Equally, it is also difficult for those living in Scarborough to commute outside of the area for work. This creates the 'captured talent pool' identified by the lead stakeholder. For businesses, the nature of the labour force in Scarborough also provides another factor, which can lead them to look elsewhere:

"That [isolated talent pool] is an issue for employers. Sourcing talent in the first place is hard. Many a company here say 'we've got to leave Scarborough because we just can't get the people we need, and if we move to Leeds the pool of talent is so much better for our company" (Lead Stakeholder)

Another implication of the 'captured talent pool' is that 'poaching' can occur between major firms in Scarborough. One participant noted that the establishment of the potash mine could lead to existing businesses losing their staff due to prospect of higher wages in positions at this facility. Potentially, this could result in existing firms suffering skill shortages due to the difficulty in attracting employees to replace those leaving.

For those living in rural areas of Scarborough, there are further economic challenges associated with the transport infrastructure. One respondent stated that the rural areas, particularly towards the National Park "look affluent" but highlighted that a third of the residents in the North York Moors earn under £20,000 per annum. In relation to Scarborough as a whole, similar arguments were made by other respondents:

> *"One of the challenges you have when you get into the rural areas is that you have very small pockets of deprivation. You might have affluent and wealthy people and just a small handful of people who face in-work poverty, low wages…That kind of hidden deprivation" (LEP Interview)*

Those residents facing in-work poverty are often local and are either self-employed or working in low paid and seasonal work across sectors such as tourism or agriculture. This is particularly the case for younger people without access to adequate transport. Moreover, as wealthier people have moved into the rural areas, for mostly "lifestyle reasons", this has 'hidden' issues surrounding poverty, as average income levels do not indicate that there is a problem. In the case of NYM, it is apparent that problems can relate to single settlements, indicating that transport solutions are difficult to introduce to resolve these issues.

3.4 Governance

The existing governance framework surrounding transport provision and planning is complex with a variety of actors involved in this process (see Section 1.4). The nature of these actors have altered substantially in last ten years with the replacement of RDAs with LEPs, the creation of TftN as well as changes at the county and borough levels in terms of responsibilities. As a result of these changes, there are legacies from previous structures which impact upon transport planning and decision-making with some respondents highlighting issues in terms of coordination. One such concern was the Highways Office for

Scarborough being located in Whitby, implying that there was a 'detachment' from issues in Scarborough town. Another constraint related to planning and the, occasional, failure for these bodies to consult effectively on developments. This suggests a somewhat 'ad hoc' approach:

> *"There is always more that can be done in joining-up land use planning and bus service provision. All too often, we see new developments going in without the thought of how they will be served by buses…Sometimes I get the impression that bus services are the last thing planners think about, whereas actually it should be the first thing they think about [to] work out where the road is going to be"* (Interview Bus Service Provider)

Further complexity is raised by responsibilities occasionally overlapping. For instance, in relation to car parking, on-street and off-street parking in Scarborough is controlled by two different authorities (SBC and NYCC). Despite these overlaps, it should be noted, that the various bodies involved in transport planning have created mechanisms to ensure that they speak with a single voice. NYCC and the YNYERY LEP co-fund the NYCC Officer who sits in TftN, whilst there are regular meetings between the different groups. However, due to the size and disparity in North Yorkshire there are also, at times, conflicting objectives held by different groups, which impacts upon the decisions taken. As SBC do not have a 'seat' in TftN, the interests of the area can be overlooked when compared to broader 'strategic' goals of the organisation, which can take precedence.

There are also governance changes resulting from austerity and the approach taken by national government to determine transport investment. This report has already highlighted how bus routes have been reduced due to local authority cuts from the financial crisis. NYCC noted that funding for transport schemes, including bus services and community transport, has reduced from £6m to £2m in the last ten years. Alongside this reduction in investment in services, NYCC has little funding available for development with a £3m budget allocated for these purposes. Indeed, much of this funding is used to support existing maintenance activities, hence improvement projects funding by NYCC generally relate to aspects such as traffic management systems rather than the creation of new infrastructure to improve accessibility. The ability of NYCC and SBC to bid for funding, in relation to infrastructure improvements, has also been influenced by budget reductions resulting from austerity. Although funding for development has largely been maintained, local authorities have to 'match fund' this investment in order to secure it. With a lower level of central funding the ability to 'match' the investment from government is restricted. It was noted that there is "a need to do more with less" across various bodies.

The criteria used to determine successful bids, and the funding of transport investment was questioned. Principally, these decisions have been taken through using economic criteria, such as number of jobs supported and level of growth. Interviewees stated that social factors

were often overlooked in these decisions, whereas EU funding was directed towards this aspect:

> *"One of the strengths of EU funding was that it 'ringfenced' some of the most important agendas, which sometimes get lost when looking at high growth. So some of the social inclusion stuff in particular is really important from our perspective. Scarborough has done really well with that, around community-led development, around social inclusion and tackling some of these hard-to-work issues…You can't just reward growth, you've got to tackle some of the long standing issues" (LEP Interview)*

In the UK, national government funding is shifting more towards 'productivity' determining the outcomes of investment, but there are still issues in terms of whether this will improve the 'long tail' of productivity or simply be focused on high growth sectors. Such an approach may not effectively address 'place making' or social factors that need addressing in order to improve quality of life.

3.5 Stakeholder Concerns

Scarborough Borough Council has expressed several concerns in relation to urban-rural transport linkages. Although transport provision within the town is satisfactory, connections between Scarborough and the outlying towns and villages were noted as a concern. Due to reductions in public transport provision, particularly bus services, individuals travelling from outlying towns and villages to Scarborough are generally reliant on using a private vehicle. As many key services and employment opportunities are centralised within the town of Scarborough, travel from nearby towns and villages is essential, creating greater pressures on the existing transport network. Moreover, from those without access to a private vehicle, this poses a significant problem as the infrequency of public transport services means that travel time is lengthened. This is of particular importance for elderly residents seeking to access healthcare or other services. Furthermore, the limitations in connectivity between the major urban town in the borough (Scarborough) and the surrounding smaller towns and villages also impacts those visiting the area for tourism purposes. For example, individuals visiting the North York Moors National Park are reliant upon a private vehicle due to a shortage of public transport connections from the town to the park. With these limitations in public transport provision, the town faces greater rates of congestion, particularly during the peak summer months for tourism. There are also other associated consequences from these issues concerning economic losses and environmental problems.

As a popular destination for tourism, the major transport network supporting Scarborough is also a concern for the stakeholder. Scarborough only has a single major road, the A64, serving the town, and this is creates challenges during the peak summer period for tourism. Although Scarborough Borough Council and other bodies have adopted 'seasonal strategies'

such as a winter/summer timetable for buses, varying car parking charges, and introducing park and ride schemes, congestion in the peak periods for tourism remains a constant issue. Likewise, the town also has a relatively restricted rail service. Limitations in the existing rail network mean that services cannot be increased to an appropriate level during the summer months. Despite additional summer services being run, this is does not adequately meet levels of demand from tourists and visitors. However, concerns surrounding costs and the nature of the rail lines into Scarborough (single track) mean that it is not straightforward to simply add further services onto the existing network. These concerns surrounding seasonal travel partners are well established. However, the National Government considers tourism to be a 'leisure activity' rather than an economic sector. As a result, Scarborough is placed as a lower priority for transport improvements.

Of key concern, for the stakeholder, is the economic impact of these poor transportation links. The town of Scarborough has several major employers including McCain's (food processing) and Alexander Dennis (coach maker). However, poor transportation links are challenging for organisations who find it more difficult to distribute products and to attract employees. For the Borough Council this creates additional concerns. Firstly, these organisations could elect to move or downsize operations in Scarborough due to the challenges faced in distributing products or ensuring that the supply chain meets deadlines. Secondly, due to poor connectivity, most people working within Scarborough are forced to live within the borough, which restricts the available talent pool of potential employees. For those outside Scarborough it is costly and time consuming to commute into the area. Finally, these challenges may discourage other businesses from located to Scarborough. Although there are plans to improve transportation networks within the town through the creation of a new bypass to support access to the Eastfield Business Park, where several major employers are located, this does not address the wider issues of connectivity into the borough or town.

