

Report Reference Number: E/21/15

To: Executive
Date: 9 September 2021
Status: Key Decision
Wards Affected: Selby East, Selby West, Sherburn in Elmet, Tadcaster
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Lead Executive Member: Cllr David Buckle, Lead Executive Member for Communities and Economic Development
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Title: Places and Movement Study

Summary:

The Places and Movement Study is a joint initiative with NYCC to identify a range of proposals to enhance public spaces and the way that vehicles and people move within the District's main centres. This report updates Executive on the progress of the Study, including public consultation outcomes and recommended next stages of work and outlines the findings of the completed study for Selby and Sherburn-in-Elmet. The report seeks agreement for the next steps of the Study in Selby, Sherburn and Tadcaster.

Recommendations:

It is recommended that the Executive:

- a) Note the progress of the study and outcomes of public consultation.
- b) Endorse the findings of the study, as presented in a draft strategy document and accompanying technical report.
- c) Agree to contribute up to £80k towards the next stage of the study (as detailed in Section 5 of this report), to be commissioned jointly with North Yorkshire County Council.

Reasons for recommendation:

The identified projects for Selby and Sherburn now require further refinement following consultation to develop schemes that are bid ready for future funding opportunities. Delivering these schemes would enable centres to transform their

experience for residents and visitors, improving their quality of place and reducing the impact of poor air quality and congestion in key locations. The centres would be safer and more attractive, particularly for pedestrians and cyclists.

1. Introduction and background

- 1.1** Selby District Council (SDC) and North Yorkshire County Council (NYCC) commissioned WSP in July 2020 to produce a Places and Movement feasibility study for the District's main centres, Selby, Sherburn and Tadcaster. The study is funded by the York and North Yorkshire Local Enterprise Partnership (LEP), NYCC and this Council to develop proposed solutions to current issues and future requirements in our town centres. The vision of the study is for Selby District Town Centres to be transformed by 2030 into exemplary, forward thinking, attractive places accessible to all, and places that people want to live and work in and enjoy.
- 1.2** The objectives of the study are:
 - To enable modern accessibility in a historic environment
 - To create a positive perception of place and strong local identity
 - Futureproofing to support wider objectives (planning for and managing environmental constraints)
- 1.3** The study identifies three traffic management solutions and related highways' options in Selby. The study also includes detailed improvements to public realm, resulting from the traffic management proposals in both Selby and Sherburn. Consultation took place in April 2021 and asked for views of the public on proposals. The study findings and consultation results have been used to identify and recommend the next steps in this report.
- 1.4** The Places and Movement Study has identified further work to be undertaken to respond to the recent consultation and ensure that any proposed schemes provide relevant information suitable for a Department for Transport (DfT) Strategic Outline Business Case (SOBC) level, for funding. Projects identified are short to medium term with some deliverable in 1-5 years and others 5-10 years.
- 1.5** In Tadcaster, the mechanism for delivering change in the town centre is through emerging Local Plan proposals including highway and public realm changes. These draft town centre proposals identified in the Preferred Options Local Plan, cover a significant area of central public realm, parking, and highways in Tadcaster, therefore any further detailed work taken forward through the Places and Movement Study, would duplicate proposals already being developed, tested, and consulted on through the Local Plan. The same consultants, WSP, who have developed the Place and Movement Study proposals for Selby and Sherburn, are also working with the Council to test and develop the similarly ambitious and transformative proposals for Tadcaster arising from the Local Plan work.
- 1.6** Early assessment in the Places and Movement Study for Tadcaster to scope out potential options for development, identified similar solutions to those

proposed in the emerging Local Plan. The Economic Development and Regeneration Team will therefore work with the Local Plan Team, NYCC and stakeholders to progress future delivery of town centre enhancements when the work reaches an appropriate stage, through adoption of the Local Plan.

- 1.7 In addition to the Local Plan proposals, this Council's Town Centre Revitalisation programme will include projects in Tadcaster for delivery by March 2023, (Britannia car park/bus station enhancements and improvements to SDC owned buildings) with committed P4G funding.

