

**Open Report on behalf of Richard Wills,  
Executive Director for Environment and Economy**

Report to:	<b>Environment and Economy Scrutiny Committee</b>
Date:	<b>27 February 2018</b>
Subject:	<b>Environmental Services Property Portfolio</b>

**Summary:**

The Environmental Services property portfolio consists of a significant number of sites and properties ranging from small sites used for accessing the coast up to the ownership of the visitor centre at Gibraltar Point National Nature Reserve. For the purposes of this report no consideration as to property required for operational Waste services are included (Household Waste Recycling Centres etc.)

In general the sites may be broken into 4 separate subsets;

- closed landfill sites,
- picnic and transit sites
- coastal access sites
- environmental sites

The following summary provides general information and considerations regarding each subset whilst reflecting on potential options with regard some of the key sites.

**Actions Required:**

Members of the Environment and Economy Scrutiny Committee are invited to:

- 1) consider the individual recommendations for the various types of property in the Environmental Services portfolio and;
- 2) recommend any priorities for future development or, alternatively, withdrawal of services for consideration by the relevant Executive Councillor.

**1. CLOSED LANDFILL SITES**

- 1.1 7 individual sites where general maintenance is covered through waste services budgets with **Mareham Pastures** Local Nature Reserve being the predominant site supported by the LCC Project Officer and local volunteers and aided through a Community Wildlife Grant. Both **Nettleton** and **Barlings** are let for grazing and as a consequence liabilities for fencing etc.

are moved from LCC. Generally the sites contribute towards the Council's Natural Environment Strategy but not in every case.

1.2 The only potential site of concern is that of **Cow Bank**, Skegness where the site is leased to Seagull Recycling as an environmental training centre. The roadway access to the site is not highway maintainable at public expense but is shared with another premises. The roadway is becoming more hazardous and may need investment in the near future.

1.3 Given the previous usage of the sites as landfill there is very little scope to alter current arrangements and it is highly unlikely anyone other than current tenants would be interested in leasing the land.

#### 1.4 Recommendations

1.4.1 Review management regimes for mowing / repairs at the publicly accessible sites to minimise costs where possible.

1.4.2 For Cow Bank – Assess the costs of improving the road prior to considerations concerning the current lease.

#### 1.5 Outcomes

1.5.1 Minimal opportunities to alter current arrangements

1.5.2 Minimal cost reductions to LCC through improvements to management regimes where possible

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## 2 PICNIC & TRANSIT SITES

2.1 This subset consists of sites that were mainly created in the early 1970s following the formation of Lincolnshire County Council following Governmental recommendations for authorities to provide suitable rest stops on the major arterial roads. These have taken the form of "layby" transit facilities such as at **Willingham Woods**, **Stickney**, **Carter's Plot** (Heckington) and **Leverton** or bespoke sites following the closure of road sections (**Scampton**) or purchase of former railway land (**Stickney** and **Tattershall**). One further site at **Sutton Bridge** is leased from the Crown and provides a facility generally for locals and visitors to the River Nene banks to park prior to walking.

2.2 Most of the sites have toilet facilities which, sadly, can be prone to vandalism with **Stickney** suffering significant damage in 2016 leading to the present closure of the site whilst this property review is undertaken. Some sites are also subject to inappropriate usage of an adult nature.

2.3 Opportunities to operate concessions can be found at **Willingham Woods** and **Tattershall** with a further option at **Carter's Plot** being explored. As part of the leases the concessionaire is expected to undertake the required wardening duties for bin emptying and toilet cleaning. As a consequence a

deduction is made to the rental amount to reflect this. Wardens are also employed at **Legbourne** and **Stickney** where no concessions facilities are available although the latter position has been vacated since the temporary closure of the site. Similarly the funded warden post at **Sutton Bridge** is vacant causing difficulties for the opening and closing of the site to prevent inappropriate activity due to being a remote site from Lincoln.

2.4 The **Leverton** Transit Site was been leased to Boston Borough Council in 2017 and they now maintain the facilities.

## 2.5 Recommendations

2.5.1 At first sight these sites would appear to be of minor value but their popularity with the travelling public remains. Generally situated on former trunk and arterial routes running east – west of the County they provide facilities for coast bound traffic and in developing the wider coastal offer and with the development of the "Coastal Highway" there may be scope for investing in these sites to encourage wider commercial enterprise (concessions).

