

North Yorkshire Council

Environment & Resources Executive Members

06 December 2024

Bid for Development of Seamer Station

Report of the Assistant Director – Highways & Infrastructure

1.0 PURPOSE OF REPORT

- 1.1 To seek permission of the Corporate Director of Resources, sub-delegated to the Assistant Director of Resources – Environment, in consultation with the Executive Member for Finance and the Executive Member for Highways and Transportation to submit a bid to the Mayoral Combined Authority for the development of Seamer Station, Scarborough.

2.0 SUMMARY

- 2.1 This report provides background and an update on access opportunities to and at Seamer Station, Scarborough which was the subject of a previous bid to Government for Levelling Up Funding. The report details the proposal to submit a bid to the York and North Yorkshire Mayoral Combined Authority (MCA) for £557,758 revenue funding to develop options to a bid ready stage taking account of emerging priorities for the MCA and North Yorkshire Council (NYC).

3.0 BACKGROUND

- 3.1 Seamer Station acts as a 'parkway' style station served by a 40-space car park, which proves popular with commuters who take advantage of its location to avoid congestion in Scarborough town centre and cut their overall journey time. The station has one platform which is only accessible via a barrow crossing adjacent to Station Road. Access to the station by car, foot, wheel and bike is limited, which encourages station traffic to use smaller residential B and C roads to access its facilities. Furthermore, the rail line severs the east and west of Seamer, where there are limited opportunities to cross and make short distance trips via foot or cycle in the town itself.
- 3.2 Historically, Officers have explored opportunities to improve access to the station with the objective of reducing local congestion and supporting economic growth in the area. The most recent option reviewed included seeking to move the car park to an alternative nearby location and setting up a park and ride system, however, an appropriate site and operating model for a park and ride was never realised. An alternative option identified, as part of a bid for funding, was to look at a footbridge that could link the station to the neighbouring residential estate and business park and link it to a new car park on land adjacent to the station, that wasn't previously available, removing the need for a park and ride service.
- 3.3 The Levelling Up Fund (LUF) was first announced in March 2021. The fund sought to invest in local infrastructure that has a visible impact on people and their communities, to support investment in places where it can make the biggest difference to everyday life, including ex-industrial areas, deprived towns and coastal communities. Transport bids made to the Levelling Up Fund had to demonstrate they achieve the following objectives:

- Reduce carbon emissions
- Improve air quality
- Cut congestion
- Support economic growth and;
- Improve the experience of transport users

- 3.4 North Yorkshire County Council was unable to develop a bid in time for the round one submission deadline in June 2021 and instead deferred to a second round of funding which was confirmed but not announced at that time.
- 3.5 A comprehensive options review of transport schemes and packages was undertaken and a North Yorkshire Rail Station Access Package (NYRSAP), focusing on accessibility and facilities at three rail stations (Seamer, Malton and Thirsk), was agreed for submission. The rail package was considered the most appropriate to meet the objectives of the funding but also maximise the value of the bidding opportunity for the county. A report which details the LUF bid submission can be found [here](#).
- 3.6 NYCC therefore, progressed development on each of the three schemes ahead of the round two announcement. For Seamer Station, Network Rail were commissioned to complete a feasibility study to identify options for the design and construction of a new footbridge and car park. The brief was to meet the objectives of the Levelling Up Fund but, importantly, to resolve localised traffic management issues around the existing station car park and to assist growth in the Scarborough Borough.
- 3.7 The LUF bid was for a total of £43m and £28.2m of that was for the development and delivery of Seamer Station. Consultants developed the designs from the feasibility study, undertaken by Network Rail, to a bid ready stage acknowledging that further development work would still need to be undertaken before delivery. The option selected was to deliver a 70m three-span bridge over the trainline, existing platform and A64 and build a new 80 space car park off of the A64/ Dunslow Road roundabout to the southeast of the existing platform.
- 3.8 The NYRSAP package bid was unsuccessful. Feedback received (for the assessment of the package as whole, not at an individual scheme level) identified that the value for money aspect of the package could have been improved and it is implied that other, cheaper options should have been chosen for development, however, it should be noted again that the scheme was assessed as a package and feedback on individual projects was not given, therefore this feedback is not necessarily reflective of the Seamer scheme.
- 3.9 After reviewing the feedback and some of the successful bids, Officers recommended that any future bid to develop or deliver these projects, either as a package or as individual schemes, should not be submitted in their current format. Instead, an assessment of the geographies and opportunities to provide a scheme which offers better value for money is recommended.
- 3.10 The LUF schemes have been added to our draft Major Schemes Development Pipeline, which is currently being developed, as a high priority. The Pipeline will form NYC's transport investment plan to aid spending decisions in future. You can find more detail about the Major Schemes Pipeline [here](#).

