PORTFOLIO HOLDER HOUSING, INFASTRUCTURE AND TRANSPORT

DATE 18th December 2025

REPORT OF Councillor Stewart Swinburn - Portfolio

Holder Housing, Infrastructure & Transport.

RESPONSIBLE OFFICER Carolina Borgstrom – Director for

Environment, Economy and Infrastructure

SUBJECT Traffic Regulation Order 25-19A Market

Street Cleethorpes – Various Restrictions

FORWARD PLAN REF NO. PHHIT 12/25/01

CONTRIBUTION TO OUR AIMS

Following the grant funding award to regenerate the Market Place in Cleethorpes, several new Traffic Regulation Orders need to be introduced to support the new use of the area that enhances safety and enables community use of the space. The new pedestrianised area supports the council plan for a greener future by reducing emissions in the space whilst also supporting the local economy by creating improved access and connectivity for pedestrians.

EXECUTIVE SUMMARY

Following formal advertisement of Traffic Regulation Orders (TROs) 25-19A; (Market Street, Cleethorpes) (Waiting, Loading & Restricted Parking Zone) (No.25-19A) Order 2025 and 25-19B; (Market Street, Cleethorpes) (Restrictions on Movement) (No.25-19B) Order 2025 on 31st October, one material objection was received to TRO 25-19A. There were no objections to TRO 25-19B. This report therefore requests formal consideration of the objection in line with Democratic requirements.

RECOMMENDATIONS

It is recommended that:

a) Approval be granted for the sealing of Traffic Regulation Order 25-19A; (Market Street, Cleethorpes) (Waiting, Loading & Restricted Parking Zone) (No.25-19A) Order 2025 without amendment the effect of which will be to introduce the restrictions, as shown indicatively on the plans at Appendix 1-4.

REASONS FOR DECISION

The introduction of appropriate on-street restrictions are proposed to support the regeneration and pedestrianisation of the area and enable the Council to exercise its civil enforcement powers effectively. These measures are essential to maintaining a safe and accessible environment for all users of the space—particularly pedestrians and cyclists. This will enhance safety whilst also supporting the Council's broader goals of creating vibrant, people-focused public spaces.

In respect of the statutory purpose of the traffic regulation order, by reference to section 1 of the Road Traffic Regulation Act, the making of the order is expedient for facilitating the passage on the roads for traffic, for preventing the unsuitable use of the road and for preserving and improving the amenities of the area.

1. BACKGROUND

- 1.1. The Market Place project was formally approved for commencement by Cabinet in June 2023. The initiative forms part of the broader Cleethorpes Masterplan and aims to deliver a high-quality pedestrianised public square. A key objective of the project is to enhance connectivity between the town centre and the seafront, creating a more cohesive and accessible urban environment that supports both community use and economic activity.
- 1.2. Given the proposed new pedestrian area and changes to the streetscape, in order to enable effective enforcement of the space, it is proposed to introduce several Traffic Regulation Orders to allow for the safe use of the space whilst still maintaining access for residents and loading provisions for businesses in the area.

2. INFORMAL CONSULTATION

- 2.1. Informal consultation with Ward Councillors, residents and businesses was undertaken between the 4th and 26th of September 2025. A letter was sent out to **295 businesses and residents**, inviting them to feedback on the proposed TROs. Feedback was obtained via an online survey or at a one-to-one meeting with the project team.
- 2.2. The survey data showed that the plans/survey were viewed 113 times, with 41 total responses and only 16 completed responses.
- 2.3. One-to-one meetings were offered to businesses and residents. Of the 295, 5 businesses and 4 residents took advantage of the offer.
- 2.4. The participants at the one-to-one meetings all expressed concerns about parking, with a further three comments about parking within Market Street within survey responses. In response to this feedback, proactive measures have already been implemented to mitigate any impact. These include reinstating the Old Vic car park and converting the High Street car park to short-stay use. This change was informed by direct input from local businesses on previous consultations, who highlighted the importance of enabling shoppers to make quick visits.
- 2.5. The issue of accessibility for disabled customers was raised again during this consultation. However, this concern had already been addressed following previous feedback from businesses during various consultations on the [Market Place regeneration project which took place from February 2024 to September 2025— disabled parking bays will now be available on Market Street, where no such provision previously existed.
- 2.6. A small number of respondents raised concerns about the adequacy of loading provision, believing there are too few loading bays. However, this issue had already been addressed in the proposed Traffic Regulation Orders (TROs). Currently, there is one loading bay within the redline boundary of the Market Place project. Under the revised plans, this will increase to four loading bays two of which will be designated for all-day loading only.

