

PORTFOLIO HOLDER HOUSING, INFRASTRUCTURE & TRANSPORT

DATE	14 November 2025
REPORT OF	Councillor Stewart Swinburn, Portfolio Holder Housing, Infrastructure and Transport
RESPONSIBLE OFFICER	Carolina Borgstrom – Director for Environment, Economy and Infrastructure
SUBJECT	25-21 Cleethorpe Road – Bus Service Improvement Plan - Delivery of bus lane, including additional loading and disabled provisions
STATUS	Open
FORWARD PLAN REF NO.	PHHIT 11/25/02

CONTRIBUTION TO OUR AIMS

The proposed bus lane on the eastbound carriageway of Cleethorpe Road, including subsequent additional loading and disabled provisions in the local area will support the delivery of efficient local bus services and provide improved public transport accessibility around the borough. This will support stronger businesses within the area as well as contributing to the health and wellbeing of all road users, business owners and visitors to the area by ensuring consistent and punctual bus services, and in turn, increasing bus patronage.

EXECUTIVE SUMMARY

Following an independent bus priority study of North East Lincolnshire, the eastbound carriageway of Cleethorpe Road was identified as a location where buses were running slow, particularly at peak times. Therefore, the independent bus priority study recommended the delivery of a bus lane in this area to improve the flow of buses along a key bus corridor.

RECOMMENDATIONS

It is recommended that:

- a) Approval be granted to the making of the necessary Traffic Regulation Orders (TROs) to introduce a bus lane on the eastbound carriageway of Cleethorpe Road, along with the introduction of additional loading and blue badge holder parking provisions in the area, as shown indicatively in the plans in Appendix A, B & C.
- b) In the event there are unresolved material objections to the Order, these are referred back to the Portfolio Holder for Housing, Infrastructure and Transport for determination and decision as to whether or not the Order be confirmed and executed.

REASONS FOR DECISION

The proposed delivery of a bus lane on the eastbound carriageway of Cleethorpe

Road, including additional loading and disabled provisions in the area, will ensure the free flow of local bus services, in turn providing consistent and punctual bus services, which will work towards the target of boosting bus patronage back to pre-Covid-19 levels. By removing some current parking bays on the eastbound carriageway of Cleethorpe Road to provide a bus lane, it alleviates the current issues for local bus services being caught in congestion or being held up by parked vehicles.

1. BACKGROUND AND ISSUES

The Councils Enhanced Bus Quality Partnership has reviewed recommendations from the bus priority study (developed by external transport consultants Systra), and prioritised the available schemes based upon various factors including benefits to local bus services. Cleethorpe Road bus lane was one of the schemes which was prioritised for funding following the scheme sifting process. The eastbound carriageway of Cleethorpe Road is an area where buses are identified as running slowly, particularly at peak times.

2. RISKS, OPPORTUNITIES AND EQUALITY ISSUES

2.1. In order to understand the impact of the proposed bus lane on existing traffic flows, the Council commissioned external transport consultants (Local Transport Projects) to conduct a Traffic Model assessment. Their assessment concluded “the provision of the bus lane extension is unlikely to significantly impact the lane usage/driver behaviour along the A180 given the on-street parking along the A180.”

2.2. To reduce the risk of the Council receiving material objections and to reduce reputational and communication risks, a pre-consultation was carried out in February 2025 with businesses in the vicinity of the proposed bus lane. The results and feedback received during the pre-consultation helped shape the bus lane design seen in Appendix A, and subsequent proposals on Tomline Street, Kesgrave Street & Nacton Street (Appendix B & C), which is designed to consider the needs and requirements of all road users along with requirements for loading and parking facilities.

2.3. Approximately 27 letters were sent as part of the pre-consultation, 11 objections were received from local businesses (41% response rate) and 1 email from local Ward Councillors raising concerns with the proposal. The main concerns raised were:

- Customer access for short stay & the removal of current free customer parking
- Staff being forced to pay for parking during difficult financial times
- Issues with delivery and loading/ unloading access
- Concerns regarding customer access for those with limited mobility
- Increased traffic congestion as a result of the bus lane
- Staff safety when walking to nearby parking at night

2.4. Following this pre consultation, the Council amended the proposed bus lane and included some additional provisions to support the local businesses. These can be seen in Appendix A, B & C, and summarised below:

- The proposed bus lane to start after Tomline Street to retain the off-carriageway parking bays between Freeman Street and Tomline Street. The bus lane would be in force from 16:30 – 18:30 Monday to Saturday, in line with existing bus lanes in the area. This means that only authorised vehicles, such as local buses, can drive within the bus lane during these hours.
- Introduction of 'No Waiting At Anytime Restrictions' on Nacton Street to enable loading access to the rear of buildings.
- New loading bay to be installed on Tomline Street.
- Blue badge parking bays to be installed on Kesgrave Street to ensure accessible parking is maintained.
- Double yellow line restrictions would be in place within the bus lane, allowing loading within the bus lane (outside of operational hours), but no parking.
- Improvements to personal and vehicle safety made to Strand Street through the provision of CCTV cameras to enable safe, free all-day parking.
- Existing car park on Orwell Street to provide 2 hours of free parking to ensure customers and visitors to local businesses can still park for free (see TRO Report: *The Borough of North East Lincolnshire Council (Off Street Parking Places) Order 2022 (Amendment no.12 2025) – Introduction of two hours free parking*). The CCTV cameras in Orwell Street car park have recently been renewed, improving personal and vehicle safety.
- Existing parking on the Westbound carriageway of Cleethorpe Road to remain unchanged.
- Removal of 1 hour stay parking bays on Orwell Street, which are no longer required due to the availability of free 2 hours parking in the car park. 'No Waiting At Anytime' restrictions to be installed in place of the removed 1 hour stay bays.

2.5. Should this proposed bus lane with associated loading and disabled provisions not be implemented, the risks are:

- Traffic flows will continue to be compromised by obstructive vehicles, causing continued traffic build up on an already busy bus route.
- The bus service would continue to operate slower in this area and be impacted by parked vehicles and traffic congestion.
- If the Bus Service Improvement Plan (BSIP) funding is not spent on bus priority, then the Council may have to return the funding to the Department for Transport (DfT).

2.6. Should this proposal be adopted, the opportunities are:

- To improve the operation of bus services.
- To provide traffic flow benefits.
- To be seen as taking a proactive approach by Stagecoach East Midlands and the DfT in ensuring improvements and benefits to local bus services are being delivered.
- Increasing bus passenger numbers.

- By introducing mandatory restrictions which are fully backed by a legal TRO will enable NELC's Civil Enforcement Team to enforce any vehicles parked in contravention, under the Council's Civil Parking Enforcement (CPE) powers.

2.7. An Equality Impact Assessment (EIA) has been undertaken based upon the designs included in Appendix A, B & C. The EIA identifies the scheme will initially impact on age, disability and pregnancy characteristics. Staff and customers would no longer be able to park directly outside of some businesses on Cleethorpe Road. To mitigate this risk, improvements would be made to existing parking facilities, such as Orwell Street car park. In addition, accessible disabled parking bays will be provided on Tomline Street and Kesgrave Street.

3. OTHER OPTIONS CONSIDERED

- 3.1. Deliver a bus lane without the additional loading and disabled provisions, or improvements to parking, such as 2-hour parking in Orwell Street. This option is not recommended as it will have a negative implication on the local businesses that currently utilise Cleethorpe Road.
- 3.2. Do nothing. This option is not recommended given the bus operation issues identified, and the available opportunities through this project.

4. REPUTATION AND COMMUNICATIONS CONSIDERATIONS

- 4.1. It is expected that there will be potential for negative reputational implications for the Council resulting from the decision. To mitigate this, the Council will ensure open and clear communication with local businesses and residents. Overall, the proposed bus lane and subsequent changes would allow greater use of the highway and surrounding area, with little implication on local businesses and/or other road users. Where opportunities for loading, customer, and disabled parking will be reduced, these are mitigated through the provision of additional loading bays, additional blue badge parking, and the availability of 2 hours free parking in Orwell Street car park.
- 4.2. If approval is given to this proposal, the Order will be formally advertised in accordance with the statutory Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. Public notices will be published in the local press to advise of the Council's intention to make the Order. This provides a formal opportunity for anyone to object to the making of the order.

5. FINANCIAL CONSIDERATIONS

The recommendation would be fully funded through the BSIP, so therefore will not require additional expenditure from the Council.

6 CHILDREN AND YOUNG PEOPLE IMPLICATIONS

There are unlikely to be any specific implications for children and young people as a result of this proposal beyond the implications for all road users.

7 CLIMATE CHANGE, NATURE RECOVERY AND ENVIRONMENTAL IMPLICATIONS

This proposal would reduce the current bus idling times from traffic congestion. Best practice guidance shows that an idling engine can produce twice as many exhaust emissions as an engine in motion. Exhaust emissions contain a range of air pollutants such as carbon monoxide, nitrogen dioxide, and particulate matter. These can affect the air quality of the surrounding environment; therefore it is envisaged that this proposal would provide some benefit to climate change and environmental impacts.

8 CONSULTATION WITH SCRUTINY

There has been no consultation with Scrutiny in relation to this matter.