2.5.2 Whilst it does not appear immediately financially necessary to alter management arrangements this should be kept under review should there be an inability for LCC to keep sites secure through wardening of sites. In these instances initial consideration should be given to offering the site to the local parish council(s) before consideration is given to either closing the site or, as in the case of **Stickney**, removing the infrastructure to leave only public open space and parking facilities.

2.5.3 All sites should be subject to review of management and contractual operations to ensure best value and to minimise LCC input and costs.

2.5.4 Of immediate concern the facilities at **Stickney** need the following decisions

- To refurbish / improve the facilities and employ a warden.
- Consider viability and feasibility to redevelop the site as a caravan / camping site, with the operation of the site leased to generate an income and discharge LCC's ongoing liabilities.
- To remove the facilities in total and retain the site only as a car park and Public Open Space.
- To remove the facilities in total and "gift" the site to the Parish Council as a car park and Public Open Space.

2.5.5 At **Sutton Bridge**, since LCC has no means to open and close the site, it is more prone to inappropriate usage – consideration should be given to re-assigning the remainder of the lease from the Crown Estate to Sutton Bridge Parish Council. Should the parish council decline this opportunity then consideration to closing the site to

visitors for the remainder of the lease or negotiating with the Crown Estate for early termination.

## 2.6 Outcomes

2.6.1 Potential to either close sites or transfer responsibility at a point where ongoing investment is no longer practical.

2.6.2 Potential to retain and invest in specific sites where they have greater strategic importance for other LCC aspirations such as economic development, commercialisation and coastal zone improvements.

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## 3. COASTAL ACCESS SITES

3.1 With Lincolnshire's extensive coastline the County Council owns and manages a number of parcels of land predominantly in the East Lindsey district area between Tetney and Gibraltar Point. This is by virtue of the Sandhills Act of 1932 which vested the land in the then Lindsey County Council for protection against development of the coastal zone and for the purposes of being public open space. This legislation remains extant and as a consequence Council's aspirations towards development of certain sites may be restricted and limited and will require further investigation. Many of the sites also have an environmental designation as either a local or national nature reserve.

3.2 Many of the sites consist of just small areas of land with sufficient parking space for a handful of vehicles to access the foreshore (e.g. **Horseshoe Point, Donna Nook, Rimac**). However in the region between Mablethorpe and Skegness there are a number of sites with greater capacity and, given their location, greater popularity. A number of these sites are in the emerging Lincolnshire Coastal County Park (LCCP) and as such have a wider strategic value for both tourist facilities and environmental management. Considerations for investment in this region and especially around **Huttoft Car Terrace** and **Anderby Creek** car park will need to be made although the current budgetary situation would not cover the scale of investment required to develop the sites significantly.

3.3 Due to the Sandhills Act and the limited size and scope of the land outside of the LCCP area it is not envisaged that any alterations other than a review of the grounds maintenance regimes for the sites in these locations will be made. All these sites have open access and are not warded in any way.

3.4 Some of the LCCP coastal access sites suffer from known anti-social behaviour and the **Huttoft Car Terrace** also has issues of overnight stays and the hogging of the available area by inappropriate parking by larger motor home owners. Various management operations have been implemented with a lack of genuine success. Height restricting barriers have been installed which are almost immediately vandalised and removed

posing a significant drain on resources and bylaws for the various sites have proved largely unenforceable although consideration as to whether these are revoked in favour of other opportunities to managing car parking on these sites are being undertaken as part of the LCCP project.

- 3.5 It is clear that to ensure the Council's ambitions concerning the LCCP and delivering a wider coastal "offer" to both the local population and visitors alike significant redevelopment in the existing facilities and / or investment in new infrastructure is required.
- 3.6 LCC is not the sole manager of access to the coastline and the associated public facilities and it is considered important to work with the East Lindsey District Council which operates car parking and toilet facilities at Sandlands as well as managing toilet facilities at **Anderby Creek** and **Huttoft Car Terrace** on LCC land. A summary of toilet facilities in the LCCP region is as follows:

Location	Owned / Managed by	Status
Chapel Six Marshes	LCC	Closed
Anderby Creek	ELDC	Open
Marsh Yard	LCC	Open but at End of Lifespan - in need of replacing or demolishing
Huttoft Car Terrace	ELDC	Open but in poor condition
Sandilands (not LCC Land)	ELDC	Open

### 3.7 Recommendations

3.7.1 For the non-LCCP coastal sites a review of grounds maintenance activity and contracts to ensure effective and efficient delivery to ensure LCC input is minimalised