3. FORMAL CONSULTATION

- 3.1. During the statutory 21 day objection period, Councillor Aisthorpe provided the following comments:
 - 3.1.1 Cleethorpes means a great deal to people across our borough. Its streets, shops, cafés, and seafront attract residents and visitors all year round, and keeping it easy and affordable to access is vital for the health of our local economy and communities.
 - 3.1.2 Under the current regeneration plans, the only free public car park at the Market Place will be removed. The High Street car park is set to become short-stay paid parking, and the new car park behind the Old Vic will provide longer-stay paid parking.
 - 3.1.3 There will be a few loading bays included in the Market Place design, but these are limited and won't replace the number of free short-stay spaces being lost. Once the Market Place car park is closed, people will have very few options to stop briefly without paying. which could make it harder for shoppers to pop in, collect something, or support local businesses.
 - 3.1.4 Even with the remaining parking on St Peter's Avenue, spaces are already at capacity most of the time. There's a real risk that the loss of free, short-stay parking could reduce passing trade and affect small businesses that depend on convenience and accessibility.
 - 3.1.5 I'd therefore like to ask whether any flexibility could be built into the decision to explore a short free-stay period, for example, a 30-minute free stay in nearby car parks such as High Street or the new Old Vic site.
 - 3.1.6 Other coastal and market towns, such as Louth, have successfully used this approach to support small traders after regeneration works, recognising that short visits make a real difference to town-centre vitality.
 - 3.1.7 This is not about stopping the TROs or delaying progress, it's about getting the most out of the regeneration by helping local businesses, keeping Cleethorpes easy to reach, and making sure everyone benefits.
 - 3.1.8 I'd be grateful if this could be considered as part of the TRO process, or for any flexibility to be built in before the decision is finalised.
- 3.2 The Council will undertake a parking review, which will look at parking capacity across the resort. This will support a similar review that was undertaken earlier this year in Grimsby town centre. These reviews combined will allow us to look at wider parking capacity across those two areas and provide an opportunity to review parking fees and arrangements across those areas, including options that could support short stay visits and local economic activity.

4 OBJECTIONS

4.1 Objections may be submitted from any members of the public as well as the 295 businesses and residents that are in the vicinity of the area. NELC received 1 submission of objections. They are listed below.

4.2 Objector 1

There is no published parking demand data, turnover surveys or loading activity assessments for Short Street, Market Street, Cross Street or the adjoining streets most affected by the Order. Without this evidence, it is not possible to demonstrate that the removal of short stay parking will not have an adverse effect on local access, business vitality and the continued ability of the area to function as part of the wider Cleethorpes centre.

National practice for parking and access changes in established high streets emphasises the need for proportionate evidence. In this case, the omission of up to date survey information represents a material gap in the justification of the scheme.

The Council's published regeneration material for Cleethorpes recognises that parking is an essential component of the town centre economy. The same material states that total removal of nearby parking would not be supported and that the area requires an appropriate balance of short stay, loading and accessible parking in order to serve both visitors and local traders.

The proposed Order appears to conflict with these commitments, particularly where it removes every short stay bay on Short Street, despite the Council previously identifying this street as part of the key cluster serving Market Place businesses.

The client's business relies on convenient short stay kerbside access for customers and suppliers. The complete removal of such provision is likely to diminish passing footfall, reduce dwell time and create operational difficulties that cannot be accommodated elsewhere without inconvenience.

For small independent businesses operating at narrow margins, reductions in accessibility can produce disproportionate impacts on revenue and ongoing viability. No mitigation is included within the Order to offset these effects.

The business serves a considerable proportion of elderly visitors and those with limited mobility. Many cannot walk extended distances from alternative car parks or negotiate gradients and busy junctions. Removing the nearest parking will therefore affect their ability to use local facilities.

Public authorities are required under the Public Sector Equality Duty to consider how decisions will affect those with protected characteristics. In the absence of an accessibility impact assessment, it is unclear how these considerations have been addressed.

The Order does not propose any alternative short stay bays, adjusted loading arrangements or improved signage to direct customers to nearby provision. As a result, the change presents itself as a net loss of access rather than part of a balanced package supporting both place making and economic activity.

A more proportionate approach would incorporate a combination of limited stay bays, adjusted loading windows, or strategically placed disabled parking that responds to identified demand.