4.0 PROPOSAL FOR DEVELOPMENT

- 4.1 A review of opportunities to progress the Seamer Station scheme has been undertaken, considering the feedback from LUF, NYC priorities and the emerging priorities and ambitions of the MCA. It is felt that the existing proposals for a footbridge at the station need to be revisited and wider active travel improvements should be considered as part of a package which is designed to facilitate better access to the station and not just at the station, particularly along Cayton Low Road.
- 4.2 In order to continue to develop this locally important project we need £557,758 revenue funding. £275,000 will be spent on developing the options at Seamer Station and £282,758 will be spent on developing options to facilitate better active mode access to the station. In the absence of other sources of revenue funding being available it is proposed that we seek this grant funding from the MCA.
- 4.3 Evidence of need for this scheme is detailed in NYC's LUF submission which included letters of support from both Robert Goodwill, the former MP for Scarborough and Whitby, who recognised the importance of the station improvements to resolve local congestion and growth ambitions for local businesses but also for helping residents access key services and employment opportunities and Kevin Hollinrake MP, who recognised the importance of the station as a link to his constituency (Malton) and the positive impact it could have on the A64. Local Members also offered their support for the NYRSAP with one in particular caveating that their support was dependent on consideration being given to providing better active travel and public transport facilities to provide local villages with greater modal choice.
- 4.4 Other support came from Network Rail, TransPennine Express (the train operating company) and National Highways who say the scheme would support their objectives of minimising severance, promoting modal shift and improving accessibility to local facilities transport links. The NHS said that congestion on the A64 brings challenges to their service, citing issues with patients accessing appointments or being transferred between hospitals in Scarborough and York and how improved rail services could reduce the impact of that challenge. Businesses in the area also cited an ambition and willingness to grow and prepare greener business plans but the facilities and access to the station prohibit that from becoming reality.
- 4.5 The delivery of this scheme will contribute to achieving the ambitions outlined in the Council Plan including:
1. Place & Environment
 - a. A clean, environmentally sustainable, and attractive place to live, work and visit
 - b. A well connected and planned place with good transport links and digital connectivity Economy
 2. Economy
 - a. Economically sustainable growth that enables people and places to prosper
 - b. New and Existing Businesses can thrive and grow.
 3. Health & Wellbeing
 - a. People are supported to have a good quality of life and enjoy active and healthy lifestyles.
 4. People
 - a. People are free from harm and feel safe and protected
 5. Organisation
 - a. Good quality, value for money services that are customer focused and accessible to all.
 - b. A carbon neutral council

4.6 The North Yorkshire Local Transport Plan 2016-2045 (LTP) also details how increasing transport choice can mitigate the effects of climate change, improve social disparity and accessibility, increase public transport modal share, and drive economic growth to reduce the productivity gap. By delivering this scheme more people will be encouraged to use the station, in particular people with mobility issues. This will reduce transport inequality by ensuring that local residents are able to access goods and services in Scarborough and beyond. In addition, it will support the local economy by making access to/from Seamer and the Scarborough Business Park easier and more attractive.

5.0 NEXT STEPS

5.1 If the recommendations highlighted in this report are accepted then a bid will be prepared for submission to the MCA.

6.0 ALTERNATIVE OPTIONS CONSIDERED

6.1 Other schemes have been considered for development. The Major Schemes Pipeline was used to identify which strategically important schemes need to be progressed at the earliest opportunity and consideration was given to which of these priority schemes has more prospects for alternative funding opportunities. Seamer Station has no identified alternative funding sources, unlike the other schemes within this package.

6.2 Though the Major Schemes Pipeline is a draft document an initial sift has been undertaken by Officers with experience and understanding of transport policy and the Council and MCA priorities and ambitions. It is necessary to develop this strategically important scheme as a priority.

7.0 FINANCIAL IMPLICATIONS

7.1 There are no specific financial implications arising from agreeing to submit a bid, save for Officer time to prepare one. This request is to bid for £557,758 which is 100% of the revenue-based grant funding required to develop this project with no match funding required from the Council. The funding will be spent over 12 months to deliver a capital ready business case which can be used to aid spending decisions going forward. If successful, acceptance of the grant will be in line with the Council's governance process.

8.0 LEGAL IMPLICATIONS

8.1 There are no legal implications that arise from submission of the bid to the MCA though the application will be submitted for review by NYCs legal team. Grant terms are not available at the present time but will be reviewed by Legal Services when released, should the bid be successful. In the event that the bid is successful, any contracts entered into in respect of this grant funding will be in accordance with the Council's Procurement and Contract Procedure Rules and, if relevant, the Public Contracts Regulations 2015 and/or the Procurement Act 2023.

9.0 EQUALITIES IMPLICATIONS

9.1 Consideration has been given to the potential for any equality impacts arising from the recommendations. It is the view of officers that at this stage the recommendations do not have an adverse impact on any of the protected characteristics identified in the Equalities Act 2010. A copy of the Equality Impact Assessment screening form is attached as Appendix A.