9 FINANCIAL IMPLICATIONS

As detailed above, the recommendation would be fully funded through the BSIP, so therefore will not require additional expenditure from the Council.

10 LEGAL IMPLICATIONS

- 10.1 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.
- 10.2 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.
- 10.3 Regulation 8 makes provision for objections and regulation 14 allows the Council to modify a TRO before it is made.
- 10.4 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.

11 HUMAN RESOURCES IMPLICATIONS

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

12 WARD IMPLICATIONS

- 12.1. The proposal relates to issues within the East Marsh Ward.
- 12.2. Following the pre-consultation in February 2025, a number of engagement sessions have been held with the East Marsh Ward Councillors to discuss the proposed scheme.

13 BACKGROUND PAPERS

[Local Authorities' Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1996](#)

[Road Traffic Regulation Act 1984](#)

[Road Traffic Regulation Act section 122](#)

[The Traffic Signs Regulations and General Directions 2016 No 362](#)

[North East Lincolnshire Bus Service Improvement Plan June 2024](#)

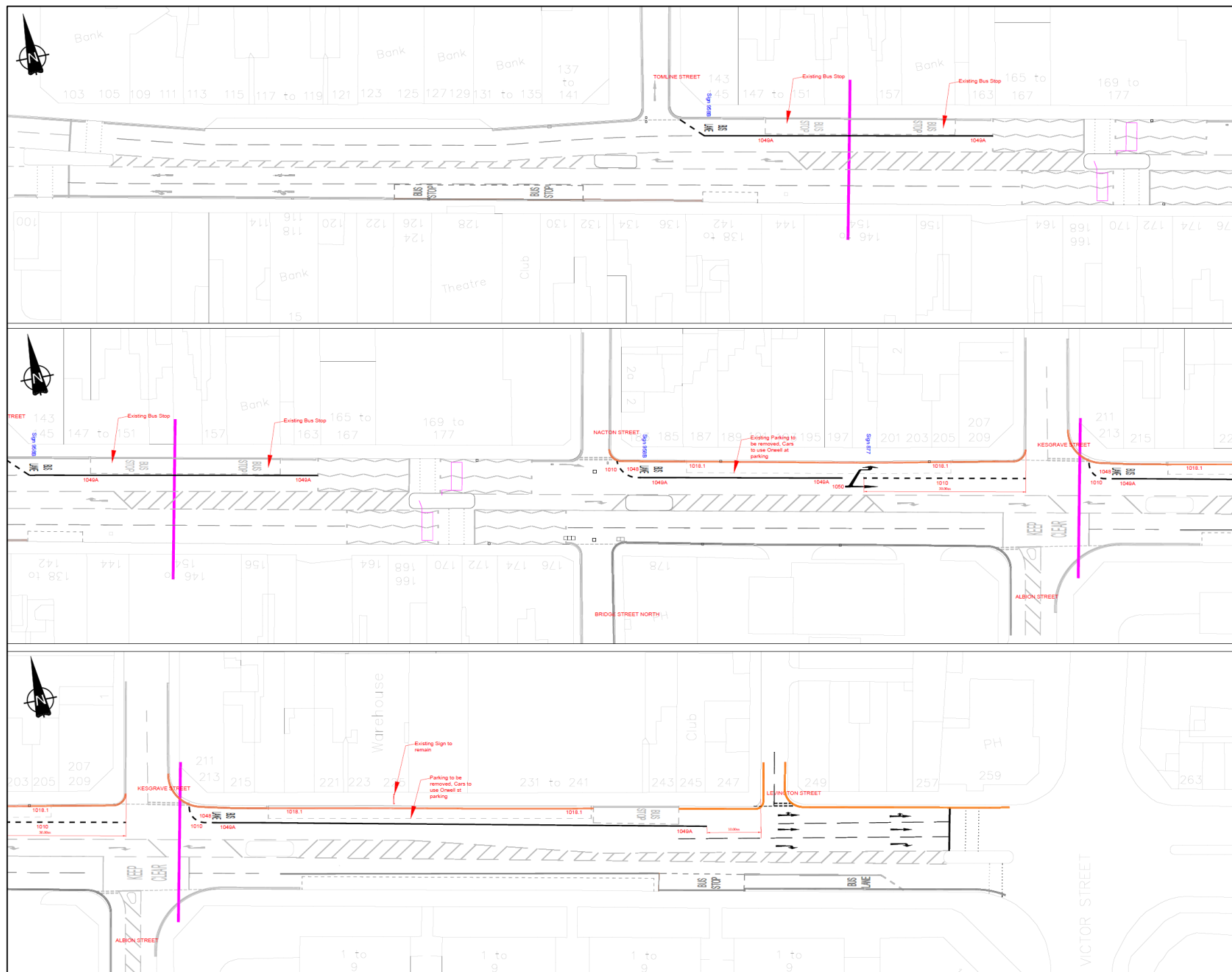
14 CONTACT OFFICER(S)

