

## **CABINET**

<b>DATE</b>	1 <sup>st</sup> December 2021
<b>REPORT OF</b>	Councillor Stewart Swinburn – Portfolio Holder for Environment and Transport
<b>RESPONSIBLE OFFICER</b>	Sharon Wroot - Executive Director for Environment, Economy and Resources
<b>SUBJECT</b>	Grant Street car park redevelopment project
<b>STATUS</b>	Open
<b>FORWARD PLAN REF NO.</b>	CB 07/21/03

### **CONTRIBUTION TO OUR AIMS**

The Grant Street car park project, if approved, will contribute to the Council's aim of improving the health and wellbeing of residents and all road users by creating and maintaining a safer highway environment. It will help to improve the quality of life for residents by providing more appropriate car parking provision for visitors to the resort as well as supporting more effective and efficient use of the highway.

The project will support Cleethorpes achieve a stronger economy and help to support economic growth in the resort. The additional provision will help address current car parking challenges in the area and help create the right environment to sustain and grow job opportunities.

The proposals are also consistent with the aims and objectives in the Council's Local Plan and Local Transport Plan.

### **EXECUTIVE SUMMARY**

The purpose of this report is to seek Council investment in the redevelopment of Grant Street car park to create a single storey extension.

The project will provide more appropriate car parking capacity in north and central Cleethorpes. It will see the creation of an additional 268 car parking spaces including improved provision for blue badge holders and the creation of an electric vehicle charging hub. Improvements to the public realm that connects Grant Street with the rest of the resort are also expected to be delivered to increase the attractiveness and useability of the new facility.

Overall, it is anticipated that the new facility would generate an estimated £169,000 of car parking income per year and would support the delivery of the Cleethorpes Controlled Parking Zone and emerging Cleethorpes masterplan projects.

### **RECOMMENDATIONS**

It is recommended that Cabinet:

1. Authorises the principle of the development of the Grant Street Extension project and enabling investment.

2. Subject to the satisfaction of the Executive Director for Environment, Economy and Resources, acting in consultation with the Portfolio Holder for Environment and Transport in the financial modelling of the proposal, recognising current market forces, to then enter into pre market consultation if required and thereafter:
  - a. Authorises the Executive Director for Environment, Economy and Resources to commence engagement and action communications exercise for the car park redevelopment.
  - b. Delegates authority to the Executive Director for Environment, Economy and Resources, in consultation with the Portfolio Holder for Environment and Transport, to commence a procurement exercise for the car park redevelopment and to deal with all matters arising, including award, implementation and monitoring of the project.
  - c. Authorises the Assistant Director for Law, Governance and Assets to settle, complete and execute all documentation arising from the above.

## **REASONS FOR DECISION**

To allow the Grant Street car park redevelopment project to be progressed.

### **1. BACKGROUND AND ISSUES**

- 1.1. In December 2018, Highways Officers were tasked by the Portfolio Holders for Regeneration, Skills and Housing and Environment and Transport to review the current layout and usage of Grant Street car park. This included a request to explore potential options for additional car parking provision within the resort area.
- 1.2. The existing car park layout has 65 standard car parking spaces, six disabled 'blue badge' spaces, 14 large HGV/coach spaces and a small motorcycle parking area. Car parking demand in Grant Street is highly seasonal with demand peaking at around 80-90% between May & September.
- 1.3. A high percentage of properties in the area surrounding the Grant Street car park are terraced in nature and do not have access to off-street parking. Residents often have difficulties parking their vehicles within proximity to their properties due to daily commuter, shopper and visitor parking. In recent years, the Authority has received requests from residents living in north and central Cleethorpes to address parking issues associated with visitor's vehicles, these requests have included the possible introduction of permit parking.
- 1.4. The lack of appropriate parking provision also creates problems around circulating traffic causing unnecessary congestion and pollution in the surrounding areas and an environment which is less attractive to pedestrians due to the domination by traffic. There are also problems with maintaining public transport schedules which directly impacts on bus passenger numbers. Issues around the Council's ability to service refuse collection due to heavily congested roads around the resort have also been highlighted.

