

## **CABINET**

<b>DATE</b>	11 <sup>th</sup> February 2026
<b>REPORT OF</b>	Councillor Stewart Swinburn – Portfolio Holder for Housing, Infrastructure and Transport
<b>RESPONSIBLE OFFICER</b>	Carolina Borgstrom - Director of Economy, Environment, and Infrastructure
<b>SUBJECT</b>	Transport Hub
<b>STATUS</b>	Open
<b>FORWARD PLAN REF NO.</b>	CB 12/25/04

### **CONTRIBUTION TO OUR AIMS**

The proposed scheme supports the Council's strategic priorities of 'Stronger Economy' and 'Stronger Communities' and directly relates to indicators outlined in the Council's 'Outcome Framework.'

This scheme provides improved infrastructure which supports delivery of the Local Plan by improved public transport links, walking and cycling routes, better air quality and, a reduction in CO2 emissions, promoting healthier lifestyle choices.

The successful delivery of the Transport Hub will contribute to the Council's 'A Town Centre for People' vision as detailed in the Grimsby Masterplan Vision 2030. This project will ascertain the principles of introducing more diverse uses into the town centre, improve permeability of the town centre, create inclusive economic growth, and improve people's quality of life.

### **EXECUTIVE SUMMARY**

For Cabinet to agree the development of progress to realise a new Transport Hub in Grimsby town centre.

### **RECOMMENDATIONS**

It is recommended that Cabinet:

1. Approves final concept designs for the Transport Hub project.
2. Delegates to the Director of Economy, Environment, and Infrastructure, in consultation with the Portfolio Holder for Housing, Infrastructure, and Transport, authority to:
  - a. progress and approve development of the Transport Hub in a phased approach, including undertaking technical designs for the scheme through to RIBA stage 7 for phase 1, and RIBA Stage 3, for future

- phases, or if funding allows RIBA Stage 7 for future phases;
- b. bid for funding to deliver the scheme; and
  - c. procure and appoint contractors to deliver the Transport Hub scheme thereafter to mobilise and implement the scheme.
3. Authorises the Director of Economy, Environment and Infrastructure, in consultation with the Portfolio Holder for Housing, Infrastructure, and Transport, to undertake:
- a. submission of any planning applications for the Transport Hub scheme that may be required;
  - b. dealing with any land matters that may arise regarding the project;
  - c. commission any enabling surveys and works for the Transport Hub scheme that might be required; and,
  - d. any ancillary action reasonably arising out of the above.

## **REASONS FOR DECISION**

To enable the Council to progress the Transport Hub project through technical design, procurement of contractors, and delivery.

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

- 1.1 North East Lincolnshire Council (NELC) acquired a 0.65-hectare site on Osborne Street in Grimsby town centre with the ambition of developing a new Transport Hub. The facility would provide a centralised, multi-functional green transport interchange for buses, cycles, taxis, and pedestrians, with direct connections to Grimsby Town railway station, Abbey Walk car park and surrounding retail and business areas. This project is a key component in supporting NELC's net zero carbon ambitions.
- 1.2 On 18 September 2024, Cabinet approved the concept of developing a Transport Hub within Grimsby town centre. Delegations included progressing feasibility work, undertaking public consultation, and completing traffic and parking reviews to assess potential impacts on the wider network. Cabinet also agreed that further approval of concept designs would be sought before advancing to RIBA Stages 4–7.
- 1.3 The Grimsby Transport Hub aims to deliver a modern, efficient, and sustainable transport interchange that enhances connectivity, improves passenger experience, and supports economic growth. The proposed site offers a centralised location and improved facilities compared to the existing on-street bus stops along George Street, Victoria Street West, and Town Hall Street, which will be removed once the hub becomes operational.
- 1.4 The primary objective remains to redevelop the area at 3–15 Osborne Street, and the site has now been cleared, following demolition of the existing buildings, so that the proposed new transport hub can be developed, which

will serve Grimsby and the wider borough. The facility will primarily function as a central bus station, complemented by ancillary transport and amenity services. Initial feasibility studies (RIBA Stage 1) and discipline-specific studies (RIBA Stage 2) have been completed. The project team continues to engage with internal stakeholders, transport operators, and community groups to ensure the hub meets user needs and aligns with regional planning objectives.