5.1 Responses to Objector 1

- 5.1.1 A parking survey was conducted as part of the wider Market Place regeneration project. Despite being short-stay bays, the data showed that 40% of cars parked in the space were there all day and only 23% were parked for less than an hour.
- 5.1.2 While national practice emphasises proportionate evidence, the scheme has been informed by multiple sources of data and stakeholder engagement. Parking and traffic surveys were undertaken early in the design process to establish baseline conditions, supplemented by feedback from businesses and residents during public consultations.
- 5.1.3 The council have mitigated any loss of parking by opening Victoria car park, as well as catering for the request for short-stay parking by turning the High Street car park to short-stay only. Furthermore, the TRO proposes additional loading provision as well as new blue badge holder provision which does not currently exist.
- 5.1.4 During the beginning stages of the Market Place project there were various types of consultation including business consultation. Businesses had highlighted a concern around loading provision and disabled customers. We have mitigated those concerns by proving loading and disabled parking provision on Short Street. There are still several short stay spaces on the adjoining street of Cross Street as well as St. Peter's Avenue.
- 5.1.5 The design does not eliminate all short-stay provision. Instead, it redistributes parking and loading facilities to nearby locations, ensuring continued access for customers and suppliers. The wider project aims to increase dwell time as the project removes dominance of car parking and reintroduces a functioning historic marketplace, transforming the space into a sociable, pedestrian-friendly environment. This shift encourages people to linger rather than pass through quickly. Public realm improvements include green corridors, better pedestrian permeability, and safer, healthier streets, which make the area more pleasant for walking and socialising.
- 5.1.6 The wider Market Place project was derived from the Cleethorpes Master Plan. Part of that Master Plan identified the need to improve the connectivity in the town so that there was an increase in footfall into the high street areas such as Market Street as it becomes a destination point, bringing people up from the Sea Front into the town. An equalities impact assessment report was undertaken during the design stage of the Market Place project and it was found that overall the scheme will have a positive impact on protected characteristic groups by providing an enhanced public realm environment with flush kerbs, removing barriers and cars to make the area more accessible and inclusive for all users.
- 5.1.7 The equalities impact assessment, which was completed in July 2024, specifically considered the impact of the regeneration scheme on disabled and older members of the public. The assessment concluded that there were a sufficient number of car parks within a 5-minute walking radius but made recommendations regarding loading areas, the provision of disabled parking bays and walking routes. These recommendations were considered and carried out.

- 5.1.8 The TROs have considered those with limited mobility by the new provision of blue badge parking. The diagram in Appendix 5 illustrates car parks in the area. Additionally, which is not highlighted on the diagram is the provision of short-stay parking on Alexandra Road, Cross Street, Cosgrove Street, and St. Peter's Avenue. With Cross Street and Cosgrove Street within the proposed controlled parking zone.
- 5.1.9 In respect of an equalities impact assessment, the Council's duties are set out in section 149 of the Equality Act 2010. The Council is obliged to have due regard to the need to advance equality of opportunity between those who share certain protected characteristics and persons who do not, while exercising its functions. The protected characteristics are age, disability, race, sex, gender reassignment, marital status, religion or belief. Section 149 3 (a) states that the Council must have due regard to the need to
 - (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
 - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
 - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- 5.1.10 This does not require an impact assessment prior to every traffic regulation order as long as the Council has regard to the above matters, although as stated above, one has taken place as part of the wider project, as referenced in 5.1.6. The portfolio holder must also have regard to any relevant issues raised by the objections which relate to the impact of the orders on any persons with protected charact
- 5.1.11 The High Street car park was changed to short-stay only following consultation with businesses that shoppers need additional short-stay provision. Loading provision has increased has increased from 1 bay to 4. In regards to signage, wayfinding in the town centre is being reviewed as a separate project.
- 5.1.12 The TROs incorporate a combination of limited stay bays, adjusted loading windows, or strategically placed disabled parking.