- 1.5. In addition, feedback from representatives of the TourismNEL group to the Infrastructure Project Director at Equans indicated that they collectively felt that a lack of appropriate car parking spaces in the north and central resort areas was a barrier to being able to attract greater visitor numbers.
- 1.6. In response to these requests, Highways Officers developed an options paper which resulted in the Portfolio Holder for Environment & Transport identifying a preference for the development of the site to create an overall increase of 268 car parking spaces.
- 1.7. The options paper considered the following (which are expanded on in 3.1):
  - Do-nothing scenario whereby the current Grant St car park is retained
  - Improved layout to current car park with no new infrastructure. Additional car parking capacity would be achieved by removal of coach and HGV parking
  - Park & Ride, whereby additional car parking is provided elsewhere in NEL
  - Multiple layer car park where two additional floors for car parking would be created.
- 1.8. The delivery of an improved Grant Street car park is consistent with the aims and objectives of the Council's Local Transport Plan. The proposals are part of the longer-term strategy to provide a modern and appropriate transport network that supports economic growth, enables accessibility to key local services, supports active travel and ensures that the environmental impacts of local transport networks are minimised. The proposals sit alongside the emerging Bus Services Improvement Plan (BSIP) and Local Cycling and Walking Infrastructure Plan (LCWIP) which aim to improve sustainable access for residents to local facilities including those on offer in the resort. The Grant Street car park project supports access for those people who for whatever reasons cannot use other means to access the resort area.
- 1.9. A report by transport consultants WSP in 2021, identified that there would need to be a significant increase in the number of electric vehicle chargepoints (EVCPs) over the next decade in order to support the uptake of electric vehicles in North East Lincolnshire
- 1.10. The redevelopment of the Grant Street site to incorporate an EV charging hub would go some way to addressing the local shortfall in chargepoints as well as providing appropriate chargepoint provision for visitors to the resort.
- 1.11. The opportunity creates car parking capacity and supports the delivery of the Cleethorpes Controlled Parking zone which if implemented would address local residents' concerns in relation to parking in narrow residential streets in the areas around Grant Street and the wider resort. The additional car parking capacity created would also provide the opportunity to reduce car parking capacity on existing Promenade car parks as part of Cleethorpes masterplan exercise which is currently underway.
- 1.12. The relocation of parking away from on-street to off-street facilities also allows for the more effective use of highway space which could be used for means other

than car parking. This approach would support the delivery of both the BSIP and LCWIP.

- 1.13. An extra 15-20 'blue badge' spaces would be created as part of the proposals (based on 5% of all spaces being 'blue badge' spaces). This, along with the public realm improvements would improve access to the resort for disabled visitors and those with mobility impairments.
- 1.14. The project business case was reviewed in accordance with the Council's internal governance framework in March 2021 and was supported..
- 1.15. The project will be subject to a period of public engagement with residents and those impacted by the proposals.
- 1.16. The construction of the car park structure will require formal planning consent. It is anticipated that this will take up to 13 weeks to secure and formal pre-applications advice was received in spring 2021.
- 1.17. It is standard practice for the car park structure to be fabricated off-site and assembled on site to minimise disturbance to the surrounding area. It is estimated that off-site fabrication will take around 10 weeks from the date of order with onsite works including any necessary ground and preparatory works taking around 20 additional weeks. Due to the location of the car park and its use by visitors to the resort during the summer it is recommended that the on-site works occur during the autumn and winter periods to minimise disruption.

## **2. RISKS AND OPPORTUNITIES**

- 2.1. The key risks for the project are associated with the required public engagement and scheme finances.
- 2.2. There are risks associated the public engagement process, particularly with residents that front onto the proposed structure. The project will be subject to an extensive period of public engagement to ensure that the views of residents are considered during the development of the scheme. A robust communications and engagement plan will be enacted to mitigate the potential risks, subject to the outcome of this report.
- 2.3. The financial costs identified in this report have been derived from engagement with an established car park manufacturer. They provided cost estimates based on preliminary site visits and their experience of delivering similar infrastructure. Other off-site works have been subject to consideration by the Equans Highways Design Team who have experience of designing and costing similar highway schemes.
- 2.4. There are also wider financial risks associated with the Council borrowing the money, including variations in the cost of future borrowing that may affect the longer-term affordability of the scheme.
- 2.5. The delivery of the project is closely aligned with the Council's priorities for a stronger economy and stronger communities and as such presents a low strategic risk.

- 2.6. Early engagement with a specialist manufacturer will help minimise delivery risks and management of the project, in line with the agreed Major Scheme Project Management framework, should further reduce project delivery risks.
- 2.7. An equality impact assessment has been carried out with regards to this proposal. It identified that the project is unlikely to have a negative impact on any of the groups identified within the assessment criteria. Generally, it is considered that the effects will be neutral for most groups and there was likely to be a small positive impact for disabled groups given the increase in blue badge parking spaces that would be available in the resort.

### **3 OTHER OPTIONS CONSIDERED**

3.1 In developing this proposal, the Project Team has considered several alternative options, these are summarised below.