As stated in Section 1.2, by 2033, Scarborough plans to increase its population by 20,000 residents.The principal driver of this increase is the opportunities associated with the development of the potash mine located near Whitby. These development plans will place additional pressures on the existing transport network and the connectedness between the various areas of Scarborough.

4 Potential Solutions and Recommendations

4.1 Best Practice Recommendations

As will be explained in Section 4.4, the possibility of introducing a form of devolved taxation system is of particular interest to Scarborough. In the recent House of Lords Select Committee Report into coastal towns, it was noted that existing rates of VAT negatively affect the tourism sector in the UK and can deter investment. In contrast, in other EU nations, there are favourable VAT rates to tourism related activities, and it is argued that the UK government should investigate these areas in more detail (House of Lords, 2019). However, alongside the consideration of reduced VAT for tourism related businesses, there is also the notion of a 'Tourist' or 'Visitor Tax', which can be levied in areas where there are a high number of visitors. Examples of this tax are already in operation across EU member states. This includes cities such as Paris, Barcelona and Genoa, whilst there are also plans to introduce a similar scheme in Edinburgh. Details of this proposition are illustrated in Appendix 1 of this case study. However, implementation of this tax requires revenue-generating powers to be devolved to local authorities, and may form part of a wider 'devolution' strategy. The purpose of this tax system is to generate funds for regeneration and investment, which may not be forthcoming from national government.

In assessing other best practice solutions, a range of EU funded projects offer insights, which are valuable for the Scarborough context. These are summarised below:

For tourism, the Interreg Last Mile project (2016-2020) aims to investigate sustainable transport solutions for visitors in both urban and rural locations. Of particular relevance for Scarborough is the projects identification of flexible transport systems, which could be beneficial in rural locations. This includes shuttle bus services and sharing schemes. For instance, one of the 'best practice' solutions identified in the project was the use of private cars being prohibited in the Aigüestortes National Park, with an on-demand taxi service being introduced.

The Interreg SMARTMOVE (2014-2016) project aimed to promote public transport usage in rural areas. One of the key benefits of this project was to give participants an insight into the attitudes of those who do not use public transport as well as those who do. Such information is critical in locations where public transport usage rates are sub-optimal.

Specifically for rural areas facing challenges in terms of demographic changes affecting their transport systems, the Interreg RUMOBIL project (2016-2020) offers a range of potential pilot solutions. Pilot schemes forming part of this project include using IT to improve on-demand bus services, and the development of a bus route, operated by volunteer drivers, to support rural customer requirements.

LIMIT4WeDA (2010-2013) aimed to improve mobility between urban and rural areas through the identification of a range of innovative solutions. This included schemes such as car share, integrated ticketing, multimodal solutions, and "infomobility".

As part of the Northern Periphery Programme (2007-2013), the Rural Transport Solutions 4.5 project aimed to develop rural and coastal transport schemes and services, which could reduce social exclusion whilst also improving the vitality and sustainability of areas with sparse populations. Key outcomes from this project included the creation of a shuttle taxi service, the establishment of a transport coordinator, a model of co-operation between local providers and community transport organisations, the introduction of a village bus service, marketing and communication strategies, and use of new technologies to facilitate trip planning.

From other case study territories, there are other examples of 'best practice', which could be considered in relation to Scarborough and NMRs more broadly. For instance, in Valle Aroscia, the Italian Government's 'Inner Area' strategy provides a potential mechanism to leverage support and investment for areas with a sparse population and inadequate access to services. This is a national strategy with 72 project areas as noted in the Valle Aroscia case study. The Inner Area strategy helps to bring key actors and bodies together in order to develop solutions for the challenges faced in these areas. In the UK context, a similar proposal may help to raise the importance of NMRs and the challenges that these areas face in relation to transport and infrastructure. For instance, such a strategy could emphasise the importance of high-speed broadband networks and digital infrastructure for NMRs, it could also be used as a mechanism to bring together bodies such as TftN, LEPs, County Councils, and Borough Councils.

Form Marina Alta, local stakeholders have begun to introduce publicity campaigns in order to promote solutions such as ride-share. In Scarborough, it is evident that some solutions exist, such as community transport, which require further support in terms of promotional activity. In Marina Alta, work has been done to create new apps for transport solutions, and this would be of particular benefit for the social transport provider in Scarborough. In Vasterbotten, the pilot MOBEVI project, which combines passenger and freight transport, could be considered as a possible solution in Scarborough. Coordinating different forms of transport together can have cost savings for business, whilst improving accessibility for the rural population. In areas where a commercial bus service may not be economically viable, this type of solution offers an alternative approach.

The Marina Alta case study also makes several proposals in relation to digitalisation. This includes aspects such as tele working and the digitalisation of public services. Such ideas could have merit in Scarborough. Investment in digital infrastructure can help to resolve accessibility issues through encouraging remote working practices, whilst also connecting local communities. Through digitalising public services, local authorities can act as leaders in

this space, encouraging other organisations to introduce similar solutions to improve connectivity to services for residents living in rural areas.

4.2   Suitable Alternatives to Private Car: Operational Level

To, at least partially, address the challenges in Scarborough, a number of alternatives to private vehicles and traditional modes of public transport are considered. A full definition of each mode is presented in Annex VIII.

Village Minibus: Introducing a village minibus service, specifically aimed at rural areas in Scarborough, can help to improve accessibility to urban locations and key services, particularly for people without access to adequate transport. Such a service should have a fixed route, targeted at villages without easy access to public transport, and cater for a small number of customers. However, due to the current funding climate such a service will require private sector funding, and cooperation between private and public bodies in terms of route planning.

Social Transport: Scarborough has an existing community transport provider and through additional support from local authorities, it should be encouraged to promote its availability to a wider range of potential eligible users who may be unaware of this provision. This can be achieved through working with SBC, and it should not require significant financial resources to implement.

Shuttle: Businesses seeking to expand operations, specifically those at the Scarborough Business Park, are limited by constraints surrounding car parking affecting their ability to employ more staff. Introducing a shuttle bus service, specifically for employees at this site, can help to overcome these issues. This will give business additional capacity to expand staffing numbers. However, such a service will require extensive route planning, private sector funding, and cooperation with public sector bodies.

Feeder: Scarborough Borough has three Park and Ride facilities currently in operation, but feedback from participants suggests that these services are undersubscribed. Principally, the location of Park and Ride sites is considered as being problematic, and it is easier for individuals to use their own car and park in the town. A review into these services is taking place, and there needs to be engagement with users surrounding the future of these facilities.

Non-Material and Digital Solutions

Digital Platforms: The use of digital platforms and solutions in Scarborough is currently limited with this seen as a more 'city based' approach. Currently providers have online and mobile app services for ticketing and timetabling, but there is no single ticket to enable multi-modal travel. The recent introduction of ticketless travel on rail routes between Scarborough, Malton,

and Hull, part of the TftN 'Smart on Rail' project, does provide a basis for expansion of ticketless systems should there be interest from providers.

Territorial Mobility Management: The YNYERY LEP has an overview of the key issues and challenges facing Scarborough, and it plays a pivotal role in the economic development of the area. It is crucial that channels of communication and dissemination between Scarborough Borough Council and the LEP are continually reviewed in order to ensure that the LEP are aware of the most recent developments in the Borough.

Dematerialisation of Services: A recent trial in Whitby, using Amazon Alexa technology, was designed in order to encourage the use of e-services. The expansion of such provision, and the digitalisation of services provided by SBC, will improve accessibility for those without adequate transport. However, such services can have unintended consequences through increasing isolation, whilst parts of Scarborough also have high internet costs. To reduce costs, and improve coverage, private solutions can help to overcome these issues.

