



**Report Reference Number: E/20/40**

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**To:** Executive  
**Date:** 11 March 2021  
**Status:** Key Decision  
**Wards Affected:** Selby East, Selby West, Sherburn in Elmet and Tadcaster  
**Author:** Stephanie Dick, Economic and Regeneration Projects Lead  
**Lead Executive Member:** Cllr David Buckle, Lead Executive Member for Communities and Economic Development  
**Lead Officer:** Julian Rudd, Head of Economic Development and Regeneration

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**Title:** Places and Movement Study

### **Summary:**

This report details progress made on the Places and Movement Study that is being undertaken for Selby, Sherburn and Tadcaster, in partnership with North Yorkshire County Council and jointly funded by the York and North Yorkshire LEP. The report seeks agreement to undertake public consultation on the draft proposals.

### **Recommendations:**

That the Executive:

- a) Notes the progress made on the Places and Movement Study, and the emerging proposals;
- b) Agrees to seek views regarding the options for improvements to places and movement through a joint public consultation exercise in April / May 2021 with North Yorkshire County Council (NYCC).
- c) Agrees to consider responses to the public consultation and to finalise the Study at a future Executive meeting in Summer 2021.

### **Reasons for recommendation:**

This joint study (with NYCC and with funding from the York and North Yorkshire LEP) will identify a range of proposals to enhance the town centres in Selby District and improve how, vehicles, pedestrians and cyclists move through them. The projects identified by the Study will be an important aspect of the Council's work with NYCC and the LEP to make sure our centres become even more appealing. The

identified projects will be the subject of future funding bids and we will seek to deliver these improvements in partnership over the forthcoming years.

Public consultation, planned for April 2021, will ask for views of the public and key stakeholders regarding the draft proposals for interventions to highway infrastructure and public realm, with the key objective to improve our town centres as places to visit, live, work and spend leisure time. Consultation will allow the proposals to be refined to take account of a range of residents, businesses and other key stakeholder views, and to select preferred options, before a final study report is produced in May / June 2021. It will also ensure that future decisions regarding the proposals and related projects by this Council and NYCC can be made with the benefit of community and business input and other key stakeholders.

## **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 town centres, Selby, Tadcaster and Sherburn in Elmet. 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:

- 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 outcomes of the study are to identify projects and agree packages of interventions for enhancing the public realm and managing access and movement to and within Selby District town centres over the next 5-10 years. These projects are short-to-medium term, with the most immediate worked up broadly to Department for Transport Strategic Outline Business Case (SOBC) level, for funding bids for delivery. The three expected options for highway changes in Selby are outlined in Section 4 in this report, although the detailed proposals for both vehicle movements and enhanced town centre places will be set out in the April 2021 consultation.

**1.4** SDC and NYCC have identified the following long-term outputs and outcomes that would be realised by successful implementation of the Places and Movement Study proposals, subject to funding available. Proposals will include physical interventions as well as behavioural change measures:

- Towns that are accessible for all
- Mode shift away from private vehicles
- Increased walking and cycling
- Improved integration between transport modes

- Increased footfall in town centres
- Improved air quality
- Reduced congestion
- Reduction of HGV movements through town centres
- Reduced carbon emissions
- Improved public realm
- Improved economy
- Improved sense of place and pride

**1.5** The methodology for the study included workshops with key stakeholders to identify issues and solutions, together with assessment and transport & highway modelling work to evidence the recommended options and design concept work for each area. After public consultation has taken place during April 2021 the potential delivery interventions will be refined further. The final stage of the study is to select a preferred option for production of preliminary designs which will inform the business case. It is important to establish projects to allow the Council to make quick and effective bids in responses to any new Government funding streams, for example the recently announced £4bn Levelling Up Fund.

## **2. Wider Regeneration Context**

**2.1** It is important that study proposals are developed alongside other improvements to these town centres taking place over the next 5 years and beyond. A joined-up approach will ensure both current schemes and aspirational development schemes are fully considered in the study. It is expected that travel into the town centres will increase with planned growth and redevelopment and we want to influence by which mode people choose to travel including encouraging shorter journeys by cycling and on foot and enhancing public transport. Other future drivers of change (social, economic, demographic, and environmental factors) are also considered.

**2.2** The study covers all three of the town centres in Selby District but the most extensive proposals will be in Selby town centre, which is the main district centre and has the most significant movement issues, including an Air Quality Management Area (AQMA) along New Street / The Crescent.

**2.3** Members will be aware that this Council has been awarded £17.5m of Transforming Cities Fund (TCF) for redevelopment of Selby station, and surrounding area, to improve access and linkages to the town centre and wider region and improving integration between sustainable transport modes. TCF proposals will also undergo public consultation in February 2021. The Places and Movement Study proposals consider the current TCF design options.