3.7.2 For the sites within the LCCP region consideration at each site should be given to:

- Car Parking provision, restrictions and management (*ongoing already*)
- Repair, demolition or renewal of toilet blocks
- Review of grounds maintenance management (litter, bins, grass cutting, sand clearance)
- Improvements for natural environment enhancement
- Potential for development and commercialisation (e.g. usage / conversion of the former boat house at **Huttoft Car Terrace**)

### 3.8 Outcomes

- 3.8.1 A review of the potential opportunities to invest in sites focussing on wider Council strategies of natural environment enhancements and commercialisation and economic opportunity.
  - 3.8.2 Resolution as to the provision of facilities at sites within the LCCP in collaboration with ELDC.
  - 3.8.3 For non-LCCP sites a review of grounds maintenance management may see a minimal reduction in costs.
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## 4. ENVIRONMENTAL SITES

- 4.1 These sites are a combination of land acquired by LCC for natural environment enhancement and long stretches of sandhills and foreshore from the Sandhills Act 1932 (see 5.1 above) and areas of land designated by environmental legislation as Sites of Special Scientific Interest (SSSI) and/or local or national nature reserves. (LNR/NNR)
- 4.2 Two sites have active community engagement at **Horncastle Community Woodland** and **Cross O'Cliff Orchard** and the financial impact to the authority is minimal.
- 4.3 Other sites coincide with existing public rights of way (**Spa Trail, Willoughby Rail Line LNR, Farlesthorpe Rail Line LNR**)
- 4.4 The two main foreshore areas at **Saltfleetby** and **Theddlethorpe** are protected SSSI and there are leases with the Lincolnshire Wildlife Trust to undertake the statutory management of these sites on LCC
- 4.5 The site at **Snipe Dales Country Park and Nature Reserve** is managed through a joint Advisory Committee with the Lincolnshire Wildlife Trust with the Trust leasing the area from LCC at a peppercorn rate whilst undertaking all necessary management. Liabilities for LCC remain in paying the rates, security alarm costs and buildings maintenance.
- 4.6 The site at **Gibraltar Point** consists of surfaced pathways, a fee-paying car park and a new visitor and education centre since the devastating flood of winter 2013 rendered the previous building unusable. The visitor centre is leased to the Wildlife Trust and negotiations as to the terms of the lease and the respective responsibilities and liabilities of each party are nearing completion. As yet the costs of the various elements that LCC will be responsible for on an annual basis are unknown but it is likely that to ensure the quality of this prestigious building and its surroundings is maintained to high standards that a figure in the region of £2000 per annum would be appropriate. Any repairs to the infrastructure for which LCC is responsible for is likely to be a capital project as opposed to revenue funding.

- 4.7 The Council also lease a bungalow in the area to LWT which is occupied by the Reserve's warden. Whilst this may have a resale value it is not considered a realistic prospect to sell the property and would have a negative effect on the relationship between LWT and LCC.
- 4.8 Currently LCC provides a grant to LWT to deliver the statutory management of designated sites. This grant is diminishing in size to the extent that by 2018-19 there will be no funding to provide it and this poses a potential risk to these managed sites.
- 4.9 Recommendations
- 4.9.1 To continue to progress the lease between LWT and LCC concerning the **Gibraltar Point** Site and **Warden's Bungalow** properties to ensure LCC minimises its input.
- 4.9.2 Consideration should be given however to establish that ongoing grounds maintenance by LCC staff could provide an alternative to direct grant funding.
- 4.9.3 For the two community sites and remaining sites such as the LCC managed LNRs there is only minimal opportunity to alter current regimes.
- 4.9.4 To consider improvements requested by the general public at Spa Trail (car park surface)
- 4.10 Outcomes
- 4.10.1 A review of lease arrangements between LCC and LWT to ensure greatest efficiency for the management of environmental sites.