Structural Interventions and Intermodality

There are a further set of operational recommendations relating to structural interventions in the transport network. This includes improvements to aspects such as road infrastructure.

Roads: Within Scarborough there are long standing complaints from business, residents, and local politicians surrounding the A64. These groups have been campaigning to increase the level of 'dualling' on the road, but extending this provision into Scarborough is not seen as economically viable. However, improvements to the road will alleviate congestion, and will positively benefit business through opening up access to labour and resources. Economically, this will have a significant impact through improving Scarborough's ability to retain and attract businesses, whilst positively contributing to the removal of negative views surrounding the existing transport links. Continued lobbying, through the A64 Growth Partnership, and pressure from stakeholders is required to present a case for these improvements.

Cycle Paths: Although they are not a critical priority, further investment in cycle paths, particularly surrounding the National Park, can be of benefit for urban-rural connectivity. They can provide tourists and local residents with another viable transportation method.

4.3   Solutions for the Specific Context

The next set of recommendations are based on the specific urban-rural connectivity circumstances faced by Scarborough.

Tourism as a valued economic sector: Evidence in this case study illustrates the economic importance of tourism to Scarborough. This raises a critical issue, as the impact of tourism, particularly on the transport infrastructure of a region, is not factored into investment decisions made by the UK Government. Improving transport networks to support leisure travel can have

a wide range of benefits for residents and businesses, which can help to facilitate growth across different industrial sectors. Therefore, the UK Government needs to consider tourism as a strategic industrial sector, and the impact of this activity needs to be factored into transport investment and planning decisions. To achieve this objective, bodies such as SBC, NYCC, and the LEP need to continue to gather evidence in order to influence policymaking and government decisions.

Education: Travel for educational purposes is expensive, whilst for students at the tertiary level there is no existing provision. Through working with other providers, such as the community transport operator active in Scarborough, gaps in this provision can be reduced. Addressing challenges in education travel can also have wider benefits. For example, an available service for tertiary education may encourage students to stay-on at the sixth form college, leading to the development of a more skilled local workforce.

Resource Capacity: Another important issue for Scarborough is the current resource environment and how this affects its ability to secure funding for transportation purposes. Current funding requirements include the need for authorities to 'match fund' in order to secure projects, and reductions in local authority budgets have negatively influenced their ability to provide this financing. The UK Government needs to recognise the concerns of local authorities surrounding this issue. Furthermore, future challenges in relation to the political and economic landscape could also have an impact on funding streams.

4.4 Solutions for the General Context

Planning Procedures: A number of participants raised concerns surrounding existing planning procedures, with these described as being 'ad hoc' and being influenced by the legacy of previous structures. For regions such as Scarborough, this increases the possibility of them being overlooked in relation to transport investment, whilst there are also failures to connect different stages of the planning process. Creating more streamlined plans, and using the Local Industrial Strategy to engage stakeholders at the local level is imperative in addressing these issues. It is critical that authorities such as Scarborough have a 'seat at the table' in this process.

Devolved Local Taxation: Another critical recommendation surrounds the exploration of a devolved taxation system for coastal areas or those with high levels of tourism. As noted in Section 4.1, there are existing examples of a 'Visitor Tax' being levied in a number of locations in the EU. For Scarborough, such a taxation regime can be used to leverage investment in regeneration or transport infrastructure. This is of particular importance considering the current funding and political climate, where securing investment has become more difficult.

Continue to support business and education: SBC has successfully supported the introduction of a UTC for fourteen to eighteen year olds as well as the establishment of CU: Scarborough.

It is crucial that these facilities, as well as other potential educational support mechanisms are supported by the Borough Council and other businesses. Moreover, there also needs to be continuing dialogue between the Borough Council and local businesses in order to encourage these organisations to influence local or transport planning.

4.5 Delivery Plan

Table 7 outlines the recommendations listed in Section 4.2 to 4.4 and provides a delivery plan for their introduction. The recommendations are split into four areas. Firstly, there are operational recommendations, which highlights the most suitable alternatives to private vehicles in Scarborough. Operational recommendations also refer to non-material and digital solutions and structural interventions such as road improvements. Secondly, recommendations for the specific context of Scarborough are outlined. This includes concerns directly related to the situation faced by Scarborough. Finally, there are recommendations related to the general context, which cover broader policy and governance issues. These issues may have relevance for other areas. Each of the individual recommendations is scored on a 1-4 scale in terms of its priority to the area and the complexity of its implementation. The table then identifies a period for implementation, providers (in terms of private, public or third sector), actions needed to be undertaken by relevant bodies, and potential outcomes (who is impacted). Each of the recommendations is then colour coded based on its priority and complexity to create a deliverability rating ranked from low to high. This coding scheme is illustrated below:

Low	Medium-low	Medium-high	High

Table 7: Delivery Plan for Scarborough

Recommendations	Priority (1= Highest Priority, 4= Lowest Priority)	Complexity (1=Least Complex, 4 = Most Complex)	Time Frame (Short, Medium, Long-term)	Provider (Public, Private or Third Sector)	Actions (Steps which need to be followed to put solution into place)	Outcomes (Who Benefits and impacts)
Operational						
Village Minibus	2 Connections between key rural settlements, and the town centre, are an important priority. Due to austerity, existing bus services between the outlying villages have been cut/removed since 2010.	2 Routing may require significant investment. This may not be seen as commercially viable.	Medium	Private/Public	Viability assessment, identification of possible delivery partners, secure funding, and implement service.	Improved accessibility for isolated communities. Reduced congestion.
Social Transport	2 Social transport is an important priority. Scarborough has an existing social transport provider but awareness of the service is limited to certain key groups.	2 'Section 19' regulations and need to promote service. Many possible users unaware service exists.	Medium	Third/Public	Provider works with SBC/NYCC to develop promotional material. Solutions then implemented.	Improved accessibility for isolated communities. People without transport can access employment opportunities.
Shuttle	1 High priority. Businesses see as possible solution to alleviate parking issues limiting expansion	3 Routes/sites/infrastructure need to be identified. Payment and funding models need to be defined.	Medium	Private with support from Public	Private firms identify routes/sites/infrastructure. Funding and payment models defined	Reduced congestion on key routes. Ability for business to expand staffing levels and support business development.
Feeder	4 Low priority. Low demand for existing Park and Ride sites.	3 Availability of land and concerns surrounding demand and economic	Medium	Private/Public Sector	Current 'Park and Ride' schemes are under evaluation as part of a review into this provision.	Commuter and tourist users who may use Park and Ride.

		viability			Implement findings of the review	
Digital Platforms	4 Seen as a city based solution to low priority. Providers are using online/app timetabling	3 Complex due to infrastructure and provision required.	Long	Private/Public	Await results of the initial phase of the Smart on Rail project. Any future implementation based on the results of this project. Project is organised by TftN and will not be influenced by SBC.	Rail travelers, commuters, tourists. If encourages more use of rail then possibility of reducing congestion.
Territorial Mobility Management	2 Communication and dissemination needs to be continually reviewed in order to inform LEP of Scarborough issues.	3 Complex as all levels of governance need representation.	Short	Public	Strengthen relationship with the LEP Ensure that all local authorities are involved in the 'deepest level' in planning. This is particularly important in terms of the Local Industrial Strategy. Important to ensure proper consultation.	Local Authorities, LEP, other key transport stakeholders including regional and national bodies as well as providers. Ensure that local issues are factored into planning and policy outcomes.
Dematerialisation of Services	2 Accessibility to digital services considered as a priority.	2 Issues surrounding unintended consequences and internet costs.	Short	Public/Private	Form public/private sector partnerships to address challenges in relation to internet connectivity. SBC can support through planning policy and digitalising services. Use technology to improve services/functions and to streamline activities	All Impacted. More e-services and improved online connectivity.
Structural Improvements	1 High priority for a range of stakeholders. Improvements to the A64 seen as positive for	4 Very complex due to investment being seen as not economically viable with current demand	Medium	Private/Public	Continue to work with industry and other public sector bodies to lobby government and other key bodies.	All Impacted. Improved road connections could mean greater