2. Study findings

- 2.1 The draft Places and Movement study summarises the proposals for Selby and Sherburn. A technical report sits alongside the strategy document, setting out the detailed results of modelling and analysis completed by WSP.
- 2.2 The study methodology included workshops, detailed spatial assessments, transport modelling, and traffic management solutions. Proposals included physical interventions as well as behavioural change measures. All proposals and highways options within the study are at design concept level. The consultation carried out recently was an initial early-stage exercise to test support for ideas.

Selby Proposals

- 2.3 Selby proposals included three options for the movement of vehicles in the town centre (Also see Appendix A). Options were sifted from a long list, through a robust selection process based on criteria including meeting the study objectives, cost, and deliverability.
- 2.4 Option A – Do Minimum - The package is focussed on small scale and deliverable interventions to reduce queueing at the Air Quality Management Area (AQMA) through coordination of the signalised junctions, while also proposing more stringent controls over the vehicles using New Street (the location of Selby's AQMA) through a targeted Clean Air Zone (or similar).
- 2.5 Option B – Do Something - The core of the package utilises a bus gate along the A19 Gowthorpe / The Crescent in order to prevent through traffic while still enabling access where necessary, significantly reducing the traffic flows on the main route.
- 2.6 Option C – Do Maximum - The Do Maximum option is considered to present the greatest degree of change feasible within the broad scope of the study. The package takes many of the individual scheme components and combines them to enable significant enhancement to Gowthorpe / The Crescent. Crucially, the scheme enables reallocation of carriageway around each of the key junctions and associated streets, allowing major beneficial impacts at Western, Central and Eastern gateways in relation to place.

- 2.7** Benefits associated with changes to the current highway network include reduced congestion, HGV movements and carbon emissions. Interventions are focussed on improving air quality and congestion at New Street AQMA where narrow pavements and queueing traffic impacts negatively on the experience of the street.
- 2.8** Option A results in minor changes, with some improvement to congestion. The benefits to place in Selby are more transformative with options B and C, where the attractiveness of the town centre is increased and private vehicles have less priority, enabling public spaces to be used for walking and cycling, events, and other leisure activity such as space for outdoor food and drink provision. These interventions would support the local economy to recover through the covid pandemic and give more space for activity in town centres, so that people spend more time in the centre and the visitor economy is further encouraged.
- 2.9** Option C results in the most significant change, proposing a one-way town centre loop. Option C realises the most benefits to achieve the vision of the study, including accessible, appealing town centres, increased footfall, mode shift away from private vehicles and a strong sense of place.

Sherburn in Elmet Proposals

- 2.10** Sherburn-in-Elmet proposals are less extensive regarding changes to the highway, identifying improvements to key areas; Low Street (north and south), Kirkgate junction and Finkle Hill. The proposals meet the objectives of the study to create more attractive public realm and improve the identity of the village centre.
- 2.11** Proposals consolidate off street parking arrangements which currently dominate the central shopping areas, causing conflict between pedestrians and vehicles. Proposals within the study reallocate parking to on street bays, keeping disabled access where required and consider the proximity of car parks within walking distance. This allows areas in front of shops to be freed up, creating more attractive and pleasant spaces and gives more room for pedestrians to move around. The Kirkgate/Finkle Hill junction improvements propose widened pavements and introduce safer crossing points for pedestrians.

3. Public Consultation

- 3.1** Public consultation ran between 6th-30th April 2021. Proposals were detailed via consultation material hosted on an NYCC webpage, with images and text. Printed material was available on request and posters/leaflets were displayed/distributed in Selby and Sherburn-in-Elmet libraries.
- 3.2** Due to the Covid-19 pandemic, and associated restrictions, online consultation events took place with two briefings held via Microsoft Teams, and recordings of these were made available after the events. The briefings outlined the detail of the proposals and associated benefits, and how the resulting options were identified. Attendees had the opportunity to ask questions during the sessions.

