

## **CABINET**

<b>DATE</b>	18th September 2024
<b>REPORT OF</b>	Councillor Stewart Swinburn, Portfolio Holder for Housing, Infrastructure, and Transport
<b>RESPONSIBLE OFFICER</b>	Carolina Borgstrom, Director of Economy, Environment & Infrastructure
<b>SUBJECT</b>	Redevelopment of Town Centre Car Parks - Abbey Walk Car Park & Burgess Car Park
<b>STATUS</b>	Open
<b>FORWARD PLAN REF NO.</b>	CB 09/24/05

### **CONTRIBUTION TO OUR AIMS**

The revitalisation of Abbey Walk Multi-Storey Car Park (AWCP) and refurbishment of Burgess Street Car Park will improve the parking experience and environment for both residents and visitors, contributing to its 'sense of place' as well as complementing and enhancing other regeneration activities across the wider Grimsby Town Centre.

Alongside is the demolition of commercial buildings on Osborne Street together with the Garden Street carpark off Abbey Walk, which would enable the redevelopment of the site for the future provision of a Transport Hub within the centre of Grimsby.

Redevelopment of this area of Grimsby town centre will contribute to the Council's 'Stronger Economy' and 'Stronger Communities' priorities by supporting the economic re-use of key council assets, which are fully aligned to the Council Plan, Local Plan, Economic Strategy, and the Grimsby Town Centre Masterplan.

### **EXECUTIVE SUMMARY**

This report seeks approval for the demolition and redevelopment of AWCP, plus the regeneration of Burgess Street car park, which will increase town centre parking capacity during the demolition of Garden Street Car Park, which is part of the development site for the proposed Transport Hub.

### **RECOMMENDATIONS**

It is recommended that Cabinet:

1. Notes the condition of the AWCP and approves the recommended option (Option 4) to demolish the current structure and replace it with a surface level car park.
2. Delegates to the Director of Economy, Environment, and Infrastructure, in consultation with the Leader of the Council, authority to:
  - a. progress and approve the designs for the demolition of AWCP car park.

- b. procure and appoint contractors to deliver the redevelopment of AWCP scheme and thereafter to mobilise and implement the scheme, including applying for any planning permissions that may be required.
  - c. redevelop the Burgess Street car park to better manage Grimsby Town Centre parking.
- 3. Authorises the Director of Economy, Environment, and Infrastructure, in consultation with the Leader of the Council to deal with all matters arising from or ancillary to the above recommendations.
- 4. Authorises the Assistant Director Law and Governance (Monitoring Officer) to execute and complete all requisite legal documentation in relation to the matters outlined above.

## **REASONS FOR DECISION**

Following the emergency closure of the AWCP and the subsequent intrusive condition survey, the recommended option is to demolish AWCP and create a new ground level car park with an estimated capacity of 120 parking bays. As space to demolish the car park is not optimal in this location due to road and rail constraints, the opportunity to pair this demolition contract with the site of the proposed transport hub will create the logistical capacity required for a demolition of this nature and will also allow for both sites to be cleared at the same time reducing the impact on the highway network, disruption to local business, residents and potentially reduce scheme costs.

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

#### **Grimsby Town Centre**

- 1.1 NELC has been awarded significant funding to progress transformation of Grimsby Town Centre. This has enabled the Council to progress numerous projects to rejuvenate the Town Centre and wider area. These projects form the first phase of the delivery of the Grimsby Town Centre Masterplan and the schemes combined will provide a significant impact to Grimsby, by creating new attractions that will encourage wider use of the town centre.
- 1.2 The Grimsby Town Centre Masterplan benefitted from significant public and stakeholder consultation which formed a part of its development. These schemes align with the challenges posed via the consultation in the creation of more activities that attract a wider range of people within the area.

#### **Abbey Walk Multi-Storey Car Park**

- 1.3 Abbey Walk Multi-Storey Car Park (AWCP) was completed in 1969 by Holst & Company of Scunthorpe at a cost of approximately £200,000. At the same time, a similar multi-storey car park was constructed on Railway Street near Freeman Street, as part of a town centre scheme, although it has since been demolished. A third multi-storey car park was also planned but was never realised.
- 1.4 AWCP is a key asset for NELC, comprising of five floors with 427 spaces, making it the largest car park within Grimsby town centre. Its strategic location and capacity made it accessible and attractive for many people visiting

Grimsby. However, over time, water ingress into the structural supports and ribs of the car park led to structural deterioration that makes it unsafe, resulting in the temporary closure of the car park in May 2024.