- A do-nothing scenario whereby the current Grant Street car park is retained as is, was the starting point. This option would fail to address the lack of off-street car parking in the north Cleethorpes area and as such the 'do nothing' approach is not recommended.
- The simplest, do something option, would be to improve the current ground-floor car park but not add additional levels. Whilst this is a low-cost option it would present limited opportunities to address the wish to provide additional capacity to address the current on-street parking issues.
- Various designs and parking capacity options have been considered before arriving at the proposed design. Other options saw smaller increases in capacity and the retention of some of the site for HGV/coach parking or other uses. These options were presented to the Portfolio Holders for Environment & Transport and Regeneration, Skills and Housing. It was concluded that the preferred option was to create a single storey extension with an additional 268 car parking spaces. It was felt that the other options presented did not offer the same level of return on investment to NELC. The smaller capacity increases associated with some options also fail to deliver the required additional capacity.
- Park & Ride, whereby additional car parking is provided elsewhere in North East Lincolnshire and visitors use a dedicated bus to get to the resort. An option to provide an A180 based Park & Ride service for Cleethorpes was considered independently several years ago. The business case was heavily reliant on public subsidy of over £200,000 a year to operate a basic Park & Ride service in addition to an estimated cost of around £3m to construct an adequate car park on a site near Europarc. It is likely that these costs would be replicated if other Park & Ride sites were created on other main routes into the area including the A46 and A16.

3.2 As part of any redevelopment of the Grant Street site the issues of HGV / Coach parking will need to be addressed. There have been discussions with colleagues across NELC and Equans which have preliminarily concluded that there is

capacity within the current Thrunscoe Land car park (located in front of the Cleethorpes Boating Lake) for visiting coaches and the use of Orwell Street or Burgess Street car park is considered appropriate for HGVs. The recent redevelopment of Sea Road includes provision for coach pick-up and drop-off which would be unaffected by the proposals to relocate coach parking.

- 3.3 Alternative funding mechanisms and the options for securing external funding have been explored, as the car park will primarily generate income for the Council from ticket sales, funding bodies such as the GLLEP and DfT are unlikely to consider the scheme. There are likely to be Subsidy Control (formerly State Aid) issues in terms of using public money to generate income.

## **4 REPUTATION AND COMMUNICATIONS CONSIDERATIONS**

- 4.1 Successfully delivering the scheme will have a positive reputational / communication impact, as the delivery of the revised car park will help support the wider tourism and visitor economy in the resort as well as having a positive impact on road safety and local air quality along Central Promenade, Kingsway and Alexandra Road as vehicles are removed from these streets.
- 4.2 The project would also be seen positively by residents in areas around Grant Street as it could allow for the introduction of controlled parking schemes which would reduce the impact of visitor's vehicles in residential streets.
- 4.3 The management of the project will seek to promote positive reputational and communications aspects whilst putting in place appropriate measures to mitigate any negative aspects of the project.
- 4.4 Any recommended works, detailed in the report, will be subject to Planning Permission. Appropriate statute, public and stakeholder engagement will take place, ensuring essential feedback is used to help shape any final proposals.
- 4.5 Ahead of any planning submission, a detailed communication plan will be established and followed accordingly. This will include proposals published on NELC website for a period of 4 weeks, with the ability for people to submit comments. Nearby residents, local businesses and key stakeholders will be formally written to by project delivery team. This will provide the opportunity for those engaged to liaise with project delivery team should they wish.

## **5 FINANCIAL CONSIDERATIONS**

- 5.1 The total budget estimate for all aspects of the project is £3.393m. With the NELC assumed borrowing totalling £3.15m, the remaining budget will come from the Council's 2022/23 or 2023/24 Local Transport Plan capital programme, subject to formal Portfolio Holder approval in February 2022.

The project business case was reviewed in accordance with the Council's internal governance framework in March 2021 and was supported.

- 5.2 There may be an opportunity to secure a contribution towards the installation of new electric vehicle charge points at the site from the DfT EV chargepoint grants.
- 5.3 Estimates of future car park usage and income and based on increasing usage

associated with additional visitors to the resort as well as the relocation of existing traffic from free on-street parking.

- 5.4 Overall, there is likely to be minimal impact on revenue budgets in the short to medium term as a result of progressing with this project. Car park structures as proposed typically come with a manufacturer guarantee of at least 25 years and a lifespan of at least 50 years.
- 5.5 Based upon the projected income from the car park redevelopment, the additional borrowing costs associated with the development would be covered and a small surplus generated for the Council. If income was lower than projected any deficit would need to be met from existing budgets within the service area. Ongoing maintenance and repairs would need to be considered over the longer term.
- 5.6 The introduction of smart parking technologies and cashless payments is likely to reduce the use of traditional ticket machines. The overall budget impact is likely to be negligible and could be covered from within existing budgets.

