

## Chapter 18

# Coastal (South)

Skegness

Skegness Central

Skegness Town Centre

Burgh Le Marsh

Chapel St. Leonards

Chapel St. Leonards Village Centre

Ingoldmells

Ingoldmells Village Centre

Wainfleet All Saints

Croft

Hogsthorpe

Orby

Wainfleet St. Mary

Welton Le Marsh

Addlethorpe

Anderby Creek

**PART A**

## Chapter 18.

### Coastal (South) Area

18.1 The coastal area centred on Skegness has seen considerable growth in terms of houses built over the past ten years. This has been accompanied by further recent allocations of land for new housing in the 1990 Alteration No. 1 to the 1985 Skegness Local Plan and reviews of the informal Village Plans for Burgh le Marsh and Chapel St. Leonards. Therefore, there is a large stock of as yet unimplemented housing allocations. The main reason for growth seems to have been the attraction to the area of people of retirement age encouraged by markedly lower land and property prices compared to most other parts of the country. Also, it has long been a favourite place to retire from the traditional catchment areas of Skegness as a resort i.e. the East Midlands and South Yorkshire.

18.2 Generally, the area already has a far higher allocation of housing land relative to others in the District and the Council does not wish to add to this particularly when the amount of housing land left to allocate from the Structure Plan figure is so restricted. Neither does it wish to see the present District allocation largely taken up by speculative retirement housing when the local and wider community would benefit more from a structured and balanced growth.

18.3 The Council will not attempt to revoke existing planning permissions in the Skegness area but realises that such a high building rate of the boom period 1987 to 1989 cannot continue annually through the Plan period. It assumes that much of the larger areas already allocated for housing will not be completed by 2001. Therefore, the Plan introduces a broad level of phasing on larger sites to allow other sites to be allocated for housing

elsewhere in the District where the need is greater and the likelihood of early development is higher.

18.4 Whilst the Plan recognises and provides for the dominant holiday role of the coastal area, the disadvantages of the seasonal or part-time nature of employment in tourism, such as low wages, cannot be underestimated. Therefore the Plan also aims to encourage local job opportunities and additional community facilities particularly in the main villages so as to maintain balanced and sustainable communities. At the same time, provision is made in the smaller villages and other settlements for a limited amount of housing development to cater for immediate local needs.

18.5 If services and facilities are to be provided effectively and economically, it is important to reinforce a service centre policy with one of preventing new, scattered development. Dispersed patterns of development incur higher distribution costs of services, both public and private, and can inhibit new investment and enterprise. Therefore, Policy DC1 will need to be applied quite rigorously in this area.

## **Skegness (Inset Maps 40, 40.1, 40.2)**

18.6 Since the Skegness and Ingoldmells Local Plan 1985 was first prepared in 1985, many changes at both national and local level, have occurred in, for example, holiday preferences, attitudes to environmental issues, population migration, economic priorities and the role and function of various agencies (including Local Planning Authorities). Some of these changes have resulted in development on the ground such as the Hildreds Shopping Centre, further spread of touring caravan sites, expanding bungalow estates and an extended coastal SSSI. Nevertheless, reconciling development pressures stemming from the town's dual role, as the District's premier holiday resort and one of its two primary service centres, is a continuing major issue.

### **Housing**

18.7 Land for housing in Skegness was recently reviewed in response to the building boom years of 1987/88 and resulted in further allocations being made through Alteration No. 1, adopted in 1990 to the Skegness and Ingoldmells Local Plan 1985. Inadequate drainage infrastructure in the town was found to be inhibiting further housing development. Therefore, a very large area at Beacon Park was allocated to enable the necessary major improvement works to be economically viable. Alteration No. 1 stated that outline planning permission would therefore only be granted on the whole site. However, it is evident from the cyclical rise and fall in demand and house building rates, that the whole of this allocation will not be constructed within the Plan period.

