

COMMITTEE REPORT

APPLICATION DETAILS

APPLICATION NO:	DM/18/00189/FPA
FULL APPLICATION DESCRIPTION:	Change of use of land for holiday accommodation, engineering operations to create 20 bases for holiday lodges, access and car parking, erection of four permanent holiday lodges and landscaping.
NAME OF APPLICANT:	Seaham Hall Ltd
ADDRESS:	Seaham Hall, Lord Byrons Walk, Seaham
ELECTORAL DIVISION:	Seaham
CASE OFFICER:	Barry Gavillet, Senior Planning Officer, barry.gavillet@durham.gov.uk 03000 261958

DESCRIPTION OF THE SITE AND PROPOSALS

Site:

1. This application site is located within the settlement boundary of Seaham and within the Seaham Electoral Division. Seaham Hall is a Grade II listed country house now in use as a hotel. It is located on the B1287, adjacent to the coast, north of Seaham in County Durham. The site has existed as a hotel and spa since 2002, situated in landscaped grounds featuring ornamental shrubs, groups of young trees and hedgerows, ponds, areas of hardstanding that provide access and parking for vehicles and extensive grassland. Seaham Dene runs along the southern boundary of the estate.
2. The application site is situated to the north and east of Seaham Hall; it currently includes areas of grassland, a staff car park and two access roads; one access road is now redundant but in the 19th century was the main driveway to Seaham Hall which swept from the lodge on the B1287 to the front of the Hall. Part of the application site was previously occupied by a building which was built to provide nurses accommodation when Seaham Hall was in use as a hospital.
3. Seaham Hall is bounded to the north by Lord Byron's Walk (B1287); on the north side is a public car park and café. Between Seaham Hall and the road there is also a farm and a number of private residences, including the former gate lodge to the north east.
4. The Church of Saint Mary the Virgin (Grade I listed) is located to the south east of the hall, along with a 19th Century rectory (Grade II listed). Church Lane leads up from the coast past St Mary's Church and the rectory and connects to a public footpath.

5. The coast is situated to the east, separated from Seaham Hall estate by an area of grassland, a large retaining wall with stone balustrade and North Road. To the south is the settlement of Seaham beyond woodland surrounding Seaham Dene and, to the west, is fields and woodland.
6. The immediate landscape context of the application site is coastal, though the Seaham Hall estate also lies at the northern fringe of Seaham. Whilst the site does not lie within a nationally or locally designated landscape, the local landscape does contain some strong character elements such as open sea views, mature trees in the dene to the south and historic buildings.
7. The Durham coast also provides a key coastal habitat for birds and includes numerous important ecological designations. Remains of an Anglo-Saxon cemetery have been identified in the vicinity of Seaham Hall, close to Lord Byron's Walk and the lodge to the north east of the Hall, though are not designated.
8. The Seaham Hall estate currently has two points of access for vehicles, both along the northern boundary of the estate, which provide direct access to Lord Byron's Walk (B1287). The main access is to the west and is used by guests visiting the hotel or spa, residents of properties within the estate and also service, delivery and refuse vehicles. The secondary access, north east of Seaham Hall, serves the staff car park and one private residence at the entrance.

Proposal:

9. This application proposes the development of land north east of Seaham Hall for luxury holiday lodges, facilitated by the relocation of the existing staff car park to land north west of Seaham Hall, adjacent to the B1287.
10. Most of the proposed holiday lodges fall within the definition of a 'caravan' as set out at the Caravan Sites and Control of Development Act 1960 and the Caravan Sites Act 1986. As caravans amount to a use of land rather than operational development, planning permission is being sought for the change of use of the land on which these lodges will be located, as well as associated hardstanding, access roads and landscaping. A licencing regime exists for structures falling within the definition of 'caravan' and runs in parallel with the planning process. Operators must obtain both planning permission for the use (*Sui Generis*) and a protected site licence. The licence can condition the number of lodges at the site, the spacing between and the provision of any amenities.
11. In addition to these lodges, four two storey lodges are also proposed which fall outside of the definition of a 'caravan' and therefore require planning permission for their construction. The properties will fall within Use Class C3, though will be operated by Seaham Hall as additional holiday accommodation on a self-catering basis or bed and breakfast basis.
12. To facilitate the relocation of the staff car park, planning permission is also being sought for the change of use of agricultural land and the formation of a car park on land north west of Seaham Hall.
13. A mix of holiday lodges types are proposed throughout the site; the lodges will mostly be single storey with monopitch roofs, with the exception of four properties along the west boundary of the holiday lodge site which will be two storey. Each lodge will be set below existing ground levels where possible to minimise visibility, the lodges would be finished in a timber cladding product.