## **6 CLIMATE CHANGE AND ENVIRONMENTAL IMPLICATIONS**

- 6.1 Delivery of the Grant Street car park project recognises the importance of the environment and although overall, the project increases car parking provision in the resort it is a much-needed measure to reduce traffic congestion and parking on residential streets which will improve local air quality and reduce carbon emissions.
- 6.2 The project has potential to reduce the distance travelled by visitors' vehicles in the resort (being nearer to the main access points of the A180 and A46) and the amount of slow-moving traffic circulating around the resort looking either for a space on the Promenades or in residential areas near the seafront.
- 6.3 The provision of a more appropriate parking area will also have a positive impact on the street scene and environment of those residential streets which are currently affected by visitor parking.
- 6.4 The proposal does not stand alone and will be accompanied by the emerging Bus Services Improvement Plan (BSIP), Local Cycling and Walking Infrastructure Plan (LCWIP) as well as further measures identified in the Cleethorpes master plan to ensure the resort encourages a sustainable mix of travel methods to reduce carbon impact.
- 6.5 The new car park will also include the provision of a new electric vehicle charge hub including additional passive provision to allow for further charge points to be installed in line with demand. The introduction of new EVCPs will make the resort a sustainable travel destination within comfortable range of most electric vehicles from our common visitor areas such as South Yorkshire, East Riding and Lincolnshire. The measure will also increase access for visitors with reduced mobility or other disabilities, which ensures access to high quality outdoor leisure space for all groups.

- 6.6 Reducing the number of vehicles in the main resort area is likely to have a positive impact on traffic congestion which will in turn will help improve public transport punctuality and reduce related emissions as buses are less likely to spend time idling in traffic.
- 6.7 An alternative Park and Ride would likely have a more significant impact on reducing transport related carbon emissions, but the requirement for substantial and on-going costs to the Council make it not feasible in the foreseeable future.
- 6.8 The car park construction will seek to include environmental improvements which will result in a net environmental gain. Currently surface rainwater runs straight into the drains and there is minimal planting around the site leading to quite a harsh environment. The introduction of a sustainable drainage system (SUDS) to better manage rainwater and the introduction of additional planting and landscaping on the site boundaries will be part of this net environmental improvement and will help soften the visual impact of the structure from the neighbouring areas.
- 6.9 The removal of some vehicles from the resort area will also provide opportunities for the reallocation of space in favour of other modes including walking, cycling or public transport. If implemented, improved sustainable transport links can have associated environmental benefits where visitors and residents can be encouraged to walk, cycle or catch the bus more around the resort instead of using their own vehicles.
- 6.10 Every opportunity will be sought to ensure that sustainability is at the heart of both the procurement and construction stages.
- 6.11 Sustainable construction method of manufacture and construction will be explored to ensure any potential new asset to the council does not introduce ongoing maintenance costs. This will include reviewing options for smart ticket issue and enforcement.

## **7 CONSULTATION WITH SCRUTINY**

- 7.1 The project will be reviewed by Members of the Tourism & Visitor Economy Scrutiny Panel ahead of the report being considered at Cabinet.

## **8 FINANCIAL IMPLICATIONS**

- 8.1 Based upon the projected income from the car park redevelopment, the additional borrowing costs associated with the development would be covered and a small surplus generated for the Council.
- 8.2 In the event that income is lower than projected then any deficit would need to be met from existing budgets within the service area. Ongoing maintenance and repairs would need to be considered over the longer term.

## **9 LEGAL IMPLICATIONS**

- 9.1 The procurement of a car park redevelopment as described in the above report is consistent with the stated aims and objectives of the Council underpinning its strategic objectives of Stronger Economy, Stronger Communities.



9.2 The procurement exercise will be conducted so as to comply with the Council's policy and legal obligations, specifically in compliance with the Council's Contract Procedure Rules and the Public Contracts Regulations 2015 and will be supported by relevant officers.

9.3 The delegations sought are consistent with an exercise of this nature.

9.4 Officers should note that a contract award constitutes a further decision and will be subject to completion of an Officer Decision Record and be subject to call in. Award and implementation timelines should accommodate this.

## **10 HUMAN RESOURCES IMPLICATIONS**

10.1 There are no direct HR implications contained within this report.

## **11 WARD IMPLICATIONS**

11.1 The project mainly effects the Sidney Sussex Ward, although residents from all Wards may use the facility when complete.

## **12 BACKGROUND PAPERS**

12.1 None

## **13 CONTACT OFFICER(S)**

- Sharon Wroot (Executive Director for Environment, Economy and Resources, NELC) Tel: (01472) 32 4423
- Mark Nearney (Assistant Director for Housing, Highways and Transport, NELC) Tel: (01472) 32 4122
- Luke Greaves (Infrastructure Project Director, Equans) Tel: 01472 32 5406

**COUNCILLOR STEWART SWINBURN**

**PORTFOLIO HOLDER FOR ENVIRONMENT AND TRANSPORT**