	business and employment.	levels.				Recognize that the road network needs improvement in order to achieve further economic growth.	efficiency for existing business and a greater ability to attract staff from outside Scarborough.
Cycle Paths	4 Low priority but potentially a method of improving urban-rural connectivity	2 Routing is straightforward but concerns surrounding funding.	Medium	Public		Need for collaboration between different local authorities. A feasibility study is required in order to assess costs. Possible development of a pilot scheme before wider expansion	Mainly tourists but also some local users. Impacts on health, improved accessibility, improved tourist experience.
Specific							
Tourism as a valued economic sector	1 Of critical importance. National government needs to take tourism more seriously when determining investment decisions and its impact on the transport network.	3 Complex as it requires a shift in the national policy framework. Needs of NMRs could also be overlooked in favour of metro-regions.	Medium/Long	Public		Need to inform national policy debates through evidence gathering. This must be an ongoing process.	Local residents and tourists. Secure further investment in transport infrastructure.
Education Travel	3 Not seen as critical priority but high costs for students/families and no provision for tertiary level users.	2 Some complexity due to 'safeguarding' and 'Section 19' if involving social transport. Also funding concerns if service expanded/costs lowered.	Medium	Private/Public /Third		Explore possible models such as social transport and other alternatives which could be used to provide school services Role for SBC is to bring relevant groups together and facilitate services.	Students and parents. If transport can be used to encourage children to stay in education. Benefit for business through more highly skilled workforce
Resource Capacity	1 Key priority as cuts to local authority budgets have impacted the ability to bid for	3 Complex. Government approach unlikely to change in short-term and consequences of Brexit	Medium	Public		Need to flag issue up to national government.	Additional resource capacity will provide SBC with greater ability to secure funding.

	projects related to infrastructure development.	will impact potential funding streams.				Potential for wider benefits from greater investment in transport projects.
General						
Planning Procedures	1 A key priority for Scarborough relates to planning procedures and the nature of sometimes 'ad hoc' strategic planning. This is influenced by overlaps and the legacy of previous structures. Transport planning and strategic planning often poorly connected	4 Complex issue that relates to national policy frameworks. Important that Coastal towns, such as Scarborough, have a 'seat at the table' in influencing planning decisions.	Long	Public	Need to establish a holistic approach to planning to reduce overlaps and gaps. Local Industrial Strategy can be used as a platform to achieve a more holistic approach through the involvement of local stakeholders.	Local Authorities, such as SBC. Improved transport/local planning which has fewer overlaps and gaps.
Devolved local Taxation	1 High priority to investigate possibility of devolving taxation powers to support regeneration and infrastructure development in coastal/tourist areas	4 Highly complex. Needs national policy to change and support from other authorities. Needs mind-set to shift although some examples in the EU provide best practice cases.	Medium/Long	Public	Work with other local authorities from coastal/tourist areas. Create local impact assessment for the proposed tax. Inform national policy debates through evidence gathering. This must be an ongoing process. Dissemination of reports/evidence to achieve policy adoption.	Local residents, tourists, and those in other areas with high levels of tourism. Secure further investment in transport infrastructure.
Continue to Support Business and Education	1 Another important priority is to maintain SBCs work surrounding business and educational development. This	2 Some complexity due to continued need for funding and communication. Additionally, SBC need to ensure that all types of	Medium/Long	Private/Public	Communication/engagement through the Business Ambassadors group and other industrial bodies. SBC continue to promote Scarborough and encourage investment.	Local businesses and educational facilities as well as students. Improved economic growth, protection of existing businesses,

	could be extended through encouraging business to engage in transport planning.	business have a voice and that key requirements are met.				and improved skills, which are specific to Scarborough requirements. More opportunities for local students.

5. Potential Impacts of Flexible Transport Connections

As highlighted, Scarborough faces a variety of challenges created by its existing transport network. Resolving these challenges requires a mixture of solutions with input from different actors responsible for transport policy and infrastructure development. The imposition of flexible transport connections can provide a possible solution to certain issues. For people in isolated rural areas who struggle to access employment or other services, the provision of flexible solutions could provide a viable alternative. Austerity measures imposed since 2010 have reduced public transport choices in the deeper rural areas of the borough, and created a greater level of car dependency. A negative consequence of these actions is that rural communities become more 'cut off' from main urban centres, and issues surrounding health and poverty can arise due to difficulties in securing adequate transport. This sets the landscape for alternative mechanisms to be introduced and key social and economic issues in Scarborough can be addressed.

Due to the isolated nature of some areas, community based solutions for particular areas may not be viable due to the expected level of demand. Therefore, expansion and support for existing community schemes should be considered. Scarborough already has a successful and established community transport provider as outlined in this case study. However, it was noted that there is a 'stigma' attached with this service, which can deter certain user groups. This results in 'latent' demand for the service as individuals feel that the nature of this provision is not suitable for them. Building community transport into public provision is also a possible mechanism to connect rural areas, but the economics of providing such a service need to be addressed.

Improved accessibility has a range of potential benefits for Scarborough. Firstly, those in rural areas who struggle to access education or employment opportunities can be better linked to the town, meaning that they can access a wider range of choices. This increases the 'talent pool', which employers can draw upon, as individuals may not feel that they have to leave Scarborough to access work or education. Better accessibility can also act as a mechanism to attract new people into the borough, and they could bring additional skills, which positively benefit the economy of Scarborough. Participants have noted that there is a sense of feeling 'cut off' and improved accessibility will help to address some of these concerns. Furthermore, improved accessibility will also help to attract new business, whilst retaining existing employers who may see advantages in other locations with better connectivity.

References

- Butcher, L. (2016) Local Transport in England 2010-. Briefing Paper SN5735. House of Commons Library: London.

- Copus, A. (2013) *Urban-rural relationships in the new century: clarifying and updating the intervention logic in New Paradigm in action on successful partnerships*, Ministry of Regional Development, Warsaw.

- Department for Transport (2018) About Us. Retrieved from https://www.gov.uk/government/organisations/department-for-transport/about

- Department for Transport (2019) Trans Pennine Express franchise improvements. Retrieved from http://maps.dft.gov.uk/transpennine-express/index.html

- Highways England (2018) About Us. Retrieved from https://www.gov.uk/government/organisations/highways-england/about

- House of Lords Select Committee on Regeneration Seaside Towns and Communities (2019) The future of seaside towns. Retrieved from https://publications.parliament.uk/pa/ld201719/ldselect/ldseaside/320/320.pdf

- Maps of the World (2019) Map of North Yorkshire County, England. Retrieved from https://www.mapsofworld.com/england/counties/north-yorkshire-map.html

- National Audit Office (2018) A short guide to the Department for Transport. Retrieved from https://www.nao.org.uk/wp-content/uploads/2018/02/A-Short-Guide-to-the-Department-for-Transport-2017.pdf

- NOMIS (2011) Location of usual residence and place of work by method of travel to work. Retrieved from https://www.nomisweb.co.uk/census/2011/WU03UK/chart/1132462274

- NOMIS (2019) Labour Market Profile-Scarborough. Retrieved from https://www.nomisweb.co.uk/reports/lmp/la/1946157118/report.aspx#tabempunemp

- North Yorkshire County Council (2016) North Yorkshire Local Transport Plan 2016-2045. Retrieved from: https://www.northyorks.gov.uk/sites/default/files/fileroot/About%20the%20council/Strategies,%20plans%20and%20policies/Local_transport_plan_four_(LTP4).pdf

- North Yorkshire County Council (2018) Transport Update.