**2.4** Town centres revitalisation work has been carried out by the council with The People and Places Partnership, to survey the three town centres (Selby, Sherburn in Elmet and Tadcaster) and evidence a 'forward framework' and action plans to support centres to thrive with a range of physical, digital, and cultural projects delivered in partnership with key stakeholders in the local

community. This work is now at delivery stage with committed funding for each town centre and projects being developed which deliver against the local priorities. The council has also developed a Visitor Economy Strategy and draft Cultural Development Framework which will increase the number of events and activities taking place and increase footfall within town centres.

- 2.5** Selby District Council successfully applied for Historic England High Street Heritage Action Zone (HAZ) funding in 2019. Following the successful bid a four-year programme of activity at the historic core of Selby town is underway. This includes enhancing public realm with exceptional design and creating cultural and community experiences that will connect residents and visitors with the heritage of Selby. The Places and Movement Study is therefore considering materials, enhancing heritage and alignment with existing HAZ schemes.
- 2.6** Selby District Council produced a Local Cycling and Walking Infrastructure Plan (LCWIP) for the District as requested by Government, outlining active travel proposals for new cycling and walking infrastructure in Selby and Sherburn in Elmet, improving key arterial routes. Funding is now being sought for these plans. The Places and Movement Study will build on these proposals.
- 2.7** The study proposals also take into account the proposed future residential and employment growth that is being consulted on in the draft Local Plan Preferred Options document, and environmental considerations of climate change, flooding, and low carbon aspirations.

### **3. Current Issues**

- 3.1** Each of the town centres will have different proposals due to localised issues, however common themes include poor pedestrian and cycling permeability, pinch point junctions and traffic congestion. The study will seek to address these issues as well as improving the quality of the environment, safety, and creating attractive places and public realm enhancements.
- 3.2** In Selby, the study aims to address the AQMA and congestion by reducing unnecessary journeys through the town centre, to reduce queuing traffic and improve the experience of people using town centres to encourage dwell time to support the town centre to thrive.
- 3.3** Sherburn in Elmet has seen a significant increase in housing and employment developments in the town including the recently developed Sherburn2 Business Park. The study aims to improve the sense of place in the village centre, by prioritising pedestrians and considering vehicle movements and connectivity with surrounding employment areas, whilst recognising the constraints of further development.
- 3.4** Tadcaster proposals are currently being developed to reflect emerging proposals within the Local Plan – Preferred Option, which is out for consultation between late January and March 2021. The early study work for Tadcaster has identified the need to improve the attractiveness of key entry points to the town

and improving the quality of existing public spaces to allow greater enjoyment of the town.

**3.5** The Places and Movement Study work for Tadcaster will now pause briefly until the response to Local Plan proposals are known and complimentary projects can be identified. The Council will work with NYCC in the near future to progress such proposals but the Places and Movements consultation for Tadcaster will only take place when the necessary clarity is established for the town centre proposals.

**4. Public Consultation and Study Options**

**4.1** The purpose of the consultation is to measure the support for specific proposals and identify which elements are the most popular. Draft options have been developed for public consultation and are outlined below. However, all of the proposals are options for change and are not commitments; all will require further decisions from this Council and NYCC and identification of funding sources if they are to be implemented in the future.

**4.2** A briefing will take place on 18<sup>th</sup> March 2021 regarding the Places and Movements Study for SDC Members. The public consultation is proposed to take place online over three weeks (currently proposed to be 5<sup>th</sup> - 25<sup>th</sup> April 2021). The consultation will include images at viewpoints of different locations within Selby and Sherburn-in Elmet to show the scale of change under the different options. Accompanying text will explain the proposed changes and the related outcomes.

**4.3** Consultation material will be produced as a series of simple maps/drawings, with text to describe each option and what it aims to achieve, including proposed advantages and disadvantages. At least one online consultation event will take place. Print material will also be made available for those without online access and leaflets/posters displayed in each of the local centres. Due to the Covid-19 pandemic, and associated restrictions, there will not be person to person consultation events. Detailed consultation materials are still being worked up and these will be shared with the Executive ahead of the consultation.

*Selby Proposals*

**4.4** The public consultation will include a variety of potential improvements to key streets and spaces in Selby town centre to encourage people to spend more time there and provide opportunities to eat, drink and shop and to enjoy events. In addition, options and scenarios for highway changes have been developed, sifted and tested and three schemes have come forward as possible future packages. These are as follows, with the table below setting out an overview of the key elements for each of the Selby options:

| <b>Option</b> | <b>Description of key feature</b> | <b>Advantages</b>      | <b>Disadvantages</b> |
|---------------|-----------------------------------|------------------------|----------------------|
| Do            | Minor                             | Some may view the lack | Limited quantifiable |