- 1.5 A recent study highlighted significant structural issues affecting the beams across the car park floors, particularly on the first and second floors, which support the loads from the upper levels. The main cause of the beam deterioration is due to water penetration through the expansion joints causing spalling to the concrete slabs.
- 1.6 To address the current state of AWCP and address future parking need, four options have been identified with benefits, timeframe for completion and approximate costs:
- 1.7 **Option 1: Maintain** – this option will maintain the existing structure at an approximate cost of £4 million, with a 5 to 10 years life span. The maintain option will reduce capacity on each level, potentially losing 10 to 20 spaces. Due to the current structure, this option does not future proof for heavier weight of Electric Vehicles (EVs), and an annual maintenance costs to monitor and manage the deterioration is required. It will take between 12 – 18 months to identify and maintain all deterioration in the car park in a phased approach.
- 1.8 **Option 2: Replace Like-for-Like** – this option will demolish and rebuild the AWCP as a 4-storey structure as is, at a cost approximate cost of £7 million with a life span of 25 years without major issues. Full capacity will be restored and future-proofed to accommodate EV weights. The estimated completion time is 18 months to 3 years.
- 1.9 **Option 3: Demolish and replace with 2-Storey Structure** – this option will demolish the existing 4-storey structure and replace it with a 2-storey, at an approximate cost of £4 to £5 million. This new 2-storey structure would accommodate about 150 to 180 parking spaces and be future-proofed for EVs, with a life span of 25 years without major issues. The estimated completion time is 18 months to 3 years.
- 1.10 **Option 4: Demolish and replace with a Ground-level Car Park** – this fourth option will demolish the current car park and replace with a ground-level car park, initial estimated costs between £1.5 million to £2.5 million. Commissioning the design of demolition will produce more accurate costings for the scheme. This surface level layout would provide parking spaces between 80 to 120 spaces, benefiting from additional room gained from removing ramps and stairs, thereby increasing the footprint of the car park. An additional benefit is the future potential to build up if demand increases. The estimated completion time is between 12 to 18 months.
- 1.11 Amongst the options, **Option 4** is the most compelling option due to the cost competitiveness, timeline to complete and the ability to scale up as parking demand increases. Consequently, this is the recommended option proposed.
- 1.12 Regardless of the option selected to revitalise AWCP, there are key issues that must be considered to ensure successful implementation including:
  - Removal of Artwork/Reliefs moulded into the columns of the car park by Harold Gosney, a local sculpture artist now based in York. These Reliefs

are considered of historic interest by some local groups. The challenge will be how to safely remove these artworks without causing damage, given the way they are currently part of the external structure of the car park. Whilst options will be considered, there is a risk that it would not be safe or financially viable to remove the artwork. Due to their size and weight, it may also be challenging to find a future display location.

- Basic Asset Protection Agreement (BAPA), to be executed with Network Rail due to the proximity of AWCP to the rail line, (~10m). Network Rail require that all works adjacent to the operational railway are executed in a safe methodology and time. Through a BAPA, NELC will agree to meet the costs arising from Networks Rail's involvement in the AWCP project.
- Alternative Parking Arrangements for road users is important, particularly, when the Garden Street is closed for demolition of Osborne Street buildings. Ensuring that there is adequate parking in the town centre will be crucial to minimise inconvenience for visitors and businesses nearby.
- Detailed Site Conditions and Surveys in addition to the initial structural assessment, detailed site condition evaluations, such as ground tests and asbestos surveys, are necessary to fully understand and address any underlying issues with the car park.
- Traffic Management strategies will be required to minimise the impact on traffic if road closures occur at Abbey Walk and Garden Street at the same time. Effective planning and coordination will be crucial to ensure minimum disruption during the construction period.

## **Burgess Street Car Park**

- 1.13 The redevelopment of Burgess street car park will be required to minimise the loss of car parking capacity within the town centre and address the immediate demand for parking closing the Garden Street Car Park will cause. Burgess Street car park is currently semi-paved and has an active traffic regulation order on the car park. Consequently, initial works will be required to improve the facility including the redesign the parking layouts to increase capacity, as well as expanding the car park into another area of adjacent land. These works will be explored as part of the regeneration of this car park.
- 1.14 Subject to Cabinet approval and any required planning approvals, it is proposed that demolition of both the existing buildings on Osborne Street and AWCP commence as soon as possible. This will enable defrayal of the Transport Hub budget in line with the funder requirements. In addition, it will allow the reprovision of parking within Abbey Walk as soon as possible. The anticipated programme is that demolition of both sites would be completed in Spring 2025.

## **2. RISKS AND OPPORTUNITIES**

- 2.1. The design phase will provide assurance regarding potential additional costs (including inflation and risk contingencies) that might arise. However, it is important that the project proceed as planned, because delays in both procurement and planning will increase the risk of increased costs through inflation and supply chain issues.

- 2.2. Ground investigations works are to be undertaken for the scheme and these surveys should uncover any additional unforeseen issues. A risk-based approach to project management is in place to ensure that any unforeseen risks are appropriately managed.
- 2.3. The risk of not securing an appropriate contractor can be mitigated by commencing procurement as soon as possible. Equans will conduct soft market testing to ensure contractors are aware of the opportunity and can prepare accordingly. This will also provide further assurances regarding the project's timeline and costs.
- 2.4. These proposals have not been subject to public consultation however engagement with key stakeholders has begun with Network Rail and Stagecoach. A full communication package will be provided for public engagement following should this proposal be approved.
- 2.5. This proposal will enhance our place for the local community and visitors experience providing a modern safe environment to park in within the town centre at both the AWCP and Burgess Street car park.
- 2.6. Waste recycling is possible by using waste from the car park demolition as feedstock for the proposed transport hub site. Thereby achieving cost savings and reducing environmental impact. Additionally due to the location of the rail line removing waste via rail will be explored to reduce HGV movements through the town centre.
- 2.7. While decision and designs for the projects are not dependent on each other, we acknowledge that combining some contracting elements of both projects will achieve value for money from better packaging elements like demolition, leading to better pricing and streamlined project coordination.
- 2.8. It is noted that there are a number of disabled parking bays within the AWCP. The Council is fully aware of its duties to ensure that these are re provided in terms of temporarily or on a permanent basis. This could be achieved either through re providing on the new car park on the same site, or even around the town centre.