Therefore, the development brief for the area lays down a phasing plan. Development will progress in a general east to west direction to consolidate existing development and road

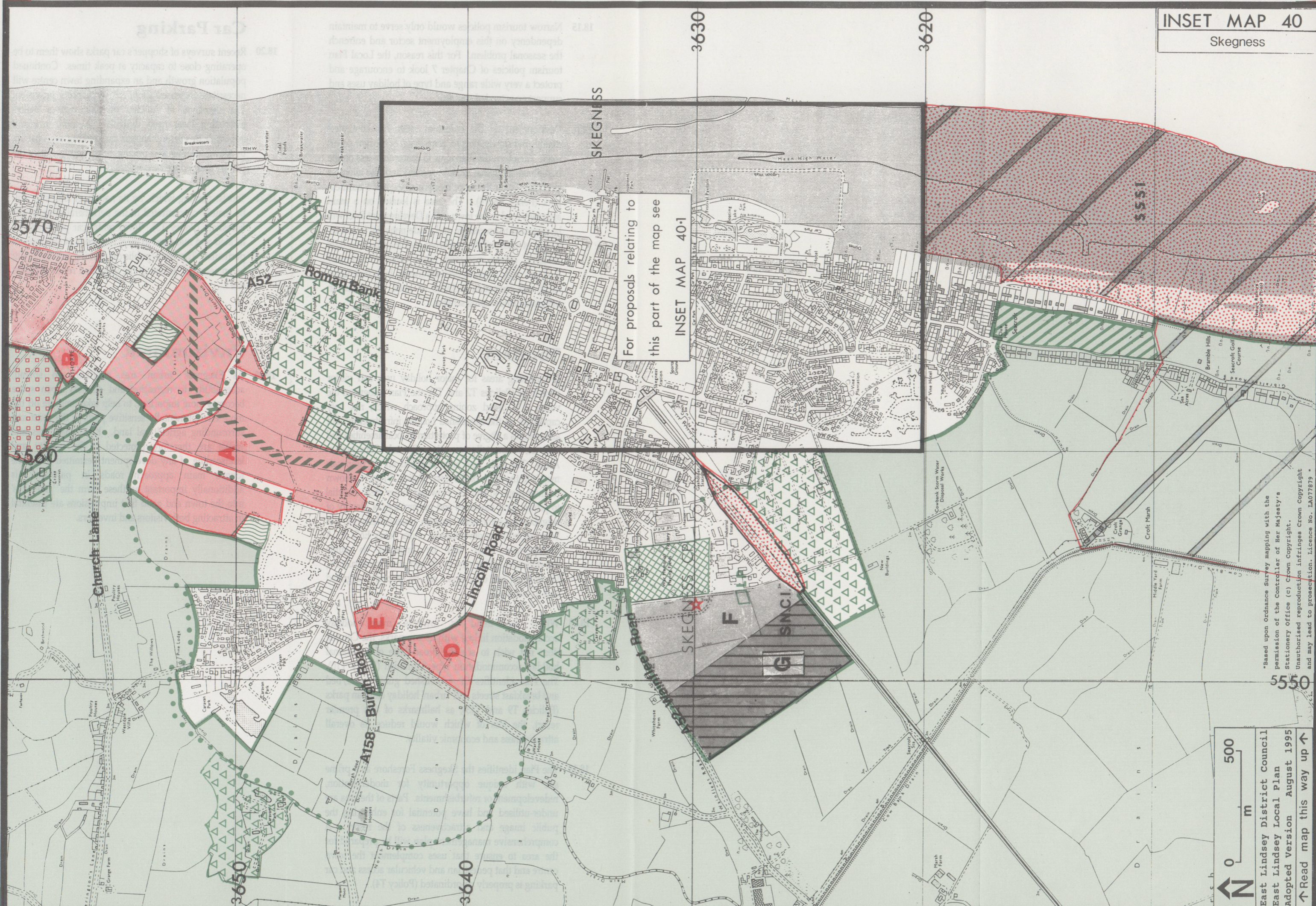
infrastructure in particular and to avoid isolated or ribbon development in the open countryside. Only Phases 1 and 2 are identified (Site A) on the proposals inset map as likely to be developed in the Plan period. The rest will likely be developed after 2001, or if necessary, brought forward only after a review of the Plan. Detailed permission will be granted in accordance with the phasing and the agreed, co-ordinated plan for the development of the whole site. Other Sites (B,C,D and E) are allocated which largely represent existing planning permissions.

18.8 For a town of its size and population structure, Skegness would be expected to generate demand for a range of housing types including low cost, family houses or flats. However, if large speculative developments serve only the retirement market, local needs will not be met. Therefore, new schemes will be required to show how the range of local housing needs can be provided for (Policy H1).