- North York Moors (2019) About Us. Retrieved from https://www.northyorkmoors.org.uk/about-us

- Office for National Statistics (2011) 2011 Census. Retrieved from https://www.ons.gov.uk/census/2011census

- Office for National Statistics (2013) General Health in England and Wales: 2011 and comparison with 2001. Retrieved from https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/healthandwellbeing/articles/generalhealthinenglandandwales/2013-01-30

- Office for National Statistics (2016) Regional gross value added (income approach): UK: 1997 to 2015. Retrieved from https://www.ons.gov.uk/economy/grossvalueaddedgva/bulletins/regionalgrossvalueaddedincomeapproach/december2016

- Office for National Statistics (2017) Regional GVA(I) by local authority in the UK. Retrieved from https://www.ons.gov.uk/economy/grossvalueaddedgva/datasets/regionalgvaibylocalauthorityintheuk

- RAC Foundation (2012) Car Ownership rates per local authority in England and Wales. Retrieved from https://www.racfoundation.org/assets/rac_foundation/content/downloadables/car%20ownership%20rates%20by%20local%20authority%20-%20december%202012.pdf

- Scarborough Borough Council (2015) Towards 2030: An Employment and Skills Plan for Scarborough Borough. Retrieved from https://democracy.scarborough.gov.uk/documents/s66745/15331%20-%20APPENDIX%20B%20An%20Era%20of%20Opportunity%20-%20Employment%20and%20Skills%20Plan%20for%20Scarborough%20Borough%20201512.pdf

- Scarborough Borough Council (2018) Authority Monitoring Report. Retrieved from https://www.scarborough.gov.uk/sites/scarborough.gov.uk/files/files/Authority-Monitoring-Report-2018.pdf

- Scarborough Borough Council (2019) Parish and Town Elections. Retrieved from https://www.scarborough.gov.uk/home/council/elections-and-voting/elections/parish-and-town-elections

- Tourism South East (2015) The Economic Impact of Tourism on Scarborough District 2015. Retrieved from https://mediafiles.thedms.co.uk/Publication/YS-DYC/cms/pdf/Scarborough%20Tourism%20Economic%20Impact%20Estimates%202015.pdf

- Transport for the North (2018) Gaining Statutory Status. Retrieved from https://transportforthenorth.com/about-transport-for-the-north/sub-national-transport-body/

- YNYERY LEP (2018) Scarborough Economic Profile.

List of Interviewees

Respondent	Date
Transport Expert and stakeholder representative	October 2018
Representatives from Highways England	January 2019
Representative from rail provider	January 2019
Representatives from NYCC	January 2019
Representative from business group	January 2019
Representative from social transport	February 2019
Representative from LEP	March 2019
Representative from North York Moors	March 2019
Representative from bus service provider	March 2019
Representative from major local business	April 2019

Appendix 1: Tourist Tax

Tourist taxes to fund infrastructural improvements

The Stakeholder, Scarborough Borough Council, has requested some extra work looking at the use of a tourist tax to fund infrastructural improvements. This has been rolled out in cities such as Paris and Barcelona. In brief, tourists who stay overnight in these areas are charged a tax which is recouped by the council. This would then be specifically used to pay for transport infrastructural improvements.

Why were tourist taxes introduced, when did this happen, and to what purpose?

Edinburgh:

Edinburgh City Council unveiled plans to charge a flat charge of £2 per night per room, a *Transient Visitor Levy* (TVL), with an exemption for campsites but short-term lets and possibilities such as Airbnb included, and a cap of seven nights consecutively. The proposal was welcomed by the Edinburgh Chamber of Commerce and backed by Edinburgh City Council by 43 votes to 15. It now needs to go to the Scottish Parliament for enabling legislation to be passed. These developments were reported by the BBC here, here, and here.

Findings from the City of Edinburgh Council found that:

- 85% of respondents expressed strong support for the proposals, and this included 51% of providers of accommodation

- 72% of respondents agreed that the TVL should be set at a rate of around £2 a night – or 2% of the accommodation cost

- 19% of respondents felt that £2 a night was too low

- 47% of respondents preferred a flat rate of '£ per night, per room'

- 38% of respondents preferred a charge based on the percentage of the fee of the room

- 81% of respondents wanted a seven-day cap on the charges so as to help protect festival performers and non-leisure visitors

- There was agreement amongst respondents with the objectives of the City of Edinburgh Council in support of sustainable investment in tourism and of managing the impact which tourism had on the city and on its residents

Further findings from Progressive Partnership and commissioned by Marketing Edinburgh found that:

- Both visitors and residents preferred a charge on accommodation rather than a charge on other services, for example, taxis or restaurants

- Both visitors and residents favoured a flat rate charge for rooms, then a proportion which was based on the total amount of the room charge, then a charge per-person

- It was found that visitors would not be deterred from coming to Edinburgh if a tourist tax was put in place – whilst visitors views on a tourist tax split equally, with 47% of visitors were in favour of a tourist tax and 47% were against one, 78% responded that they would still have visited Edinburgh, even if the charge was at a higher rate of as much as £4 a room

- Whilst 39% of visitors recalled paying a tourist tax when at other locations, only 4% said they had changed their plans as a result of that tax

- Further, 78% of visitors said they would not have changed their plans of a levy of £2 per room per night was introduced, with only 3% saying they would not have visited Edinburgh as a result of that

- If a charge of only £1 per room per night, 88% responded that they would not have changed their plans, whilst if a £4 per room per night charge was introduced, 6% said they would have not visited Edinburgh, with the figure saying they would have done remaining at 78%

- 54% of respondents wanted the revenue of a tourist tax spent on public areas where there were a lot of tourists, with 12% thinking that it should go towards festivals and events

- 52% of residents of Edinburgh were in favour of a tourist tax, whilst 32% were against one – of those figures, 25% of residents were totally in favour of it, whilst 12% were totally against it

- Whilst 36% of Edinburgh residents had paid a tourist tax in the past, only 4% had changed their plans as a result of that

- 55% of residents knew that the City of Edinburgh Council was trying to introduce a tourist tax

- 49% of residents thought that the tax would raise more revenue in general, whilst 18% thought that it would raise more money for services for residents, and 17% thought it would mitigate the impact that tourists had, whilst 10% thought that it would have no benefits

- 28% of the residents of Edinburgh thought that the revenue raised should go towards roads, 28% thought that it should be spent on tourist areas, whilst 8% of residents felt it should go towards festivals or events

- 45% of Edinburgh residents thought that a tourist tax would have an impact on tourism or on where tourists stayed, whilst only 13% thought that the money would not benefit residents or be spent well

- 27% of residents thought there would be no drawbacks to a tourist tax

Research from the Edinburgh Chamber of Commerce found that:

- 69% of businesses supported the introduction of a Transient Visitor Levy

- 79% of businesses supported a Transient Visitor Levy provided the funds were ring-fenced for infrastructure investment in Edinburgh

- There was varying support for a Transient Visitor Levy depending on the sector – 50% of the hospitality sector supported the Levy, 81% of financial service companies supported the Levy, whilst 93% of third sector organisations supported the Levy

- A per person, per night charge, as found in countries such as Spain, Austria, Croatia, France, and Bulgaria, was the form of Levy most favoured

- 87% of those who responded to the survey were in favour of a review of the Transient Visitor Levy following a set period of time

Further details on these findings can be found here, here, and here.