- 3.3 An email promoting the consultation was sent out to 74 stakeholders, in addition to a press release, which featured in local newspapers and on social media platforms.
- 3.4 Participants completed an online survey about the proposals for Selby and/or Sherburn and could also email a dedicated inbox with responses or queries.
- 3.5 The questionnaire was split into sections based on areas the proposals related to, as well as the three highway options in Selby. Those responding were asked to give their views on each of the options being proposed and then to choose a preference in terms of the set of options for each area. For several of the questions those responding were given the opportunity to provide additional comments in a 'free-text' box. Demographic questions included postcode, connection to the area, and existing transport and travel habits.

4. Outcomes of Public consultation

- 4.1 The aim of the consultation was to gain an understanding of the level of support for the options put forward for Selby and Sherburn.
- 4.2 In total, there were 600 responses. 575 people completed the survey online. In addition to this, 15 individual emails were received with additional comments. A number of these were from stakeholder organisations.
- 4.3 Of the responses received, over 50% were from Sherburn-in-Elmet postcodes. The remainder were from Selby and wider area postcodes. Whilst the questionnaire was designed to enable participants to skip questions, many of the comments regarding Selby were from Sherburn-in-Elmet postcodes.
- 4.4 In general, the largest number of responses were received from those considered to be within the traditional working age population. Those over 65 and under 25 accounted for the fewest number of responders. A larger proportion of people who identified as female responded to the survey (60%).
- 4.5 80% of respondents to Selby questions typically travelled by car or van as a driver to Selby. 64% of respondents to Sherburn questions typically travelled by car or van as a driver, with 24% of respondents typically walking.

Selby proposals

- 4.6 In general, there was broad support for the public realm proposals, and lower levels of support for the highway's options; Option A (30%), Option B (8%), Option C (17%) None of the above (45%). Highways Option A received the greatest support.
- 4.7 In the following question on highways options, 'why do you feel this way?' in which multiple reasons could be selected, the highest-ranking response was 'prefer the existing layouts' (34%), 27% also selected 'is more direct/convenient'. However, responses that also polled at higher than 25%

included: 'will benefit pedestrians', 'will be safer', 'will improve the environment', 'will improve air quality', and 'better use of public space'.

- 4.8** With regards to the Selby place options, the proposals for Market Street/The Crescent had the highest level of support (46%), as the preferred area for improvement with many people commenting that making the area more pedestrian friendly would be appealing.

Selby Proposal	V positive / positive	Neutral	Negative / V negative	Don't know
Highway Option A	30%	26%	26%	19%
Highway Option B	17%	18%	47%	19%
Highway Option C	24%	17%	42%	18%
Market Place/The Crescent	43%	22%	19%	16%
Micklegate	41%	16%	28%	16%
Back Micklegate	48%	23%	14%	16%
New Street	38%	24%	22%	17%
Riverside	40%	21%	23%	16%
Flaxley Rd/New Millgate	39%	20%	24%	18%
Scott Rd junction	37%	25%	21%	17%

Figure 2.0 – Selby consultation outcomes

Wider comments

- 4.9** Many people commented that increasing trees and greenery in both Selby and Sherburn would be beneficial, both in terms of improving the visual appeal of the area, and the environmental benefits. However, comments related to maintenance of trees and taking up parking spaces were also submitted.
- 4.10** Several comments highlighted the need to explain benefits to cycling more effectively. Public transport did not feature heavily in comments received, but several responses suggested that public transport in the area did not meet local people's needs.
- 4.11** Several people commented on the impact of the proposals on air quality, both in a negative and positive context. Many people could see the benefits of reducing areas of standing traffic, and the potential improvements in air quality

in the town centre that reduced vehicles would deliver. However, many people also commented that the introduction of a one-way loop would increase their vehicle mileage and could therefore impact on emissions.

Sherburn-in-Elmet proposals

- 4.12** Options for Sherburn, whilst less extensive, still attracted high levels of interest, accounting for over half of the overall responses.
- 4.13** With regards to the place options, the proposals for Kirkgate junction had the highest level of support, with many people commenting wider pavements and safer crossing points would be appealing for pedestrians and commented on their current experience using the crossing as negative.
- 4.14** However, many people were concerned about the impact of the proposals on parking in the village, and several comments related to disabled parking provision. Several responses noted the growth of Sherburn2 industrial estate and the increase in large vehicles and HGVs navigating the village centre. There were also a lot of comments relating to the number of houses that had been built in recent times within the study area, suggesting that the increased housing numbers should be supported by improved infrastructure.