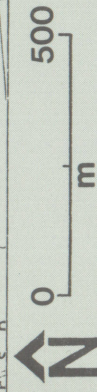
### **Town Centre**

18.9 previous policies have been fairly successful in regulating the competing demands of permanent and holiday uses in town centre premises. However with a resident population of nearly 17,000 now and policies aimed at continued population growth, the town centre is no longer dependant on the holiday trade to function as one of the District's two primary local service centres (although individual businesses may rely on visitors' custom). The Local Plan recognises that both sectors need to evolve further without imposing further constraints on the other. Therefore, a separate area has been allocated for amusement centres (Policy T5) and holiday facilities and attractions will be directed to the foreshore (Policy T4).

18.10 Given the Council's growth oriented policies, expansion of the town



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INSET MAP 40-1



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centre in terms of area, shopping floor space and range of services, will be essential. The Plan proposes several measures to maintain and enhance the shopping and service role.

18.11 Within an extended town centre area, the Plan calls for improved traffic management including an extended pedestrian priority scheme along the west end of High Street. Pedestrian priority and environmental improvements will need to be carried out under an agreed partnership scheme between the County Council as Highway Authority, the District Council as Local Planning Authority and local businesses fronting High Street.

18.12 In addition to protecting the key shopping frontages (Policy S4), the Plan identifies opportunities for additional floorspace. As Skegness is not a historic centre, there is far greater opportunity for refurbishment or redevelopment to provide a variety of additional town centre services and facilities. Sites J,K and L are indicated in and adjacent to the town centre on Inset Maps 40.1 and 40.2.

18.13 More detailed Development Briefs will be prepared by the Council's Planning Policy team so that any access difficulties can be properly resolved and uses co-ordinated, to be compatible to other Local Plan Policies. In particular, redevelopment proposals may be required to contribute to shoppers car parking provision (Policy TR6).

18.14 Whilst the population of Skegness has grown to nearly 17,000 permanent residents in 1990, unemployment is still exceptionally high and continues to show a heavy seasonal bias, being well over twice the national average rate in winter.

18.15 Narrow tourism policies would only serve to maintain dependency on this employment sector and entrench the seasonal problem. For this reason, the Local Plan tourism policies of Chapter 7

look to encourage and protect a very wide range and type of holiday uses and support an extended season.

18.16 Development on the industrial estate has continued steadily but slowly, despite completion of the new access road. Therefore, the Plan aims to concentrate less on the traditional 'industrial estate' approach and also allocates land (Site G) for the more modern concept of a business park (Policy EMP4). The area is located on a main approach road to the town and a Development Brief will be prepared to encourage and guide potential investors. A mix of uses will be preferred and may include light industry, offices, non-food retail, other commercial/business uses, research establishments, high tech units, sport and recreation facilities or hotel, all within an integrated landscaping scheme.

## **Tourism**

18.17 In allocating areas for major holiday uses and visitor attractions (Policies T2 and T7), the Plan recognises the value of a broad zoning approach which, not only capitalises on the established holiday infrastructure, but also ensures a degree of protection to local amenities and the environmentally sensitive Coastal Conservation Areas. The main new area identified on the proposals map is to the north of the town (Policy T7) and is shown on inset maps 40 and 43. However, other areas essential to protect local amenities and prevent loss of identity of neighbouring settlements through visual coalescence, will be protected from development under Policy ENV20. A Development Brief will be prepared to guide development so that new roads and other infrastructure, landscaping and open space can be properly integrated and co-ordinated.

18.18 Whilst the trend is towards more holiday accommodation linked with leisure parks, the Council does not wish to see

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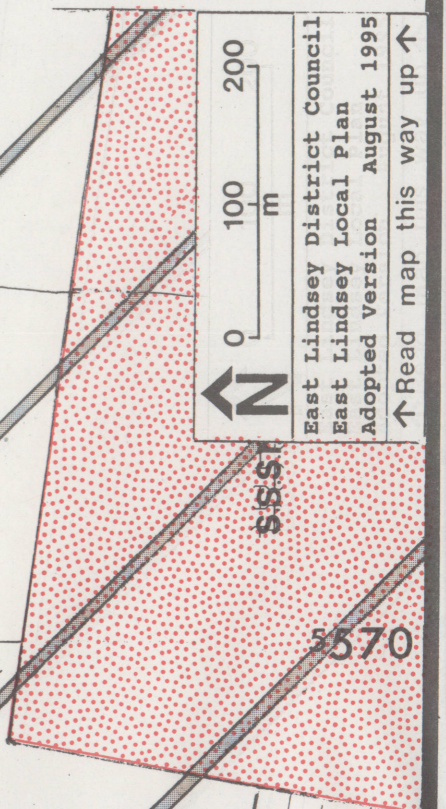
**INSET MAP 40-1**  
Skegness : Central

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the broad base of traditional holiday accommodation types diminish (Policy T10). The Plan identifies the established guest house/bed and breakfast streets and 'urban' holiday caravan parks (Policies T9 and T13), as hallmarks of this premier resort, the loss of which would reduce its overall attractiveness and economic vitality.