14.1 Paul Evans, Assistant Director - Infrastructure, NELC, (01472) 323209.

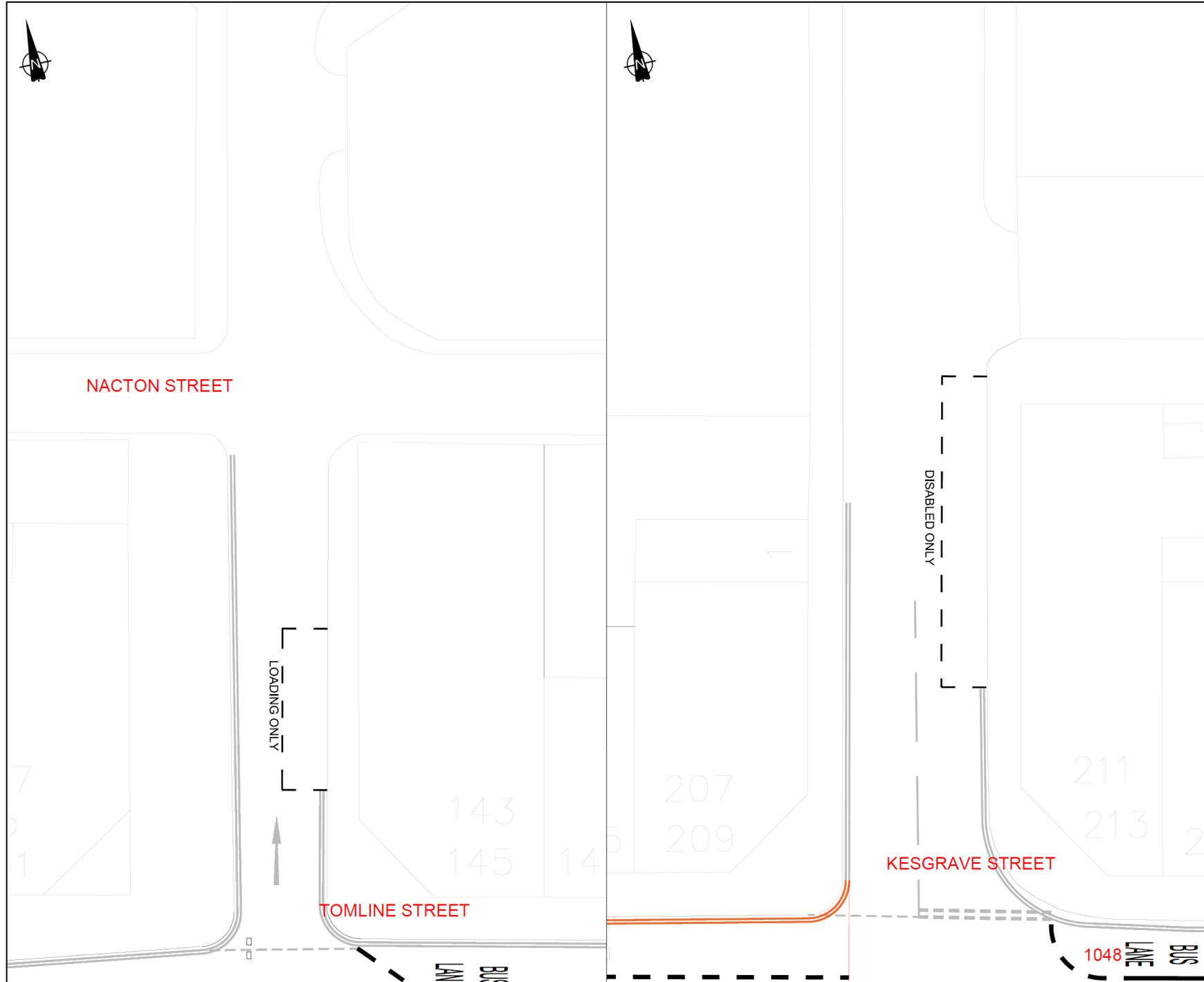
14.2 Martin Lear, Head of Highways and Transport, NELC, (01472) 324482.

COUNCILLOR STEWART SWINBURN
PORTFOLIO HOLDER HOUSING, INFRASTRUCTURE AND TRANSPORT

Appendix A – Cleethorpe Road Bus Lane



Appendix B – Proposed Loading & Disabled Bays



Appendix C – Proposed ‘No Waiting At Anytime’ Restrictions on Nacton Street