|              |   |  |  |
|--------------|---|--|--|
| minimum      | enhancement to traffic signals and change of palette of materials                                     | of change as a positive  | benefit<br><br>No reallocation of road space to sustainable modes<br><br>Limited impact on public realm  |
| Do something | Bus gate on Gowthorpe, one way between Scott Road and Water Lane                                      | Enables significant enhancements to Gowthorpe/The Crescent<br><br>Benefits the Air Quality Management Area (AQMA)<br><br>Provides capacity for cycling infrastructure<br>Maintains access for buses, taxis and servicing | Scheme will require controls on outlying streets to prevent rat-running and provide appropriate alternative routeing options.<br><br>Some surrounding streets will be less able to deliver the place aspirations.  |
| Do maximum   | One way loop / gyratory (Westbound on Gowthorpe, Northbound on Scott Road, Eastbound on Flaxley Road) | Enables significant enhancements to Gowthorpe/The Crescent<br><br>Allows enhancements to cycle infrastructure<br>Significant AQMA benefits<br><br>Ability to effect significant improvement at gateways                  | Potential detrimental impact on buses, taxis and servicing vehicles.<br><br>Scheme will require controls on outlying streets to prevent rat-running and provide appropriate alternative routeing options.<br><br>Roads forming part of the gyratory system may be less able to provide an enhanced sense of place. |

Table 1.0

**4.5** Each scheme results in improvements to public realm in Selby, enhancing spaces and place, and creating an attractive environment. The Do minimum option will have less impact on place. The Do something option will result in significant enhancement of The Crescent and Gowthorpe. The Do maximum option will allow the most significant changes to areas in Selby.

**4.6** The public consultation will include images showing the impact of the 3 options on town centre spaces, including New Street, Gowthorpe, New Lane, Micklegate and Back Micklegate. Impacts on the Eastern and Western Gateways to the town centre (New Street/Riverside junction, and Scott Road Junction) will also be shown.

*Sherburn in Elmet Proposals*

- 4.7** Sherburn in Elmet proposals will also be consulted on as part of the public consultation, and the support for these proposals will be analysed to inform the preferred option in Sherburn in Elmet to take forward to delivery, subject to funding.
- 4.8** The options for Sherburn in Elmet are less extensive, due to the size of Sherburn, but focus predominantly on consolidating parking in Low Street, the main shopping area, in order to provide a more attractive pedestrian area. There is also potential to improve some of the key junctions in the town in order to reduce the visual impact of vehicles, reduce severance and make the core town centre more attractive to pedestrians and cyclists.

## **5. Alternative Options Considered**

- 5.1** Smaller, piecemeal improvements within the centres, developed as and when funding becomes available, could have a negative impact on the overall functionality, connectivity, and growth of town centres. A holistic approach to place considers both the use of spaces by people and types of streets, alongside transport and environmental constraints such as Air Quality and traffic management.
- 5.2** By not producing any options for intervention, the town centres will continue to experience the current issues they face today, and not implementing changes to movement in town centres will limit future growth and development.
- 5.3** Sifting of the interventions has taken place by WSP, using a robust process against the project rationale. Previous draft options were discounted for reasons including cost, feasibility, timescales, and deliverability and not meeting the study aims and objectives.

## **6. Implications**

- 6.1** Due to joint funding of the study with the LEP and NYCC, the study must be completed within agreed timescales and any changes to the programme for study outputs must be agreed with these partners. Planning permission will be required for schemes. Highway proposals must be jointly agreed with NYCC as the local highway authority.

### **6.2 Legal Implications**

There are no legal implications at this stage.

### **6.3 Financial Implications**

There are no direct financial implications because of this report – the work to develop the study is within existing approved budgets. Once the study is complete and potential improvements have been identified, work to develop business cases and subsequent implementation will be subject to further report(s) and future external funding bids. It should be noted that there are no funds identified within existing budgets to support this work beyond the study.

## **6.4 Policy and Risk Implications**

The proposals will need to align with the Transforming Cities Fund (TCF) Selby Station project, having already received funding and committed for delivery in Selby Town Centre. The proposals must also take account of the High Street Heritage Action Zone project and recognise Selby Conservation Area in any design proposals.

The project will need to consider possible risk relating to the Covid-19 pandemic on resources.

## **6.5 Council Plan Implications**

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.

## **6.6 Resource Implications**

The council's Regeneration Team is working jointly with NYCC on the study, (with WSP commissioned 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.

## **6.7 Other Implications**

Data protection: the public consultation will need to comply with data protection policies of NYCC and the council.

## **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 provides an important opportunity to shape future changes to town centres to improve the places people live, work and visit in the District, with a package of proposals developed in order to seek funding for their delivery. The study proposals will include both short term (1-5 year) and medium term (5-10 year) interventions. However, before the proposals are developed further with detailed design work for funding bid stage, it is important to seek the views of the public and key stakeholders in selecting a preferred option to take forward. This will allow the proposals to be appropriately adapted to reflect these views and ensure that future decisions regarding the proposals



can be made with the benefit of these views. Executive are asked to approve the approach set out in this report for public consultation.

**8. Background Documents**

Selby District Economic Development Framework 2017-2022

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