18.19 The Plan identifies the Skegness Foreshore as a prime site with unique opportunity for modernisation, redevelopment or refurbishments. Parts of the area are under-utilised and have potential for enhancing the public image and attractiveness of the resort. A comprehensive management plan will be prepared for the area to ensure that uses complement the town centre and that pedestrian and vehicular access and car parking is properly co-ordinated (Policy T4).

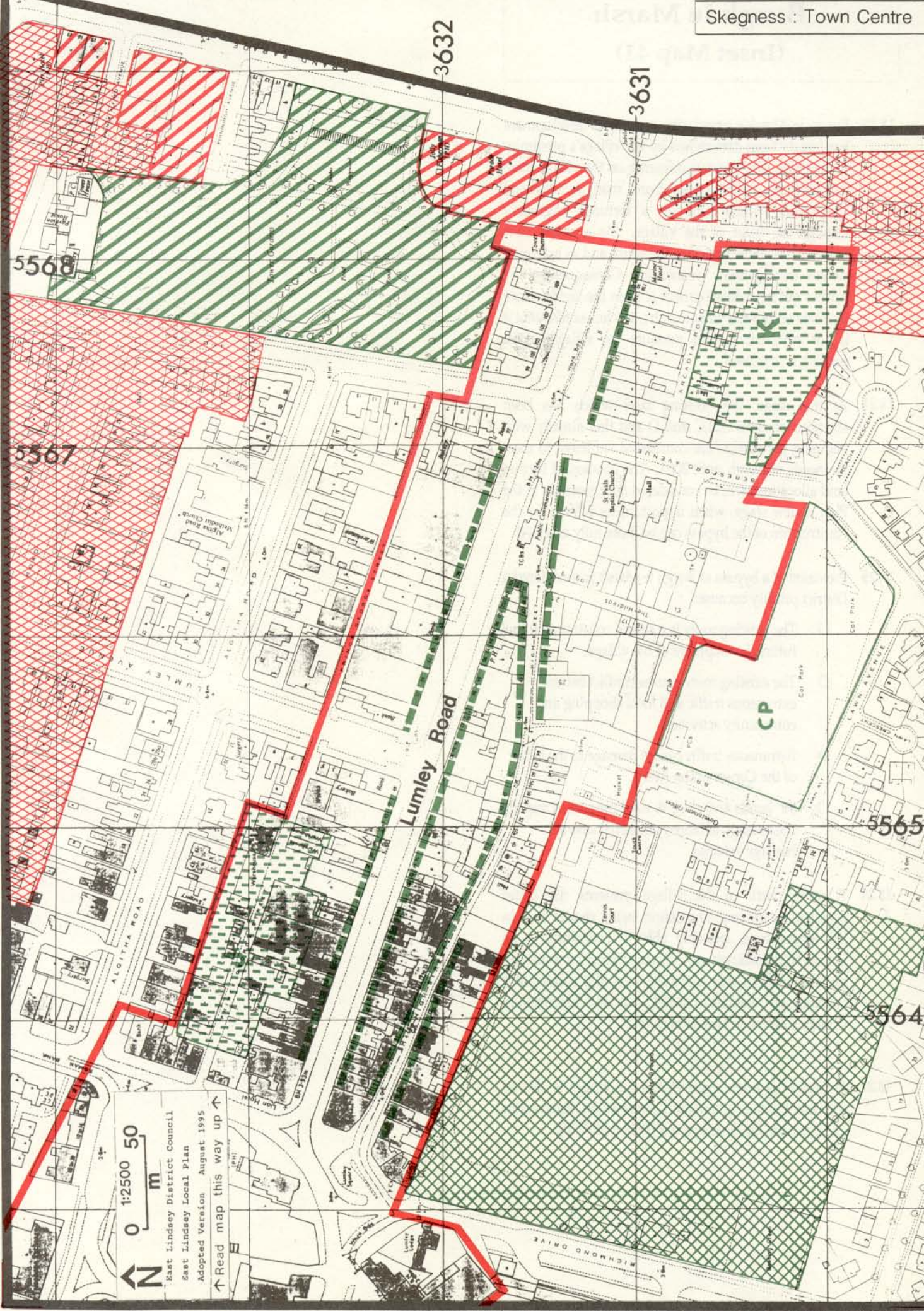
### **Car Parking**

18.20 Recent surveys of shopper's car parks show them to be operating close to capacity at peak times. Continued population growth and an expanding town centre will necessitate increased shopper's car parking provision. The demands of holiday or day visitors makes estimating local need difficult. A more stringent approach to visitor/shopper car parking segregation, by siting, signing and pricing, is needed to clarify the picture and reduce congestion.

18.21 Tourist parking which, by its nature, is long stay will be mainly concentrated to the peripheral areas of the Foreshore (Policy T3). Town centre car parks will be located and managed to meet the needs of shoppers in particular. Therefore, public car parking provision will be an essential feature of the identified redevelopment site L.

### **Environment**

18.22 As Skegness' urban area continues to spread, accessibility to recreation and amenity open space becomes more important, to help take pressure off the more environmentally sensitive parts of the coast and surrounding agricultural land. Key urban sites and walks are therefore protected. The quality and landscaping of any development permitted along the town's main approach roads in particular, is additionally important as these form the 'gateways' into the town and good first impressions are essential in attracting both visitors and investors.