10.0 CLIMATE CHANGE IMPLICATIONS

10.1 A climate change impact assessment has been carried out, see Appendix B. Accepting the recommendation to submit the bid will not lead to a reduction in greenhouse gas emissions, however, an overall objective of delivering the scheme is to realise a beneficial climate change impact.

11.0 CONCLUSIONS

11.1 It is the recommendation of Officers that a bid be submitted to the MCA for the development of the Seamer Station project to help with localised traffic management issues and assist growth in the Scarborough area.

12.0 REASONS FOR RECOMMENDATIONS

12.1 Without urgent investment existing disparities will worsen, existing deprivation inequalities may deepen, further reductions in GVA per head could be anticipated where other areas in the UK are already benefitting from an injection of government funding. The lack of accessible sustainable transport alternatives will continue to further suppress prospects available to our most vulnerable communities likely to suffer from the impacts of the climate emergency and will not support wider housing and employment growth ambitions.

13.0 RECOMMENDATION

13.1 That the Corporate Director of Resources, sub-delegated to the Assistant Director of Resources – Environment, in consultation with the Executive Member for Finance and the Executive Member for Highways and Transportation agrees that a bid should be submitted to the Mayoral Combined Authority for the development of Seamer Station, Scarborough.

APPENDICES:

Appendix A – EIA

Appendix B – CCIA

BACKGROUND DOCUMENTS:

[Levelling Up Fund Round 2 Proposals](#)

[Major Schemes Pipeline Report](#)

Barrie Mason
Assistant Director – Highways & Infrastructure
County Hall
Northallerton

Report Author – Keisha Moore, Senior Transport Planning Officer
Presenter of Report – Keisha Moore, Senior Transport Planning Officer

Initial equality impact assessment screening form			
This form records an equality screening process to determine the relevance of equality to a proposal, and a decision whether or not a full EIA would be appropriate or proportionate.			
Directorate	Environment		
Service area	H&T		
Proposal being screened	Bid for development of Seamer station		
Officer(s) carrying out screening	Keisha Moore		
What are you proposing to do?	To seek approval for the submission of a bid to the Mayoral Combined Authority for the development of Seamer Station, Scarborough		
Why are you proposing this? What are the desired outcomes?	To develop proposals at Seamer Station to enhance access and increase economic growth opportunities		
Does the proposal involve a significant commitment or removal of resources? Please give details.	No, though Officer time will be needed to prepare a bid		
Impact on people with any of the following protected characteristics as defined by the Equality Act 2010, or NYCC's additional agreed characteristics			
As part of this assessment, please consider the following questions:			
<ul style="list-style-type: none"> To what extent is this service used by particular groups of people with protected characteristics? Does the proposal relate to functions that previous consultation has identified as important? Do different groups have different needs or experiences in the area the proposal relates to? 			
If for any characteristic it is considered that there is likely to be an adverse impact or you have ticked 'Don't know/no info available', then a full EIA should be carried out where this is proportionate. You are advised to speak to your Equality rep for advice if you are in any doubt.			
Protected characteristic	Potential for adverse impact		Don't know/No info available
	Yes	No	
Age		X	
Disability		X	
Sex		X	
Race		X	
Sexual orientation		X	
Gender reassignment		X	
Religion or belief		X	
Pregnancy or maternity		X	
Marriage or civil partnership		X	
NYCC additional characteristics			
People in rural areas		X	
People on a low income		X	
Carer (unpaid family or friend)		X	
Does the proposal relate to an area where there are known inequalities/probable impacts (e.g. disabled people's access to public transport)? Please give details.	No.		

Appendix A

<p>Will the proposal have a significant effect on how other organisations operate? (e.g. partners, funding criteria, etc.). Do any of these organisations support people with protected characteristics? Please explain why you have reached this conclusion.</p>	<p>No</p>			
<p>Decision (Please tick one option)</p>	<p>EIA not relevant or proportionate:</p>	<p>✓</p>	<p>Continue to full EIA:</p>	
<p>Reason for decision</p>	<p>This is a report recommending the submission of an application for revenue funding to deliver access enhancements which will seeks to a positive impact on groups with protected characteristics. At this stage there are no impacts on people with protected characteristics.</p>			
<p>Signed (Assistant Director or equivalent)</p>	<p>Barrie Mason</p>			
<p>Date</p>	<p>14/10/2024</p>			

Climate change impact assessment

The purpose of this assessment is to help us understand the likely impacts of our decisions on the environment of North Yorkshire and on our aspiration to achieve net carbon neutrality by 2030, or as close to that date as possible. The intention is to mitigate negative effects and identify projects which will have positive effects.