Barcelona:

- Catalonia was one of the first autonomous communities to put in place a tourist tax

- The tourist tax may be applied to accommodation, including hotels, AirBnb, campsites, and cruise ships

- The tourist tax was first introduced in 2012 and has generated a large amount of revenue whilst tourist numbers continue to rise

- The last change made by the Catalan administration was in 2017

- The rate of tourist tax is higher in Barcelona than in other parts of Catalonia

- The tax rate varies according to the type of accommodation concerned

- Those under the age of 17 are exempt from the tourist tax, the age limit having been raised from 16

- Other exemptions include for travellers on social programmes which are sponsored by the Public Administration of an EU member state

- The tax is applied for a stay of up to seven days

- In Barcelona, the tax rate varies between €0.65 plus VAT and €2.25 plus VAT, whilst in the rest of Catalonia it is between €0.45 plus VAT and €2.25 plus VAT, depending on the type of accommodation – this breaks down in Barcelona as €2.25 for luxury accommodation, €2.25 for rental of a private apartment or room, €1.10 for four-star hotel accommodation, and €0.65 for other forms of accommodation such as a non-luxury campsite; for cruise ships, when docked in port over twelve hours, the rate is €2.25, when less than that, it is €0.65

- The tourist tax is subject to a 10% Value Added Tax

- There are also additional rate for places where legal gambling takes place, such as a hotel which also contains a casino

- Local Catalan administrations receive 50% of the revenues from the tourist tax, up from the previous share of 30%, following an amendment by Ada Colau, the Mayor of Barcelona

- The revenue from the tax goes towards funding and improving tourist areas and infrastructure, financing the Tourism Development Fund, which was set up in 2012, the same year the tourist tax was introduced

- The revenue of the Tourism Development Fund is split between the Catalan Tourism Agency, local tourism boards, and town halls

- Whilst those in the hotel and travel industry were initially upset, tourist numbers continue to increase and revenue raised

- The tourist tax generated €43.5 million in Catalonia as a whole in 2015, an increase of 5.5% from the previous year

Strengths/weaknesses assessment of the taxes in Barcelona. Have they proven valuable or detrimental?

The tourist tax introduced in Barcelona, whilst initially opposed by some in the hotel and tourist industry, has raised a large amount of revenue and has not had a detrimental effect on tourism in the city.

Strengths/weaknesses assessment of the taxes in Edinburgh. Have they proven valuable or detrimental?

The most recent tourist tax proposals have only recently been passed by the City of Edinburgh Council, and have yet to be passed by the Scottish Parliament, so the long-term effects of the taxes are as yet unknown. The proposals have, however, largely been supported by businesses and civil society.

Alternative options mooted or explored; is there anything in the literature that we can point to, or any plans that could be considered?

Key questions to be considered are summarised by the Scottish Government (2018: 26) are:

- "What would be the reasons for introducing a transient visitor tax?"
- "What would a well-designed and operated transient visitor tax look like?"
- "What positive and negative impacts could a transient visitor tax have?"
- "How could a transient visitor tax be used, and how can revenue be distributed fairly?"

Recommendations to Scarborough Borough Council

Where introduced, a tourist tax has not had obviously detrimental effects on the level of tourism to the area, and has raised substantial amounts of revenue. When considering introducing a tourist tax, it is important to be clear about what the revenue will be spent on, and how it is allocated.

References

There is limited literature available on the impact of tourist taxes. Reports, which may be of use, include:

- Cetin, G., Alrawadieh, Z., Dincer, M. Z., Dincer, F. I., and Ioannides, D. (2017) 'Willingness to Pay for Tourist Tax in Destinations: Empirical Evidence from Istanbul'. *Economies* 5 (21), 1-15

- Dombrovski, R. and Hodžić, S. (2010) 'Impact of Value Added Tax on Tourism'. *International Business & Economics Research Journal* 9 (10), 131-138

- Ihalanayake, R. (2007) *Economics of Tourism Taxation: A Study of Tourism Taxes in Australia*. [online] Doctor of Philosophy thesis or dissertation: Victoria University, Melbourne, Australia

- Klemm, A. and Van Parys, S. (2009) *Empirical Evidence on the Effects of Tax Incentives*: International Monetary Fund

- Lo, M., Tang, G., Hong, C., and Li, J. (2014) 'The Taxation Effects of Tourism Under Aviation Deregulation in a Small Open Economy'. *Global Journal of Business Research* 8 (5), 85-96

- Mahangila, D. and Anderson, W. (2017) 'Tax Administrative Burdens in the Tourism Sector in Zanzibar: Stakeholders' Perspectives'. *SAGE Open*, 1-17

- Palmer, T. and Riera, A. (2003) 'Tourism and Environmental Taxes. with Special Reference to the "Balearic Ecotax"'. *Tourism Management* 24, 665-674

- Pazienza, P. (2011) 'Should we Tax Tourism? Theoretical Justifications from the Economics of Non-Renewable Resource use'. *Environmental Economics* 2 (1), 8-16

- Rinaldi, A. (2017) 'Externalities and Tourist Tax: Evidence from Italy'. *Rivista Di Scienze Del Turismo - Ambiente Cultura Diritto Economia* 8 (1-2), 79-91

- Scottish Government (2018) *Transient Visitor Taxes in Scotland: Supporting a National Discussion*. Edinburgh: Scottish Government

- Seely, A. (2018) *Briefing Paper Number 6812: VAT on Tourism*: House of Commons Library

Appendix 2: Means testing free travel

The Stakeholder, Scarborough Borough Council, has requested an examination of free travel for groups more broadly, but specifically the elderly. It should be noted that free travel, when it is availed of, is actually paid by for local authorities. What they are seeking is an assessment of free travel policy generally, with specific recommendations for Scarborough Borough.

The social origins of free travel

- In the transport White Paper of July 1998, the Labour Government announced that it was to introduce "a national minimum standard for local authority concessionary fares schemes for elderly people with a maximum £5 a year charge for a pass entitling the holder to travel at half fare on buses" (DETR 1998: Para 4.81).
- In the Transport Act 2000 this was legislated in sections 145 to 159.
- 2001: The Labour Government introduced a local, half-fare statutory scheme
- The Transport Act 2000 entitled those who were of a pensionable age and those who were disabled to a half-fare concession on local bus travel between 09.30 and 23.00, and on Saturdays, Sundays, and Bank Holidays.
- A permit would be issued by local authorities which would be free of charge for those who were resident in the boundaries of the local authority.
- This would allow them to claim this concessionary fare.
- This came into effect in London on the 1st April, 2001, and nationally on the 1st June, 2001.
- Over the following seven years this was gradually extended
- The initial concession scheme was for women over 60 years old and men over 65 years old.
- A legal judgement found this to be discriminatory and this was subsequently amended in February 2001 to 60 years old for men and women.

- This took place following a case brought before the European Court of Human Rights (ECHR) claiming that the difference in eligibility for men and women based on age constituted sex discrimination.
- The legislation was amended in the Travel Concessions (Eligibility) Act 2002 from 1st April, 2003, so that in the concession 'elderly people' were defined as "persons who have attained the age of 60".
- The Travel Concessions (Eligibility) Act 2002 also allowed an Order to made by the Secretary of State so that references to age 60 were replaced with a formula that would increase the eligible age to receive a concession alongside changes to the age a person received their pension.
- Since April 2010 this age has been gradually rising as the age of the female state pension rose.
- On the 1st April, 2006, the concession was extended from a half-fare concession on local bus services to free travel throughout England on local bus services.
- Through the aforementioned Formula Grant system, a further £350 million was provided by the Government for 2006-7 in order to fund the cost to local authorities.
- The Concessionary Bus Travel Act 2007 provided for the provision of free local bus travel across England, coming into force on the 1st April, 2008.
- This English National Concessionary Travel Scheme (ENCTS) was introduced so as to provide free off-peak bus travel for older and disabled people who were eligible across England.
- Prior to the launch of the ENCTS, a statutory half-fare off peak concession existed.
- When, in April 2006, free concessionary travel was introduced it was only allowed for journeys which were made with an individual local authority, but this was extended to free off peak travel in any area of England in April 2008.
- In the Pre Budget Report in December 2009, it was stated that the age of statutory concession would increase between 2010 and 2020 to 65.

This was due to the rise in the age of the female pension. This was enacted on the 6th April, 2010, through the Travel Concessions (Eligibility) (England) Order 2010 (SI 2010/459).