Sherburn Proposal	V positive / positive	Neutral	Negative / V negative	Don't know
Finkle Hill	37%	10%	48%	5%
Kirkgate Junction	47%	15%	21%	6%
Low Street North	36%	13%	47%	5%
Low Street South	41%	21%	34%	6%

Figure 3.0 – Sherburn-in-Elmet consultation outcomes

5. Recommended Next Steps

- 5.1** From assessing the consultation responses, it is clear the proposals did not reach a consensus on the approach for Selby and Sherburn, with many respondents selecting the 'none of the above' answer for highways changes in Selby. Therefore, it is proposed that further analysis is undertaken to allow greater understanding of the main issues raised. It is proposed that the work for Selby and Sherburn is now progressed as studies specifically looking at the issues of each area, and targeting the main concerns identified through the early consultation.
- 5.2** The next stage of work is recommended to further develop proposals, considering consultation feedback, and evidencing the impact of proposals on

traffic volumes and behaviour. Further consultation on more developed proposals should clearly demonstrate the impact on journey times, parking, and the benefits for active travel modes and benefits for quality of place.

5.3 An action plan has been developed with NYCC setting out the themes from consultation and proposed further work stages related to these themes.

Theme from consultation	Action
General: Many respondents only interested in Selby or Sherburn proposals. More detail needed on the impact of proposals on traffic volumes, air quality, movement of traffic and journey times.	Additional detailed design work on highways options. Undertake further detailed consultation for Selby and Sherburn separately, with explanation of impacts of proposals and stages involved in the study.
Traffic Data: Many comments were made regarding the additional journey time that Option C might add to journeys.	Provide more detailed plans/maps/data explaining the impact on individual users, including links and junctions. Explain what the impact is of growth without any intervention.
Network Resilience: Comments were made regarding the lack of route choice available for those living in the north of the town. There are also concerns about 'rat running' and how this will be considered.	Explore alternative sub-options (additional links, or two-way sections) to ensure certain groups or areas are not disproportionately impacted. Explain wider proposals that could add resilience to the network. Explore options for reducing impact of changes on smaller streets and illustrate these.
Parking Parking was a consistent issue raised. There is a need to maintain accessible spaces and provide a better overall parking offer.	Undertake a comprehensive review of car parking across Selby and Sherburn. Understand the requirements for those with mobility impairments and ensure these are provided for. Align with wider proposals (mobility hubs / electric vehicle chargers / active travel improvements).
Air quality: Some comments referred to the potential impact increased journey times and mileage could have on air quality.	Additional high-level assessment to be undertaken to evidence the impact options could have on air quality.
Sherburn Signalised Junction: There was general support for this conceptual proposal, but the feasibility of this couldn't be fully explored due to the lack of confidence in traffic data during COVID.	Undertake modelling to ascertain the impact of these proposals. Carry out tracking to evidence feasibility for larger vehicles.

Walking and Cycling: The consultation didn't clearly show improved walking and cycling facilities across the towns.	Highlight where walking/cycling routes are improved.
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Figure 4.0 – Action plan showing consultation outcomes and recommended further work stages.

- 5.4** This work would be carried out in Autumn 2021 by WSP with the next round of consultation expected early 2022. The scope of work for the next stage of the study will broadly include the following areas:

Selby

- Traffic modelling
- Parking Analysis
- Air Quality impact
- HGV/Service/ Public Transport routing
- Active Travel benefits
- Future Mobility (including EV charging points)
- Further public consultation

Sherburn

- Traffic modelling (Kirkgate Junction)
- Parking Analysis
- Future Mobility (including EV charging points)
- Further public consultation

6. Implications

- 6.1** Highway proposals must be jointly agreed with NYCC as the local highway authority. Officers from both authorities are working in close partnership to progress this work.