6 DECISION

- 6.1 The Council's decision must be made in accordance with section 122 of the Road Traffic Regulation Order 1984. The Council should make this decision, so far as practicable, having regard to the matters in subsection 122(2) to secure the expeditious, convenient and safe movement of vehicles and other traffic (including pedestrians) and the provision of suitable and adequate facilities. The provisions of s122 (2) are:
 - 6.1.1 (a) the desirability of securing and maintaining reasonable access to

- premises;
- 6.1.2 **(b)** the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
- 6.1.3 **[(bb)** the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);]
- 6.1.4 **(c)** the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
- 6.1.5 **(d)** any other matters appearing to the local authority to be relevant.
- 6.2 Caselaw states that in making the decision the Council should
 - 6.2.1 Having in mind the duties in section 122 above
 - 6.2.2 Having regard to the factors that point towards the making of the order
- 6.3 Balance both considerations and come to a decision.
- 6.4 The Council has a discretion under regulation 9 of the Local Authorities' Traffic Orders (Procedure) England and Wales Regulations 1996 to hold a public inquiry into objections. Given the period of consultation on the wider regeneration scheme, the pre-consultation and engagement with business owners and the fact that the issues raised in the objections relating to parking, access and loading have been considered by the Council and changes to the scheme have been made accordingly, officers consider that holding a public inquiry is not needed in relation to the orders.

7 RISKS, OPPORTUNITIES AND EQUALITY ISSUES

- 7.1 Should this proposal be adopted, the opportunities are:
 - 7.1.1 Deliver the full potential of the Market Place project and Cleethorpes Masterplan by creating a vibrant, pedestrian-friendly environment that doubles as a flexible event space. This transformation will enhance the town's appeal, attract visitors, and support local businesses.
 - 7.1.2 The scheme provides scope for landscaping, seating, and cultural features, making the area a destination for leisure and events, not just a thoroughfare.
 - 7.1.3 Improve access for pedestrians, cyclists, and those with mobility needs, ensuring the area is inclusive and easy to navigate. Promoting healthier lifestyles and reduces reliance on private vehicles. Better connectivity encourages footfall and strengthens the high street's role as a community hub.
 - 7.1.4 Lower traffic volumes and improved walking and cycling infrastructure contribute to reduced emissions and better air quality, supporting sustainability goals.
 - 7.1.5 Implement restrictions of appropriate length and duration to promote compliance and reduce misuse. This clarity will improve safety and operational efficiency for all road users.

- 7.1.6 Mandatory restrictions backed by a legal Traffic Regulation Order (TRO) empower NELC's Civil Enforcement Team to act decisively under Civil Parking Enforcement (CPE) powers. This ensures consistent enforcement, deters contraventions, and maintains the integrity of the scheme.
- 7.2 Should the proposals be adopted, the risks are:
 - 7.2.1 Altering long-standing parking and traffic arrangements may lead to initial resistance from residents and traders.
 - 7.2.2 If new restrictions are not well understood or enforced, there is a risk of non-compliance, which could reduce the effectiveness of the scheme.
 - 7.2.3 Benefits such as increased footfall and dwell time may take time to materialize.
- 7.3 As mentioned in 5.1.7, an equalities impact assessment was undertaken as part of the wider Market place project.
- 7.4 Should the proposals not be implemented, the risks are:
 - 7.4.1 Without the proposed Traffic Regulation Orders (TROs), the Market Place project cannot progress. TROs are essential to deliver road safety improvements, manage traffic flow, control parking, and enable legal enforcement. Failure to implement them would undermine the entire scheme.
 - 7.4.2 Grant funding for the Market Place project is contingent on meeting strict deadlines. Missing these could result in the withdrawal of allocated funds, jeopardising not only this project but also interconnected regeneration initiatives such as Sea Road and Pier Gardens. This would represent a significant setback for the Cleethorpes Masterplan and the Council's wider regeneration ambitions.
 - 7.4.3 Failure to deliver a flagship regeneration project could damage public confidence and the Council's reputation as a proactive authority. It may also weaken future bids for external funding, reducing opportunities for investment in the borough.
 - 7.4.4 Without TROs, existing traffic and parking challenges will persist, limiting improvements to pedestrian safety, accessibility, and the overall attractiveness of the town centre.
 - 7.4.5 Delays or cancellation would mean missing the chance to revitalise the high street, attract visitors, and support local businesses—impacting economic growth and community wellbeing.

8 OTHER OPTIONS CONSIDERED

8.1 Do nothing. This is not recommended, as this would prevent the Market Place regeneration project from progressing as planned. Without TROs, the Council cannot legally enforce restrictions, manage traffic flow, or ensure pedestrian safety. This option would also risk losing grant funding tied to strict delivery deadlines, potentially jeopardising other linked projects such as Sea Road and Pier Gardens although it is important for the Council to be clear grant funding is not within the statutory

- considerations in respect of making a traffic regulation order. In addition, failing to act would undermine the Cleethorpes Masterplan and the Council's wider regeneration objectives.
- 8.2 Alternative Parking and Loading Strategy. The Council explored whether additional short-stay parking or loading bays could be retained within the Market Place footprint. This was discounted because it would significantly reduce the quality and usability of the pedestrianised space, limiting opportunities for events and public realm improvements. Instead, mitigation measures have been introduced, including converting High Street car park to short-stay use, reinstating the Old Vic car park for longer stays, and increasing loading bays from one to four.