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## **Burgh le Marsh (Inset Map 41)**

18.23 Burgh le Marsh's popularity and rapid development has largely been determined by the village's proximity to the coast. The greatest influence on the village form has been the A158 (former trunk road) holiday and lorry route which runs on a tortuous alignment through the heart of the village. As a result, new housing has concentrated to the south and as extensive ribbon development westward. Consequently, the further out new development is from the services and facilities within the village centre, the less convenient it is for pedestrians, and pressure for village centre parking is increased.

18.24 At this stage, the housing land which has been allocated on Sites A,B,C and D and that already with planning permission are considered sufficient to meet the needs of Burgh until 2001. The location of further land allocations will be considered later, possibly at the Plan review stage, when opportunities offered by the construction of the bypass can be more fully assessed.-

18.25 Provision of a bypass at Burgh le Marsh is considered a District priority because:

- The existing route is a severe constraint on the future development of the village.-
- The existing route causes conflict between extraneous traffic and local shopping and community activities.
- Extraneous traffic causes damage to the fabric of the Conservation Area.-
- 90° bends and close-to-road properties impede the passage of larger, modern transport haulage vehicles.-

18.26 A route north of the village presents the better opportunity for implementation, being shorter and, in the longer term, possibly able to contribute to an improved coastal network. Three alternative routes, all on the northern side

of Burgh were the subject of a consultation exercise carried out by Lincolnshire County Council in November, 1992.-