Legal

- 6.2** There are no legal implications at this stage.

Financial

- 6.3** This report seeks approval for the further work stages outlined in Section 5 above, to be delivered in a joint commission with NYCC (who have already agreed to contribute £50k towards the cost of the work). The total expected cost of the proposed work and consultation is up to a maximum of circa £125k, with NYCC contributing £50k and the Selby DC contributing up to £80k being drawn down from the existing 'Town Centre Master Planning' consultancy fees budget within the Programme for Growth, which has £547k remaining. This fund is for consultancy and feasibility support to bring forward town centre regeneration projects. The next stage of the Places and Movement work is expected to be the largest single piece of work funded through this budget. Spending is also expected on a wider Selby station masterplan and

supplementary planning document, incorporating the £85k funding recently awarded through One Public Estate to rationalise publicly owned site in this area and bring forward development opportunities.

Selby DC recently allocated £2m as a match funding contribution towards a potential Round 2 MHCLG Levelling Up Fund bid. Whilst criteria for the Round 2 Levelling Up Fund have still to be set by MHCLG, there could be an opportunity to progress schemes identified within the Places and Movement Study. The current Levelling Up Fund looks to provide up to £20m for suitable schemes. The Executive has made clear that the projects agreed through the Places and Movement work should form the basis of a forthcoming bid for the LUF, although the criteria for the next round will need to be appropriate and the projects be sufficiently work up to deliver within the stated timeframe (otherwise, the Council's £2m allocation may not be useable).

Policy and Risk Implications

- 6.4** Planning permission will be required for certain schemes. The proposals will need to align with the Transforming Cities Fund (TCF) for Selby Station area, having already received funding and committed for delivery in Selby. The proposals must also take account of the High Street Heritage Action Zone project and Selby Conservation Area in any design proposals. The proposed future residential and employment growth through the emerging Local Plan must also be considered.

In addition to the potential risk of abortive spend that is involved in developing projects that do not yet have a full funding allocation, there is a risk related to Local Government Reorganisation. The new unitary authority will be in place in April 2023 and that could impact on ability to deliver the proposed schemes in the study. Most of the proposed schemes will be reliant on the new authority to take them forward to implementation.

Council Plan Implications

- 6.5** The actions are in line with and will help deliver the following aspects of the Council Plan by making the District:

- a great place to live, with regenerated town centres.
- a great place to enjoy, with more sustainable transport and improved community safety and public spaces.

The approach being taken also demonstrates our principles of being collaborative and community-focussed. Further stages will involve additional public consultation and engagement with targeted groups.

Resources

- 6.6** The Council's Regeneration Team is working jointly with NYCC on the study, (with WSP commissioned by NYCC as the consultants delivering the study). Any proposals taken forward for funding bids will need to be agreed jointly and the detail of these proposals further developed with the Highways Authority.

Other Implications

- 6.7** None.

6.8 Equalities Impact Assessment

There are not considered to be any specific equalities implications in this report.

7. Conclusion

7.1 The Places and Movement Study initial consultation, draft strategy document and accompanying technical report conclude the first stage in shaping the future of District centres, and it is now recommended further work is progressed and further consultation takes place. The next stages of work will identify proposals that meet the aims and objectives of the study, and address issues raised in early consultation, to develop schemes to enhance towns that have a greater degree of local support. Further development of proposals will consider the views of the public and stakeholders responding to the initial consultation.

7.2 For Selby, it is recommended further work is carried out on traffic modelling, parking analysis, impact of proposals on journey time and air quality, alternative routing, active travel benefits and future mobility. For Sherburn it is recommended further work is carried out on traffic modelling specifically for the main junction, parking analysis, and future mobility. For Tadcaster the Local Plan process will be the mechanism for developing and consulting on town centre highways and public realm enhancement.

8. Background Documents

Selby District Economic Development Framework 2017-2022

Report to Executive, Places and Movement Study, 11 March 2021

9. Appendices

A. Selby Places and Movement Highways Options included in Public Consultation April 2021

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