9 REPUTATION AND COMMUNICATIONS CONSIDERATIONS

- 9.1 While there may be a limited degree of negative sentiment associated with the broader project, this is not reflective of the Traffic Regulation Orders (TROs) themselves. The project team has proactively engaged with affected stakeholders throughout the process, including offering an informal consultation phase ahead of the formal statutory consultation.
- 9.2 Parking in Cleethorpes has been the subject of local press coverage over the duration of the project. It is likely that this decision will attract further media attention. The Council has previously issued press releases outlining regeneration plans and will continue to provide clear, factual updates to explain the benefits of the scheme.
- 9.3 All restrictions will be clearly marked using prescribed road markings and traffic signs, consistent with national standards and existing borough practices. This will help ensure drivers understand the changes and reduce confusion.

10 FINANCIAL CONSIDERATIONS

Any costs for the works to implement the on-street restrictions will be covered by the Ministry of Housing, Communities and Local Government (MHCLG) grant funded Market Place project, formerly known as the Levelling Up Fund (LUF).

11 CHILDREN AND YOUNG PEOPLE IMPLICATIONS

The implementation of the Traffic Regulation Orders (TROs) is anticipated to have a positive impact on children and young people. By creating a safer and more accessible pedestrian environment—such as the provision of wider pavements suitable for pushchair users and the establishment of vehicle-free zones—the proposals support improved safety, mobility, and overall wellbeing for younger residents and their families.

12 CLIMATE CHANGE, NATURE RECOVERY AND ENVIRONMENTAL IMPLICATIONS

The proposed changes are expected to contribute positively to environmental outcomes. Specifically, a reduction in vehicular traffic within the area will lead to decreased vehicle emissions. Additionally, the incorporation of new planting will enhance local air quality and biodiversity, further supporting climate resilience and ecological sustainability.

13 CONSULTATION WITH SCRUTINY

The wider project was reviewed by Economy, Culture and Tourism Scrutiny Panel on Monday 15th July 2024. Following scrutiny and Cabinet on Wednesday 17th July 2024 it was resolved that: 'progress and approve the final technical designs for the Cleethorpes Market Place scheme, including all detail necessary to enable reports to be presented to the Portfolio Holder for Housing, Infrastructure and Transport for implementation, regarding associated Traffic Orders that will be required'.

14 FINANCIAL IMPLICATIONS

As indicated in section 10, any costs associated with making the TRO would be funded from the Market Place scheme budget, which is part of the Council's approved Capital Investment Programme.

15 LEGAL IMPLICATIONS

- 15.1 Under Section 1 Road Traffic Regulation Act 1984 traffic authorities are empowered to make Traffic Regulation Orders (TROs) for (inter alia) the reasons set out at the beginning of this report. Section 2 specifies what TROs may require and the recommended order is within those powers.
- 15.2 The procedure for making TROs is set out in Schedule 9 Part III of the 1984 Act and the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 and provides for advertisement and consideration of any objections before making a final decision on the proposed TRO.
- 15.3 Regulation 8 makes provision for objections and regulation 14 allows the Council to modify a TRO before it is made.
- 15.4 If it is decided to make the TRO notwithstanding any objections, once made the order can only be challenged by Judicial Review in the Administrative Court.

16 HUMAN RESOURCES IMPLICATIONS

There are no direct HR implications arising from the contents of this report.

17 WARD IMPLICATIONS

The proposals relate to issues within Croft Baker.

18 BACKGROUND PAPERS

- 18.1.1 <u>Local Authorities' Traffic Orders (Procedure) (England and Wales)</u>
 Regulations 1996
- 18.1.2 Road Traffic Regulation Act 1984
- 18.1.3 The Traffic Signs Regulations and General Directions 2016 No 362
- 18.1.4 1.-Decision-Notice-14th-June-2023-PDF-229KB.pdf

- 18.1.5 <u>2.-Decision-Notice-Cabinet-17th-July-2024.pdf</u> 18.1.6 <u>Cleethorpes Masterplan</u>
- 18.1.7 Copy of objections

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