- The present age of eligibility for the statutory concession will have risen to 66 by October 2020, again due to changes to the age of state pension, this time enacted under the Conservative-Liberal Democrat Coalition Government.

The Department of Transport (2013: 5) states that:

"Local buses are the most commonly used mode of public transport, and the purpose of providing free local bus travel England-wide is to ensure that no older or disabled person in England need be prevented from bus travel by cost alone. For many older and disabled people a free local bus service can be a lifeline, providing access to healthcare and other essential services as well as allowing people to visit family and friends, stay active and avoid isolation."

There is the power for local authorities to introduce further concessions which are funded from their local tax base – for example, extending the hours of availability, or allowing carers of disabled people to also have free travel when travelling with them

Current regulations and policy

- Currently free off peak travel is available to older people and disabled people between 9.30 and 23.00 on weekdays and all day on weekends and bank holidays.
- For older people in England eligibility for a bus pass is determined by the female state pension age, whether you are a man or a woman.
- London and some other local authority areas have used their discretionary powers to reduce the qualifying age to 60, and to fund other discretionary transport services.

- People do not get a bus pass automatically – they have to apply. Bus operators are reimbursed based on how much older people travel on their buses. Therefore it does not cost the state anything unless it is used.

- Spending on reimbursement to the bus companies for the statutory bus pass was £933 million in 2013/14. This is now paid to local authorities by DCLG through formula grant (i.e. funding allocated based on a calculation of need). This does not include discretionary travel concessions, which are determined by travel concession authorities (i.e. County Councils, Unitary Authorities, Passenger Transport Executives and London Boroughs). This increases the total spending to £1.109bn in 2011/12.

- 82% of spending on concessionary travel by English authorities went on statutory bus passes, with the remaining 18% going to discretionary concessions, such as assistance for young people and non-bus transport. Metropolitan areas had higher net expenditure on discretionary concessions (25%) compared with non-metropolitan areas (8%).

- Central Government also provides subsidies to buses via the Bus Service Operators Grant (BSOG), which benefits all passengers by reducing fares and helping to maintaining rural bus services. At the end of 2015, BSOG totaling nearly £230m was protected from cuts by the Comprehensive Spending Review.

- The Campaign for Better Transport found that since last year 2013\14 there has been a net reduction of £9 million to supported bus services in England. The decline in spending reflects on-going cuts to all travel concession authorities. The number of older people eligible for a bus passes is likely to see a small reduction in some places as a result of increases in the state pension age. In the longer term, the demand for bus passes will increase in line with projected increases in the older population. In the UK, the numbers eligible for a bus pass will slightly decline in 2020 - but then increase to 17 million by 2037, compared to over 12.3 million now.

- The Campaign for Better Transport found that 2,000 bus routes or services have been lost or reduced since 2010.
- Half of local authorities cut funding for bus service in 2014, affecting 500 routes. The lack of bus services is a particular problem for isolated rural areas. In urban areas 95% of people live within 13 minutes of a regular (hourly) bus, but in rural areas this falls to 6%.

You can apply in England and Wales for an older person's bus pass [here](#) and a disabled person's buss pass [here](#).

You can apply in Scotland for an older person's bus pass [here](#) and a disabled person's bus [here](#).

Other provisions in Scotland include:
- The [Young Scot Card](#), providing discounted bus, train, and ferry travel for those between the ages of 11 and 25 in Scotland
- The [National Entitlement Card](#) for those over 60 or with a disability
- A wheelchair from the [Shopmobility Scheme](#)
- Ferry [concessions](#) for those who live in the Western Isles, the Orkney Isles, or the Shetland Isles, and hold National Entitlement cards.
- The [Air Discount Scheme](#) for residents of the Western Isles, Colonsay, Orkney, Shetland, Islay, Jura, Caithness, and the north west region of Sutherland

You can apply in Wales for a bus pass [here](#).

The Public Transport Users' Committee For Wales conducted an assessment of the provision of public transport which can be found [here](#).

The Welsh Assembly Government conducted an assessment of the concessionary travel scheme in 2014 which can be found [here](#).

Concessionary bus passes in Northern Ireland include:

- The [60+/ Senior (65+) SmartPass](#)
- The [Free and concessionary bus and rail travel](#)The [Half Fare SmartPass - Disability Living Allowance](#)
- The [Half Fare SmartPass - Driving Licence Refused](#)
- The [Half Fare SmartPass - Learning Disability](#)
- The [Half Fare SmartPass - Partially Sighted](#)
- The [Half Fare SmartPass - Personal Independence Payment (PIP)](#)
- The [Registered Blind SmartPass](#)
- The [War Disablement SmartPass](#)

Key Findings:

- Take-up of the pass has steadily increased since its introduction.
- Female have a higher take-up of the concessionary bus pass than men.
- The Department of Transport (2013) suggests this may in part be because the number of people who have driving licenses is lower for older women.
- Further, data (Department of Transport 2013) suggests that the largest age group who use the pass are between 70 and 79.
- Likely indicators of an increased likelihood to take-up a concessionary bus pass are: lower income households, lack of access to cars, living in metropolitan areas or in areas with better bus links.
- Those who have a concessionary bus pass and do not have access to a car make over three times as many trips using the pass as those who do have access to a car.
- In terms of income, those with an income of less than £10,000 per annum make twice as many trips using the pass as those who earn £20,000 a year or over.
- As an area becomes less populated, the number of times a person uses their pass falls – these areas often have less regular bus services and which serve less destinations.

- Those who live nearer a bus stop and have a more regular service make a greater amount of trips.
- Those in London boroughs make the largest amount of journeys using their pass per annum.
- Pass holders use the concession to socialise, including making trips that they would not otherwise make if they had to pay a fare.
- The ENCTS has incentivised some concessionary travellers to be more active as bus journeys are likely to involve some element of walking.
- The abolition of fares has contributed small increases to pass holders' disposable income.
- Some motorist pass holders report the concession has encouraged them to switch some car trips to the bus, and helped them avoid some motoring costs, such as parking fees.
- It has also enabled some to do more of things they like, such as volunteering and avoid doing things they do not like, such as the annoyance of driving in bad weather conditions, looking for parking spots etc.
- Some pass holders report that this has made small positive contributions to their quality of life.
- Concessionary bus passes have benefits beyond affordability for those eligible which include health benefits from increased mobility and active participation in society, societal improvements such as increased frequency of buses, and extra capacity of buses, and the convenience of cashless boarding, and these benefits may be valued more than the equivalent money in cash.
- Whilst the principle reason for using the free bus pass is for shopping, a large amount of bus journeys are for social reasons including visiting friends and relatives, or for medical appoints
- Age UK has [highlighted](#) that better off people are less likely to use a bus pass and that there is a higher take up of the bus pass from those on lower incomes
- Age UK has suggested that means testing would not achieve significant savings but may actually deter those from poorer older

demographics from applying for the bus pass, with around a third of eligible older people not taking up the bus pass

- There are also benefits for those in isolated rural areas which benefit from non-commercial bus routes

- Age UK also highlights that free bus travel can help reduce congestion and car usage, with the broader social and environmental benefits, as well as helping older people have had to give up driving, in addition to benefits to the NHS as the health and wellbeing of people getting out and walking to and from the bus stops is provided

- Age UK suggests that the potential for integrated transport solutions are further explored so as "to deploy existing resources more efficiently and ensure services are reaching the most vulnerable and isolated groups"

- Greener Journeys have highlighted the spill-over effects of concessionary bus travel including in economic productivity, social inclusion, environmental sustainability, and public health.

- This research, working with KPMG LLP and following the Department for Transport's guidance on economic appraisal, highlighted that for every £1 spent on the concessionary bus travel, at least £2.87 was generated in benefits to the bus pass users and the wider economy

Any intentions to change availability

- There is a concern amongst some that the universal bus pass is not financially viable and that money could be saved and better utilised if there was means testing.