### **RIBA 1 and 2 Design Development**

- 1.5 The Osborne Street site offers strategic advantages in terms of connectivity, accessibility, and economic support, making it an appropriate location for this significant infrastructure investment.
- 1.6 RIBA Stage 1 focused on defining the strategic brief and preparing the initial project outline. Key activities included:
  - Feasibility studies assessing site conditions, infrastructure, and constraints.
  - Stakeholder engagement with local authorities, transport operators, and community groups
  - Detailed site analysis of physical, environmental, and social context
  - Development of a comprehensive project brief outlining objectives and constraints
  - Initial design concepts exploring layouts and configurations.
  - Preliminary cost estimation for construction, operation, and maintenance
  - Risk assessment and mitigation strategies.
  - Sustainability assessment aligned with environmental goals
  - Preparation of an initial project programme and Stage 1 report
- 1.7 This work ensured the project was thoroughly scoped and prepared for subsequent design phases.
- 1.8 RIBA Stage 2 developed preferred options identified at Stage 1 to refine function, cost, and risk. Activities included:
  - Development of 3D architectural design options and internal layouts
  - Feasibility studies covering building structures, drainage strategy, Mechanical, Electrical, and Plumbing (MEP) systems, highways improvements, and quantity surveying.
  - Preparation of preliminary cost estimates and risk assessments

## **Consultation**

- 1.9 RIBA Stage 1 Engagement - Engagement between February and July 2025 focused on NELC officers and Stagecoach (main bus operator).
- 1.10 RIBA Stage 2 Engagement - between July and September 2025, NELC undertook an online public transport survey covering both the Bus Service Improvement Plan and the proposed Transport Hub. 619 respondents, with 478 completing the full survey. Key findings:
- Parking dissatisfaction among car users (229 respondents)
  - 21% of bus users travel 2–3 days per week; shopping and leisure were the most common purposes.
  - Improved waiting facilities ranked as the top accessibility improvement.
  - Safety, accessibility, and environmental considerations scored highly as priorities.
  - Concerns about antisocial behaviour; respondents requested CCTV, lighting, and security presence.

## **Concept Designs**

- 1.11 The concept designs for the Grimsby Transport Hub are outlined in Appendix A. These have been developed by NELC's in-house Architectural team and refined through RIBA Stages 1 and 2. The current designs respond to site constraints and incorporate feedback from stakeholder engagement and public consultation on facilities.
- 1.12 The concept proposes a modern, accessible, and sustainable transport interchange that integrates bus services, cycling facilities, taxi provision, and pedestrian connectivity. Key design principles include:
- Centralised layout to improve passenger flow and connectivity with Grimsby Town railway station and adjacent amenities.
  - Enhanced waiting facilities with real-time travel information and improved safety features
  - Inclusive design ensuring accessibility for all users.
  - Environmental considerations, including energy-efficient systems and sustainable drainage solutions.
- 1.13 The project will incorporate Secure by Design (SBD) principles throughout the design stages to ensure a safe and secure environment for all users. As part of this process, the design team will engage with relevant stakeholders, including community safety partners, Violence Against Women and Girls (VAWG) representatives, and the Design Out Crime Officers (DOCO). This

will ensure that crime prevention, personal safety, and safeguarding considerations are embedded in the emerging design.

- 1.14 Subject to Cabinet approval, these concept designs will progress to RIBA Stage 4 technical design, which will include detailed specifications such as material choices, appropriate security measures, and construction methodologies. This will form the basis for tender documentation and contractor procurement.

### **Planning**

- 1.15 The design team is consulting with the Council's planning department to prepare a planning application, which will be submitted following or concurrent with RIBA Stage 3 development.