### **3. OTHER OPTIONS CONSIDERED**

- 3.1 Do Nothing – The Council could choose to not progress with revitalising AWCP. However, this would mean that the structure will be left to be a stranded asset with no revenue generation, unsafe, not fit for purpose and a public safety liability.
- 3.2 3 other options were considered and detailed within paragraphs 1.7-1.10.

### **4. REPUTATION AND COMMUNICATIONS CONSIDERATIONS**

- 4.1 Issues around parking capacity will be a reputational risk however the refresh of Burgess Street and focussed public communication around other available car parking facilities will help mitigate this risk.

- 4.2 Reputationally the risk of leaving these sites empty with no hope of redevelopment will add to the reputational risk and potentially contradict the Council's wider regeneration plans within the town centre.
- 4.3 Communications and Stakeholder Engagement plans are in place for the project to manage communications and engagement.

## **5. FINANCIAL CONSIDERATIONS**

- 5.1 Funding for this project will initially be sought from the Council's capital programme with other funding sources being explored to reduce the impact on the council resources. The council is awaiting the outcome of the DfT's capital spending review where allocation for the Local Transport Fund (re-prioritisation of HS2 Northern Leg) would be applicable to this proposal.
- 5.2 Preliminary costings for the scheme (Option 4) is estimated to be between £1.5million and £2.5million. However, this is a provisional costing which will be refined, if subject to Cabinet approval, the project moves forward to design and procurement stages where more detailed costs will be produced.
- 5.3 Funding of the Burgess Street car park refurbishment is estimated at £150k and will be funded through the 2025/26 Local Transport Plan funding, plus this will also be subsidised through future predicted car park income uplifts of making this car park more appealing for public use.
- 5.4 Value for money will be achieved using the Council's procurement process.

## **6. CHILDREN AND YOUNG PEOPLE IMPLICATIONS**

The project will continue the regeneration of Grimsby Town Centre, strengthening the local economy, and improving infrastructure and transportation services which will have positive impacts on health, wellbeing, and safety within the town.

## **7. CLIMATE CHANGE AND ENVIRONMENTAL IMPLICATIONS**

These proposals have considered and full consultation with environmental and climate change officers will form part of the demolition design process, to ensure sustainability and low carbon initiatives are incorporated considered at all stages of the project.

## **8. CONSULTATION WITH SCRUTINY**

A full report will be presented at Transport, Infrastructure and Strategic Housing Scrutiny in September as there are no August meetings planned for this panel.

## **9. FINANCIAL IMPLICATIONS**

- 9.1 The financial implications associated with the recommendations included within this report are still to be fully determined. The precise financial costs are dependent on a range of factors including the level of external funding

obtained, the proposed final design and the outcome of any procurement processes.

- 9.2 However, on the basis that there is no additional funding over and above the LTP contribution detailed above, the annual capital financing costs associated with such a development would be in the region of £135k - £225k per annum. These costs would need to be met from within the Council's annual revenue budget.

## **10. LEGAL IMPLICATIONS**

- 10.1. Clearly the most important implication is to ensure that the AWCP does not present a danger to the public.
- 10.2. Over and above this the Council has a duty in section 122 Road Traffic Regulation Act 1984 to ensure that there is provision of suitable and adequate parking facilities on and off the highway.
- 10.3. Any Procurements need to comply with the Council's Contract Procedure Rules and then the relevant legislation at the time. Depending on when the procurements are entered into this could be either the Public Contract Regulations 2015 or the Procurement Act 2023.

## **11. HUMAN RESOURCES IMPLICATIONS**

The proposal to demolish will result in an overall reduction to parking spaces in the town centre which may impact on staff, however the current arrangements in place to cover its closure are working.

## **12. WARD IMPLICATIONS**

The proposals to demolish these sites will cause short term disruption within the town centre, however the long terms benefits of conducting this work will enhance the town centre and remove any ASB or public safety issues surrounding the empty properties and multistorey car park.

## **13. BACKGROUND PAPERS**

N/A

## **14. CONTACT OFFICERS**

Paul Evans – Assistant Director Infrastructure  
Richard Dowson – Head of Project Management  
Seye Odukogbe - Project Manager (Abbey Walk Multi-Storey & Burgess St Car Park)

**COUNCILLOR STEWART SWINBURN, PORTFOLIO HOLDER FOR  
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