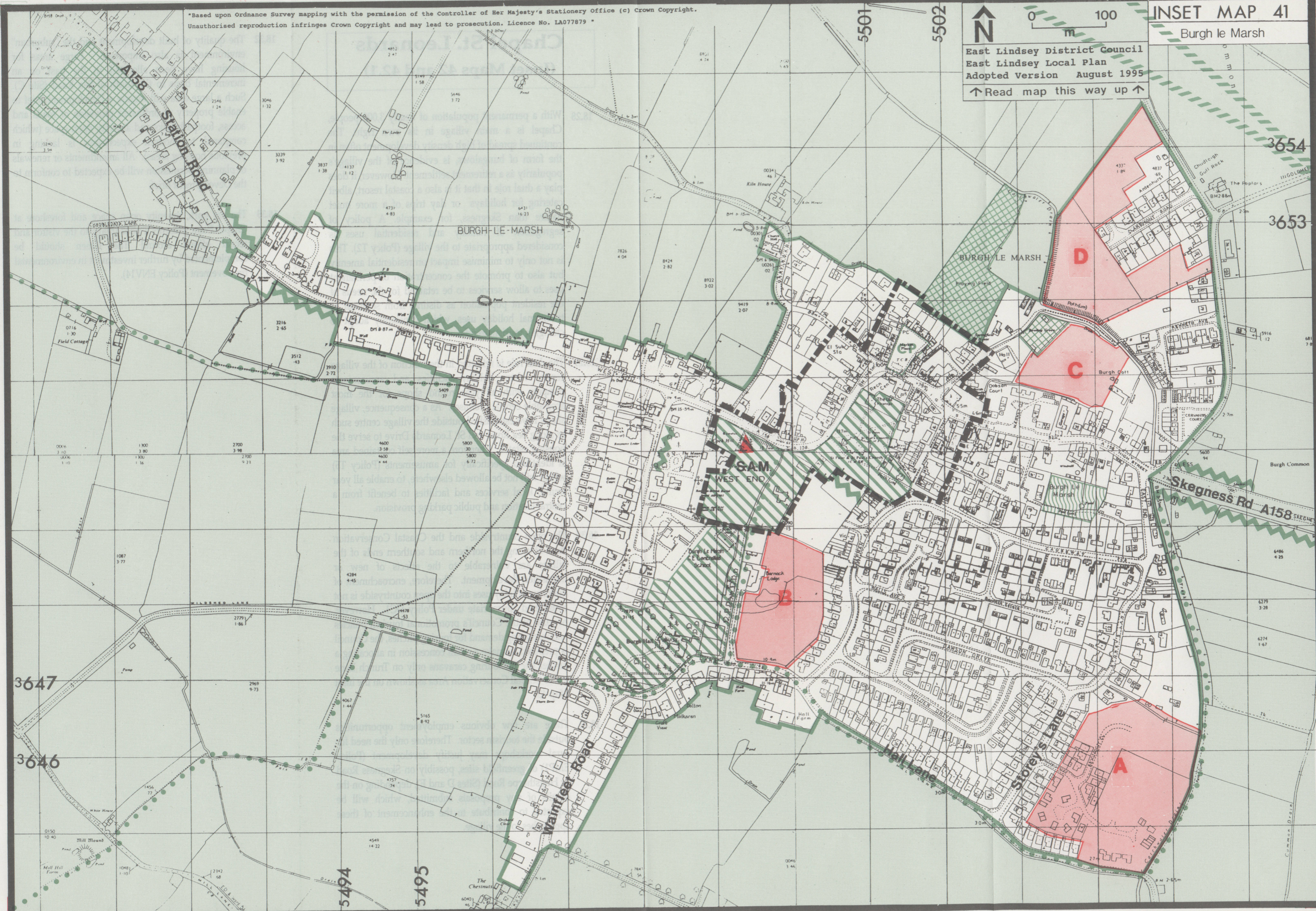
18.27 Protection of open space within the village is also an important issue, given the Conservation Area status and pressure for development (Policy ENV20).

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**INSET MAP 41**  
Burgh le Marsh

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## **Chapel St. Leonards (Inset Maps 42 and 42.1)**

18.28 With a permanent population of nearly 3,000 people, Chapel is a main village in its own right. The continued spread of high density development often in the form of bungalows, is evidence of the village's popularity as a retirement settlement. However, it does play a dual role in that it is also a coastal resort, albeit catering for holidays or day trips of a more quiet nature than Skegness, for example. A policy of segregation of holiday and residential uses is considered appropriate to the village (Policy T2). This is not only to minimise impact on residential amenity but also to promote the concentration of permanent uses to allow services to be retained for the needs of the resident population as distinct from seasonal or traditional holiday uses, which constantly adapt to changing tourism trends.

18.29 The dual role is reflected in the function of the village centre, where holiday facilities and amusements compete with all year round shops for the most accessible central premises. As a consequence, village shops have established outside the village centre such as along Sea Road and St. Leonards Drive to serve the housing estates. Therefore a more self contained area is identified specifically for amusements (Policy T5) which will not be allowed elsewhere, to enable all year round, local services and facilities to benefit from a central location and public parking provision.