This document should be completed in consultation with the supporting guidance. The final document will be published as part of the decision making process and should be written in Plain English.

If you have any additional queries which are not covered by the guidance please email climatechange@northyorks.gov.uk

Please note: You may not need to undertake this assessment if your proposal will be subject to any of the following:

Planning Permission
Environmental Impact Assessment
Strategic Environmental Assessment

However, you will still need to summarise your findings in in the summary section of the form below.

Please contact climatechange@northyorks.gov.uk for advice.

Title of proposal	Bid for development of Seamer station
Brief description of proposal	To seek approval for the submission of a bid to the Mayoral Combined Authority for the development of Seamer Station, Scarborough
Directorate	Environment
Service area	Highways and Transportation
Lead officer	Keisha Moore
Names and roles of other people involved in carrying out the impact assessment	
Date impact assessment started	01/10/2024

Options appraisal

Were any other options considered in trying to achieve the aim of this project? If so, please give brief details and explain why alternative options were not progressed.

Other schemes have been considered for development. The Major Schemes Pipeline was used to identify which strategically important schemes need to be progressed at the earliest opportunity and consideration was given to which of these priority schemes has prospects for alternative funding opportunities. Seamer Station has no identified alternative funding sources, unlike the other schemes within this package.

Though the Major Schemes Pipeline is a draft document an initial sift has been undertaken by Officers with experience and understanding of transport policy and the Council and MCA priorities and ambitions. It is necessary to develop this strategically important scheme as a priority.

What impact will this proposal have on council budgets? Will it be cost neutral, have increased cost or reduce costs?

Please explain briefly why this will be the result, detailing estimated savings or costs where this is possible.

This bid will progress a strategically transport investment scheme in the absence of identified budgets to cover the revenue funding required to develop it. The scheme will unlock economic growth, improve health and safety outcomes and contribute to decarbonisation targets.

<p>How will this proposal impact on the environment?</p> <p>N.B. There may be short term negative impact and longer term positive impact. Please include all potential impacts over the lifetime of a project and provide an explanation.</p>	<p>Positive impact (Place a X in the box below where</p>	<p>No impact (Place a X in the box below where</p>	<p>Negative impact (Place a X in the box below where</p>	<p>Explain why will it have this effect and over what timescale?</p> <p>Where possible/relevant please include:</p> <ul style="list-style-type: none"> • Changes over and above business as usual • Evidence or measurement of effect • Figures for CO₂e • Links to relevant documents 	<p>Explain how you plan to mitigate any negative impacts.</p>	<p>Explain how you plan to improve any positive outcomes as far as possible.</p>	
<p>Minimise greenhouse gas emissions e.g. reducing emissions from travel, increasing energy efficiencies etc.</p>	Emissions from travel		*				
	Emissions from construction		*				
	Emissions from running of buildings		*				
	Other		*				
<p>Minimise waste: Reduce, reuse, recycle and compost e.g. reducing use of single use plastic</p>			*				
<p>Reduce water consumption</p>			*				
<p>Minimise pollution (including air, land, water, light and noise)</p>			*				

<p>How will this proposal impact on the environment?</p> <p>N.B. There may be short term negative impact and longer term positive impact. Please include all potential impacts over the lifetime of a project and provide an explanation.</p>	<p>Positive impact (Place a X in the box below where</p>	<p>No impact (Place a X in the box below where</p>	<p>Negative impact (Place a X in the box below where</p>	<p>Explain why will it have this effect and over what timescale?</p> <p>Where possible/relevant please include:</p> <ul style="list-style-type: none"> • Changes over and above business as usual • Evidence or measurement of effect • Figures for CO₂e • Links to relevant documents 	<p>Explain how you plan to mitigate any negative impacts.</p>	<p>Explain how you plan to improve any positive outcomes as far as possible.</p>
<p>Ensure resilience to the effects of climate change e.g. reducing flood risk, mitigating effects of drier, hotter summers</p>		<p>*</p>				
<p>Enhance conservation and wildlife</p>		<p>*</p>				
<p>Safeguard the distinctive characteristics, features and special qualities of North Yorkshire's landscape</p>		<p>*</p>				
<p>Other (please state below)</p>		<p>*</p>				

Are there any recognised good practice environmental standards in relation to this proposal? If so, please detail how this proposal meets those standards.

N/A

Summary Summarise the findings of your impact assessment, including impacts, the recommendation in relation to addressing impacts, including any legal advice, and next steps. This summary should be used as part of the report to the decision maker.

Submitting the application will have no climate change impact at this stage.

Sign off section

This climate change impact assessment was completed by:

Name	Keisha Moore
Job title	Transport Planning Officer
Service area	Highways and Transportation
Directorate	Environment
Signature	
Completion date	01/10/2024

Authorised by relevant Assistant Director (signature): **Barrie Mason**

Date: **14/10/2024**