## 5. Consultation

**a) Have Risks and Impact Analysis been carried out?**

N/A

**b) Risks and Impact Analysis**

N/A

## 6. Appendices

These are listed below and attached at the back of the report	
Appendix A	List of Environmental Property Sites
Appendix B	Running Costs of Sites 2017-18 (as at Feb 2018)

## 7. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

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Appendix A – List of Environmental Services Sites (excluding those allocated to Waste Services)

Closed Landfill	South Thoresby Warren LNR
	Tattershall Closed Landfill
	Cow Bank Closed Landfill
	Alford Closed Landfill
	Barlings Closed Landfill
	Mareham Pastures LNR
	Nettleton Nature Reserve
Picnic & Transit	Stickney Picnic Site
	Legbourne Picnic Site
	Tattershall Picnic Site
	Willingham Woods Transit Site
	Scampton Viewpoint
	Sutton Bridge Picnic Site
	Carters Plot Transit Site
	Leverton Transit Site
Environmental	Gibraltar Point NNR
	Croft & Wainfleet Foreshore
	Theddlethorpe St Helen NNR
	Horncastle Community Woodland
	Snipedales Country Park & Nature Reserve
	Gibraltar Point Warden's Bungalow
	Farlesthorne Rail Line LNR
	Willoughby Rail Line LNR
	Saltfleetby Foreshore SSSI
	Cross O' Cliff Orchard LNR
	Huttoft Marsh Nature Reserve
	Spa Trail
	Coastal Access Sites
Crook Bank	
Chapel Six Marshes	
Huttoft Car Terrace	
Wolla Bank	
Marsh Yard & Moggs Eye	
Huttoft Sandhills & Beach	
Chapel St Leonards	
Chapel St Leonards, Pullover etc	
Anderby Creek	
Horseshoe Point	
Donna Nook	
Howdens Pullover	
Saltfleet Haven	
Paradise	
Sea Lane	
Rimac	
Churchill Lane	
Brickyard Lane	

Appendix B – Running Costs of Sites 2017-18 (as at Feb 2018)