### **Phasing**

- 1.16 The scheme has been deigned in such a way that its construction can be phased, as outlined below:
- Phase 1 – The bus apron (the bus stops and internal road space) will be constructed, using individual bus stops. This would enable the facility to become operational and start achieving its intended outcomes (see appendix one).
  - Phase 2 – The development of a building with appropriate shelter, but open sides, which would house passengers and wider amenities (see appendix two).
  - Phase 3 – The enclosure of the building, incorporating glass to fill in the sides of the building.
  - Phase 4 – Development of wider links to Grimsby Railway Station, Abbey Walk Car Park, and wider town centre.

- 1.17 The current budget would enable delivery of phase 1, and this report seeks permission to engage with the Greater Lincolnshire Combined Authority (GLCCA), regarding funding opportunities that would enable phase 2 at least. The work undertaken to date, plus economic analysis of the scheme also provided, suggests the economic case for development of the Transport Hub provides value for money, via a positive Cost Benefit Analysis, which will support this approach.

### **Procurement**

- 1.18 Following RIBA Stage 4 (Technical Design), the development will provide detailed specifications and construction information, enabling the preparation of tender documentation for the procurement of contractors to deliver the works.
- 1.19 The procurement process to procure contractors for the scheme will be

compliant with the Council's normal procurement procedures.

### **Programme**

- 1.20 Subject to Cabinet approval, it is proposed that design of the RIBA Stage 3 will proceed immediately, which would mean procurement of contractors could commence in Autumn 2026, with construction commencing early 2027.
- 1.21 The first phase of the scheme will be delivered using a mixture of Bus Service Improvement Plan (BSIP) and Brownfield Devolution funding, which has been secured. In terms of phase 2, the council is seeking Cabinet approval to engage with the Greater Lincolnshire County Combined Authority (GLCCA), which will be the primary funder of strategic transport and highways schemes in Greater Lincolnshire, with a view to seeking additional funding to support the development of the Transport Hub building.

## **2. RISKS, OPPORTUNITIES AND EQUALITY ISSUES**

- 2.1 A few key risks have been identified at this stage of the project. These will continue to be monitored and refined as part of the ongoing development of the project.
  - One of the principal risks relates to the overall cost of the project, which currently exceeds the available funding allocation. Work is underway to refine costs through RIBA Stage 3 and to identify and pursue suitable external funding opportunities to mitigate this risk.
  - There is also a risk that the programme may be delayed. This could be a result of delayed planning approval, funding decisions, or procurement processes taking longer than anticipated. To mitigate this, the project team is undertaking early engagement with the Planning Team, reviewing the programme's critical path, and engaging with the procurement team to explore strategies that can support timely delivery.
  - There is a risk of cost escalation, including inflationary pressures and unforeseen site conditions such as utilities or ground conditions. Early site investigations continued development of the risk assessment and early contractor involvement will help manage and mitigate these uncertainties.
  - A further risk concerns the future operational model, which required agreement between the Council, the main bus operator, and the Combined Authority, if required. This will need to be agreed or could risk delay to the scheme or increase operational liabilities. Early discussions are ongoing to explore options and review other facilities for best practice.
- 2.2 **Opportunities**
  - Improved Connectivity: The hub will create a central, integrated transport interchange, improving access to public transport and reducing reliance on private cars.

- **Economic Growth:** Enhanced transport infrastructure will support town centre regeneration, attract investment, and increase footfall for local businesses.
- **Environmental Benefits:** Promotes sustainable travel modes (bus, cycling, walking), contributing to carbon reduction and climate objectives.
- **Enhanced Passenger Experience:** Modern facilities, real-time travel information, and improved safety features will encourage greater public transport use.
- **Social Inclusion:** Better transport links will improve access to employment, education, and services for residents without private vehicles.