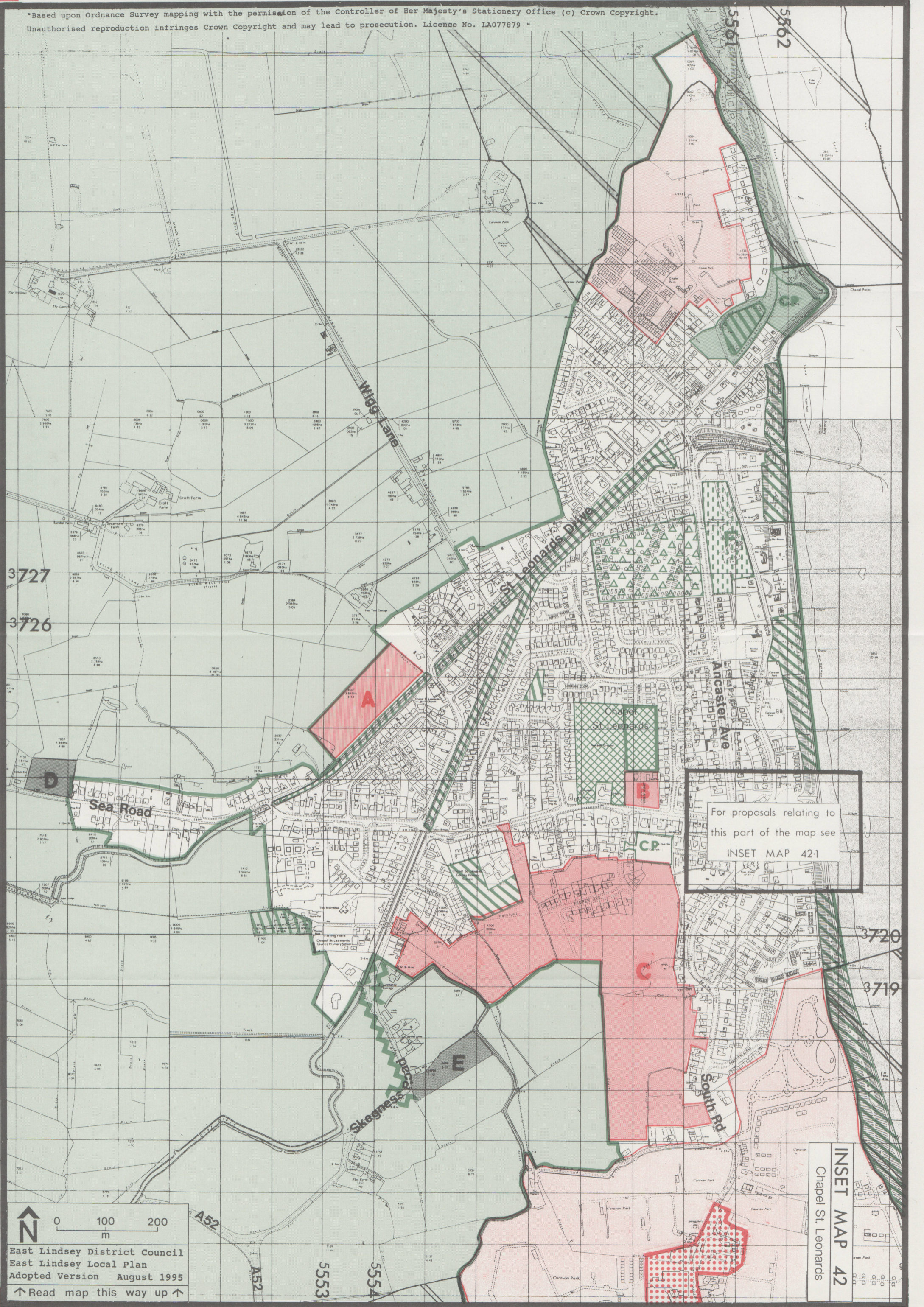
18.30 The open countryside and the Coastal Conservation Area abutting the northern and southern ends of the village are vulnerable to the effects of new or intensified development. Therefore, encroachment of intensive holiday uses into the open countryside is not considered appropriate under Policy DC1. However, because of the Council's promotional tourism policies and

increasing demand for touring pitches, the Council is prepared to make a small concession in allocating a further site for touring caravans only on Trunch Lane in the Coastal Conservation Area as shown on the inset Map 43.

18.31 There are few obvious employment opportunities outside the tourism sector. Therefore only the need for rural workshops may justify development (Policy EMP1) of greenfield sites, possibly on Skegness Road or Hogsthorpe Road (Sites D and E), depending on the details of any proposals submitted, which will be expected to contribute to the enhancement of these approaches to the village.