	SITE	ACTIVITY	COST	ACTUAL	INCOME	NOTES	BUDGET 2017-18	
				PROJECTED TOTAL COSTS 2017-18 (@02/2018)				
CLOSED LANDFILL	South Thoresby Warren	Mowing	£336.00	£349.79			Covered by Waste Services	
		Miscellaneous	£13.79					
	Tattershall	Site repairs	£500.00	£500.00				
	Cow Bank		£1,000.00	£1,000.00	£500.00	Lease expired 2017 - Tenant holding over		
	Alford	Site Repairs	£500.00	£500.00				
	Barlings				£250.00			
	Nettleton	Grass land management	£3,080.00	£3,080.00		Scrub and Hedge Works		
		Grant to volunteers	£500.00					
	Mareham Pastures LNR	Mowing	£1,000.00	£1,999.13				
		Site Maintenance	£499.13					
<b>Total Cost Closed Landfill</b>				<b>£7,428.92</b>	<b>£750.00</b>			
PICNIC & TRANSIT SITES	Stickney Picnic Site	Rates	£1,700.90	£2,534.93		Site currently closed following vandalism	£34,597.00	
		Insurance	£83.46					
		Electricity	£72.99					
		Water Rates	£12.10					
		Sanitation Contract	£642.08					
		Miscellaneous	£23.40					
	Legbourne Picnic Site	Rates	£2,027.10	£8,559.59		£ of repair to door lock unknown (Vinci)		
		Electricity	£57.22					
		Water Rates	£287.44					
		Insurance	£78.82					
		Site Warden	£4,573.20					
		Warden Cover	£350.00					
		Cleaning Equipment (toilet rolls etc.)	£194.15					
		Refuse Collection	£500.00					
		Facilities Repairs						
		Site Repairs	£480.00					
	Miscellaneous	£11.66						
	Tattershall Picnic Site	Rates	£2,073.46	£6,501.16		£ of repair to basin unknown (Vinci)		
		Electricity	£304.60					
		Water Rates	£309.18					
		Insurance	£101.74					
		Septic Tank Emptying	£540.00					
		Refuse Collection	£300.00					
		Mowing	£750.00					
		Water Rates	£250.12					
Facilities Contract		£1,007.06						
Facilities Repairs								
Hedge Flail	£165.00							
Site Repairs	£700.00							
Concession		£4,000.00						
Willingham Woods Transit Site	Rates	£1,968.00	£13,375.50					
	Insurance	£122.18						
	Water Rates	£1,300.32						
	Electricity	£1,500.00						
	Cleaning Equipment (toilet rolls etc.)	£2,400.00						
	Facilities Contract	£2,000.00						
	Septic Tank Emptying	£720.00						
	Facilities Repairs	£365.00						
	Refuse Collection	£3,000.00						
	Concession					£5,521.87		
Sutton Bridge (Winglands) Picnic Site	Lease Rent	£483.10	£1,108.10					
	Hedge Flail	£300.00						
	Facilities Repairs	£250.00						
	Mowing	£75.00						
Carters Plot Transit Site	Rates	£2,982.40	£22,851.95		Seeking to defer cleansing responsibility to private concession operator on site.			
	Insurance	£104.32						
	Water Rates	£293.23						
	Septic Tank Emptying	£842.00						
	Electric	£2,000.00						
	Refuse Collection							
	Mowing	£15,000.00						
	Cleansing							
Site Repairs	£550.00							
Facilities Repairs	£1,080.00							
Scampton Viewpoint								
Leverton Transit Site					Site leased at £0 to Boston Borough Council	£14,671.00		
<b>Total Cost Picnic &amp; Transit Sites</b>				<b>£54,931.23</b>	<b>£9,521.87</b>		<b>£76,542.00</b>	
COASTAL ACCESS SITES	Horseshoe Point						£20,927.00	
	Donna Nook (Stonebridge)	Rent	£500.00	£500.00				
	Howdens Pullover							
	Saltfleet Haven	Site Repairs	£3,940.00	£3,940.00				
	Paradise							
	Sea Lane							
	Rimac							
	Churchill Lane							
	Brickyard Lane							
	Crook Bank							
	Huttoft Car Terrace	Rates Area A	£699.00	£2,145.92				
		Rates Area B	£660.91					
		Rates Boat House	£226.01					
		Sand Clearance	£560.00					
	Huttoft Sandhills & Beach	Concession			£10.00			
	Wolla Bank	Rates	£284.26	£284.26				
	Marsh Yard	Septic Tank Emptying	£190.00	£1,490.00				
		Facilities Repairs	£650.00					
		Toilet Block Survey	£650.00					
	Moggs Eye	Rates	£617.45	£617.45				
	Anderby Creek	Rates	£142.00	£1,112.00				
		Car Park Lining	£400.00					
		Skip	£570.00					
	Chapel Six Marshes	Rates	£363.48	£886.28				
		Skip	£522.80					
Chapel Pullover	Lease Rent			£400.00				
	Former Conveniences Lease			£337.50				
Chapel St Leonards								
Frieston Shore								
Across All Sites	Fly Tipping Removal	£348.00	£22,078.16					
	Grass Cutting	£21,202.36						
	Miscellaneous	£17.80						
	Fencing at Anderby Creek, Marsh Yd & Chapel Six Marsh	£510.00						
<b>Total Cost Coastal Access Sites</b>				<b>£33,054.07</b>	<b>£747.50</b>		<b>£20,927.00</b>	
ENVIRONMENTAL SITES	Gibraltar Point NNR	Rent to Crown Estate	£1,000.00	£4,213.65			£1,300.00	
		Insurance	£1,713.65					
		Facilities Repairs	£1,500.00					
		Feed in Tariff (Solar)						£218.26
		Skegness Yacht Club Lease						£700.00
	Croft & Wainfleet Foreshore							
	Gibraltar Point Wardens Bungalow	Gas Boiler Service	£61.50	£61.50			£70.00	
		Insurance	£84.05	£84.05				
	Snipedales Country Park & Nature Reserve	Rent	£10.00	£4,224.35			£4,369.00	
		Water Rates	£165.90					
		Facilities Contract	£43.68					
		Rates	£2,665.87					
	Huttoft Marsh Nature Reserve	Security Alarm	£1,338.90					
	Saltfleetby Foreshore SSSI							
	Theddlethorpe St Helens NNR							
Horncastle Community Woodland	Grass Cutting, Refuse Collection & Toilet cleansing contract	£1,415.00	£1,415.00			£1,000.00		
Cross O' Cliff Orchard	Volunteer Expenses	£50.00	£840.00			£1,000.00		
	Pruning Works	£390.00						
	Additional Pruning Works	£400.00						
Spa Trail	Bins (Provision & Repair)	£1,200.00	£1,200.00					
Willoughby Rail Line LNR								
Farlesthorpe Rail Line LNR								
<b>Total Cost Environmental Sites</b>				<b>£12,038.55</b>	<b>£918.26</b>		<b>£7,739.00</b>	
<b>PROJECTED TOTAL COST - (Exc Landfill) @ 30/11/2017</b>				<b>£100,023.85</b>				
<b>SET BUDGET - ALL SITES</b>							<b>£105,208.00</b>	
<b>INCOME</b>					<b>£11,937.63</b>			
<b>TOTAL AVAILABLE BUDGET</b>							<b>£117,145.63</b>	
<b>PROJECTED UNDER / OVER SPEND 2017/18</b>							<b>£17,121.78</b>	