### **2.3 Equality Issues**

- **Accessibility:** The hub will be designed to meet inclusive design standards, ensuring ease of use for people with disabilities, older residents, and those with mobility challenges.
- **Safety and Security:** Addressing concerns raised in consultation (e.g. CCTV, lighting, security presence) will improve perceptions of safety for vulnerable groups.
- **Affordability:** Continued engagement with operators to maintain fair pricing and accessible ticketing options.
- **Public Sector Equality Duty:** An Equality Impact Assessment will be completed to ensure the scheme does not disadvantage protected groups and actively promotes equality of opportunity.

## **3. OTHER OPTIONS CONSIDERED**

### **3.1 Do Nothing**

Under this option, the site would be converted into a car park to offset lost parking capacity elsewhere in the town centre. While this would provide short-term parking benefits, it would not deliver the strategic objectives of improving public transport connectivity, supporting sustainable travel, or contributing to town centre regeneration. This option is recommended to be discounted.

### **3.2 Do Minimum**

This option represents the minimum infrastructure required to operate a safe bus facility on the site. It would involve a basic layout with a bus apron and temporary shelter structures. While this approach could be delivered within the current funding allocation, it would not meet the full project objectives. This option was considered but not preferred due to its limited long-term benefits.

### **3.3 Do Something in Phases**

This option would involve constructing the minimum infrastructure initially,

without opening the hub for public use until sufficient funding is secured to complete the full scheme. While this approach would allow immediate use of available funding, it would create uncertainty around completion timescales. This option is being considered but presents operational and reputational risks.

- 3.4 Preferred Options - Two design-led options were developed and assessed during RIBA Stage 2. Both options were assessed against criteria including operational efficiency, passenger experience, cost, and future flexibility. The preferred concept design reflects the outcome of the assessment and consultation feedback.

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

- 4.1 There are potential positive and negative reputational implications for the Council resulting from this decision.
- 4.2 Positive implications include demonstrating the Council's commitment to sustainable transport, town centre regeneration, and improved connectivity for residents and visitors. Delivering a modern, accessible transport hub will reinforce the Council's leadership in promoting economic growth and environmental responsibility.
- 4.3 Negative implications could arise if the project experiences delays, cost escalation, or fails to secure the necessary funding, which may lead to public criticism and reputational risk.
- 1.3. An action plan will be agreed with the Council's Communications Service, covering:
- Compliance with planning and procurement publicity obligations
  - Continued engagement with stakeholders and the public during design development and planning stages.
  - Clear messaging on project objectives, benefits, and funding position
  - Council website, press releases, social media, local media engagement, and stakeholder briefings.
- 4.4 The communications approach will ensure transparency, manage expectations, and highlight the benefits of the scheme while addressing any concerns promptly.

#### **5. FINANCIAL CONSIDERATIONS**

- 5.1 To deliver the full Transport Hub scheme, additional funding beyond those currently identified will be required. The Council will actively explore external funding opportunities, including the Greater Lincolnshire Combined Authority transport and regeneration funding streams; Government grants and competitive funding programmes. Securing external funding will be critical to achieving the full scope of the project.

- 5.2 The decision is to undertake the project on a phased approach, with funding for the first phase secured. Whilst current funding allocations are insufficient to deliver the full scheme, Cabinet is asked to consider whether to proceed with technical design and procurement while seeking additional funding from external sources, including the Combined Authority and other public or private funding streams, is acceptable. No confirmed additional funding is in place at this stage.
- 5.3 At present, no call on Council reserves is proposed. However, if additional external funding cannot be secured, Cabinet may need to consider alternative financing options, which could include reserves or borrowing. This will be subject to further decision-making.
- 5.4 Currently, the Council has allocated £3.7m from Bus Service Improvement Plan (BSIP) funding, and £1.9m from Brownfield Devolution funding, a total of £5.6m, which together are sufficient to deliver the demolition of the Osborne St building units and the Do Minimum option.
- 5.5 Economic appraisal indicates a Benefit-Cost Ratio (BCR) of higher than 1, i.e., the benefits outweigh the costs of project, which will support any prospective funding bid. The scheme is expected to deliver net positive benefits, including improved passenger experience, reduced congestion, and environmental gains. These benefits, combined with strategic regeneration impacts, support the case for investment.
- 5.6 While the primary purpose of the Transport Hub is to improve connectivity and passenger experience, there is scope to offset operating costs through revenue generation. Opportunities may include commercial concessions such as kiosks or food vendors, advertising and sponsorship within the hub and rental income from ancillary spaces and charges for services such as parcel lockers.
- 5.7 Future operational models will explore these options alongside planning contributions and partnership arrangements to ensure financial sustainability and alignment with Council policies.