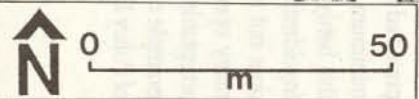
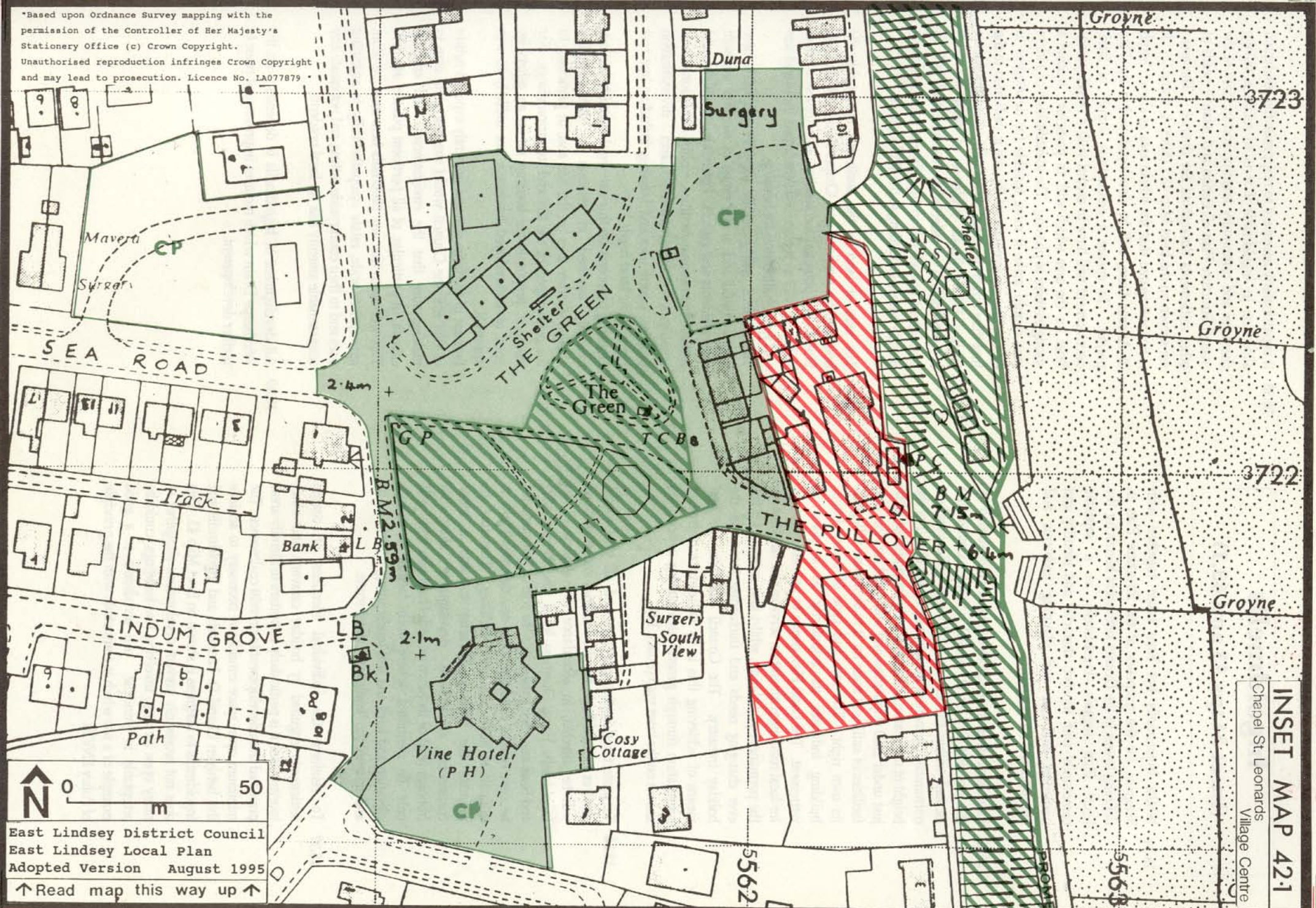
18.32 The quality of built development and the "suburban" environment is also important. Large areas for housing have been allocated in the past on an incremental basis to the south of Sea Road (Site C). Such a large area will require a Development Brief to enable properly co-ordinated provision of roads and access, footpath links and amenity open space (which compared to modern expectations is lacking in previous housing areas). All amendments or renewals of planning permission will be expected to conform to the Development Brief.

18.33 The car park, amenity open space and foreshore at Chapel Point presents a poor image to the visitor and recent efforts around The Green should be complemented by further investment in environmental improvement (Policy ENV14).



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INSET MAP 42-1

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**INSET MAP 42:1**  
 Chapel St Leonards  
 Village Centre