- The money which was saved could be used to pay for a concession for younger people in higher education or those who were actively searching for work.

- The concern is that whilst there may be a desire to protect bus services, some of the passengers will be able to afford to pay.

- Support for means testing areas such as the statutory bus concession has come from the main political parties in the United Kingdom, in

addition to the Social Market Foundation and the Centre for Policy Studies.

- The Social Market Foundation said that the Government could save £1 billion through ending the free bus pass.
- Others disagree, saying that this does not recognise the social, economic, and environmental benefits which the pass provides.

Andrews (2012) provides an academic assessment of the effect of free bus travel to quality of life. Of particular relevance is Section 9.6 (pages 208-212) in which policy recommendations are discussed. The key areas highlighted (emphasis within text) are:

"1) **The evidence suggests that in many cases the free bus pass is an effective mechanism for preventing the onset of isolation and social exclusion in later life.**"

"2) **The research recommends that the evaluative approach to Concessionary Fares policy needs to take into consideration the wider social benefits of the free bus pass** with ultimately the possible case being made for extending the subsidy to operators beyond simply their transport role to a provider of a social service."

"3) **The scheme has clear symbolic value- argued in some cases to be the plastic embodiment of values of freedom, independence, and that the government cares for this group-** this needs to be taken into account when deciding the future of the policy."

"4) **This research thus supports a move to considering - and furthermore understanding - how pass holders are responding to the opportunity presented by the free bus pass.**"

"5) **The research identifies that some pass holders are not aware that the scheme represents a cost to government and would use it different if they knew.** This could lead to the recommendation that advertising this fact could affect the amount pass holders use their free bus passes."

"6) **Further evidence needs to be developed around the evidence of the bus as a third social space** promoting social engagement and interaction amongst older people, and thus mitigating isolation and loneliness that can occur in later life."

"**The phenomenon of „seat-blocking":** Some passengers (mainly in touristic areas) were found to stay on their seats from end to end of the route, which could undermine the principal of maximising seat turnover and risk operators not being reimbursed for the return journey."

"**The increased flexibility afforded by the pass has led to greater instances of hop-on-hop-off bus trips**, that could cumulatively increase bus overall boarding times."

"**There was evidence that some customers felt less loyal to a particular brand of bus since** they could use the pass for free on any operator, however there was still some affiliation to particular routes- contributing to a sense of clubiness."

"**Pass holders bringing their paying relatives on board** and informally promoting use of the bus."

Based on these findings, Andrews (2012) made four specific recommendations to operators of bus services.

"1) **On a practical level, steps could be taken to mitigate of pass holders" bus behaviours that potentially have an effect on overall levels of operator reimbursement.** For instance bus operators could oblige pass holders to debus at the terminus of the route and re-board, as opposed to allowing them to remain on the bus. This would ensure that this journey is recognised as a separate journey in reimbursement terms, and also allow other paying customers the chance to board the bus on the return journey, particularly important in cases where the bus may be full."

"2) **The research endorses the current transition to smart card technology.** In addition to providing detailed information about use of the

pass in the context of the pass holders' day, the provision of smart card readers could avoid pass holders needing to queue up to see the driver and thus reduce boarding times. It is recommended that such a system also work out a way of recording the alighting point, perhaps requiring pass holders to swipe out when they leave the bus. This would have the benefit of using the data to better plan future routes and timetables."

"3) **This research that bus operators capitalise on the importance of the „bus experience" amongst pass holders, through marketing this to paying customers.** For instance, this could be manifested in different seating arrangements for different purposes; for example some operators have experimented with the front of the bus being rowed seating, and the rear a more circular set up, thus encouraging social interaction. At its extreme, the case could be made for the upper deck of a double Decker bus being different to the lower deck. Indeed, in some touristic areas there could be scope for the provision of tour guides, or additional route information, which could in turn increase the proportion of paying customers. This could be a potential way of profiting from the trend of the bus in some cases being seen as the new coach (p141)."

"4) **The research identifies the potential for pass holders to act as ambassadors and bring their fare- paying relatives on board the bus.** This was particularly the case with older couples, one who may have a pass and the other not; and with pass holders escorting their grandchildren. In other words, older people could potentially influence the modal decision making processes of their younger relatives. Marketing campaigns could be targeted at this group with a view to to emphasising the use of the bus for days out with the family. Once on board for social reasons, it could be argued that non pass holders may be more likely to consider the bus for other trips that they make."

Alternative options
- Local benefits could be included within the pass such as a library card.

- Some people may not have taken up access to the pass due to barriers they have faced in obtaining the pass or accessing bus services – these may be vulnerable or socially excluded people.

- Pegging the eligibility age to the increasing state pension age could help keep the concession affordable.

- Although the Government made £25 million available to fund operators, the House of Commons Transport Committee rejected the idea that community transport can compensate for the loss of bus services.

- The committee has supported the idea of 'total transport', which proposes an integrated approach to funding public transport.

- This could include combining hospital transport with local bus services.

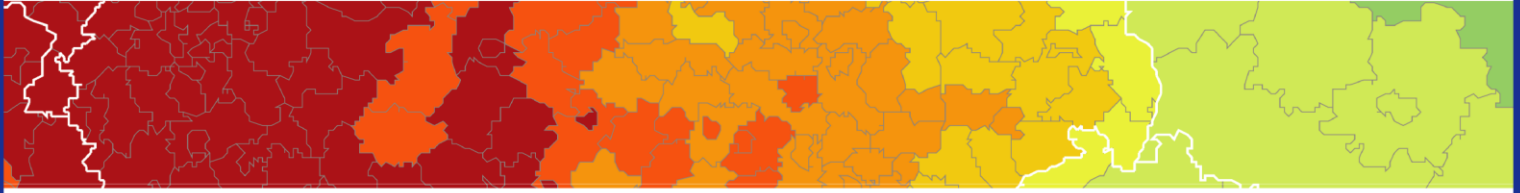- The Government has made £4m available for pilots to test the total transport concept.

Recommendations to Scarborough Borough Council

- Concessionary bus travel is widely regarded as both successful and valuable, not only in supporting disabled, low income, or retired people, but also in encouraging social cohesion, participation in the local community, increased health benefits, and wider spill-overs locally.

- Suggestions for increasing its cost-effectiveness and long-term sustainability have included means-testing – this has proponents and critics.

- Other possibilities include integrating the pass with other local initiatives, such as a library card, or using it to assist those in higher education.

- Similarly, a more integrated approach to public transport could be of benefit.

- Issues have arisen whereby those eligible have not taken up the pass due to barriers they have in accessing both the pass and bus services – this is a problem that should be addressed.

- One suggestion is that pegging the age of eligibility to the age of state pension as it increases could assist in maintaining that the concession is affordable.

References

- Age UK (2016) *Briefing: The Free Bus Pass*: Age UK

- Andrews, G. P. (2012) *Just the Ticket? Exploring the Contribution of Free Bus Fares Policy to Quality of Later Life.* [online] Doctor of Philosophy thesis or dissertation: Faculty of Environment & Technology, University of the West of England, Bristol

- Butcher, L. (2015) *Briefing Paper Number SN01499: Concessionary Bus Fares*: Department of Transport

- Department of Transport (2016) *Evaluation of Concessionary Bus Travel: The Impacts of the Free Bus Pass*. London: Department of Transport

- Department of Transport (2013) *Guidance to Local Authorities on Assessing Eligibility of Disabled People in England for Concessionary Bus Travel*: Department of Transport

- Greener Journeys (2014) *The Costs and Benefits of Concessionary Bus Travel for Older and Disabled People in Britain*: Greener Journeys

- Public Transport Users' Committee For Wales (2012) *Provision of Public Transport Information April 2012*: Public Transport Users' Committee For Wales

- Welsh Assembly Government (2014) *Concessionary Travel Scheme Guidance: A Common Approach to Eligibility*: Welsh Assembly Government