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

- 6.1 The project will continue the regeneration of Grimsby Town Centre, strengthen the local economy, and improve infrastructure and transportation services which will have positive impacts on health, wellbeing, and safety within the town. Improvement to bus services infrastructure will support children traveling safely through the Borough and support transport to the Onside Youth Zone.
- 6.2 Engagement with young people has been undertaken as part of the facilities survey, and their feedback has informed aspects of the concept design. The Council will continue to involve young people in future consultation stages to ensure the Transport Hub meets the needs of all users.

## **7. CLIMATE CHANGE, NATURE RECOVERY AND ENVIRONMENTAL IMPLICATIONS**

7.1 The project has considered, and will continue to consult with, the Council's environmental and climate change officers to ensure sustainability and low-carbon initiatives are embedded throughout the design and delivery stages.

7.2 Key considerations

7.3 Key considerations include:

- Incorporating energy-efficient systems and materials within the technical design
- Implementing sustainable drainage solutions (SuDS) to manage surface water
- Minimising environmental impact during construction and operation.

## **8. PUBLIC HEALTH, HEALTH INEQUALITIES AND MARMOT IMPLICATIONS**

The project is expected to have positive public health and social inclusion impacts by improving access to sustainable and affordable transport. This can encourage a shift away from car use, and increase physical activity such as walking, cycling and multi-modal journeys. By consolidating dispersed on-street bus stops into an accessible transport hub, the scheme will make it easier for people to choose healthier and more convenient travel options.

## **9. CONSULTATION WITH SCRUTINY**

Scrutiny has been consulted on the proposals, with the matter considered at the meeting held on 13 January 2026. Members were supportive of the project progressing to the next stage of development. During the discussion, Scrutiny emphasised the importance of ensuring that security and personal safety are fully considered within the design process, particularly in relation to the needs of women and girls. Members encouraged the integration of Secure by Design principles and early engagement with relevant community safety partners as the scheme progresses through detailed design stages.

## **10. FINANCIAL IMPLICATIONS**

Funding will be allocated in line with each approved phase of the project. Grant funding for phase one has already been identified (see paragraph 5.4), and subject to this decision, will be incorporated into the capital programme as required. Allocation of future capital resources will depend on Cabinet approval of subsequent phases and the securing of additional external funding.

## **11. LEGAL IMPLICATIONS**

11.1 The delegations sought are appropriate for a project of this nature, at this stage. Consideration has been properly had for design, planning considerations and the procurement of contractors.

- 11.2 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 Procurement Act 2023 and supported by relevant officers. Legal Services will support the completion of the contractual documentation on award.
- 11.3 The incremental approach to realisation of various phases appears prudent and ensures methodical progress, subject to the availability of funding, and at a pace to enable continual monitoring and evaluation.

## **12. HUMAN RESOURCES IMPLICATIONS**

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

## **13. WARD IMPLICATIONS**

The Grimsby Transport Hub sits within the West Marsh Ward, but its impact will reach the whole borough.

## **14. BACKGROUND PAPERS**

Cabinet report 18<sup>th</sup> September 2024 - [10.-Grimsby-Transport-Hub-Design.pdf](#)

## **15. CONTACT OFFICER(S)**

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**Appendix One – Concept Designs – Phase One**









**Appendix Two – Concept Design – Phase Two**