14. The landscape strategy for the development has been designed to help to integrate the new lodges and parking areas into the existing landscape. Areas of new dense shrub planting are proposed to the boundaries and between lodges to filter views while also maintaining the important connection between Seaham Hall, the coast and St Mary's Church. The design of the lodges has also been adapted to reduce their potential visibility from local views, public rights of way and the coastal path. A management scheme is also proposed for the open grassland area to the east of the site to provide both improved public access and a habitat for nesting birds.
15. The new lodges would be accessed from the existing west entrance. Staff parking would also be relocated within the estate and will also be accessed from the west entrance, rather than the entrance north east of Seaham Hall (adjacent to the lodge) as it is at present. The existing entrance north east of Seaham Hall will no longer be used other than for servicing, maintenance and in emergencies. Seaham Hall is also willing to make improvements to the west entrance by realigning sections of the wall to improve visibility along with the diversion of a public right of way to the north east of the site in order to maximise public views of the Hall and St Marys Church.
16. This application is being reported to committee as it is classed as a major application.

PLANNING HISTORY

- 17.5/HIST/2000/1021 - Health spa. Approved. 5/PL/2010/0290 - Conversion and extension of staff accommodation block to provide 14 bedroom guest accommodation wing with new glazed link to hotel building. Approved. 5/PL/2011/0021 - New glazed link from bedroom extension to Seaham Hall. Approved

PLANNING POLICY

NATIONAL POLICY

18. The Government has consolidated all planning policy statements, guidance notes and many circulars into a single policy statement, the National Planning Policy Framework (NPPF), although the majority of supporting Annexes to the planning policy statements are retained. The overriding message is that new development that is sustainable should go ahead without delay. It defines the role of planning in achieving sustainable development under three topic headings – economic, social and environmental, each mutually dependant.
19. The presumption in favour of sustainable development set out in the NPPF requires local planning authorities to approach development management decisions positively, utilising twelve 'core planning principles'.
20. In accordance with paragraph 215 of the National Planning Policy Framework, the weight to be attached to relevant saved local plan policy will depend upon the degree of consistency with the NPPF. The greater the consistency, the greater the weight. The relevance of this issue is discussed, where appropriate, in the assessment section of the report below.

The following elements of the NPPF are considered relevant to this proposal;

21. *Part 1* - The Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future.
22. *Part 4* - Transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. Smarter use of technologies can reduce the need to travel. The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel. However, the Government recognises that different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas.
23. *Part 6* - To boost significantly the supply of housing, applications should be considered in the context of the presumption in favour of sustainable development.
24. *Part 7* - The Government attaches great importance to the design of the built environment, with good design a key aspect of sustainable development, indivisible from good planning.
25. *Part 8* - The planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. Developments should be safe and accessible, Local Planning Authorities should plan positively for the provision and use of shared space and community facilities. An integrated approach to considering the location of housing, economic uses and services should be adopted.
26. *Part 10* - Planning plays a key role in helping shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and *associated* infrastructure. This is central to the economic, social and environmental dimensions of sustainable development.
27. *Part 11* - The planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, geological conservation interests and soils; recognising the wider benefits of ecosystem services; minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures; preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability; and remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.
28. *Part 12 – Conserving and Enhancing the Historic Environment.* Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance.

LOCAL PLAN POLICY:

District of Easington Local Plan

29. *Policy 1*- Due regard will be had to the development plan when determining planning applications. Account will be taken as to whether the proposed development accords with sustainable development principles while benefiting the community and local economy. The location, design and layout will also need to accord with saved policies 3, 7, 14-18, 22 and 35-38.
30. *Policy 3* - Development limits are defined on the proposal and the inset maps. Development outside 'settlement limits' will be regarded as development within the countryside. Such development will therefore not be approved unless allowed by other policies.
31. *Policy 7* - Protection of Areas of High Landscape Value (AHLV) - The special character, quality and appearance of the landscape within those areas designated as areas of high landscape value on the proposals map will be maintained and enhanced.
32. *Policy 18* - Development which adversely affects a protected species or its habitat will only be approved where the reasons for development outweigh the value of the species or its habitat.
33. *Policy 24* – Protection of Listed Buildings - Any developments which adversely affect the character, appearance, special architectural features or setting of a listed building will not be approved unless there would be substantial benefits for the community which would decisively outweigh the harm.
34. *Policy 35* - The design and layout of development should consider energy conservation and efficient use of energy, reflect the scale and character of adjacent buildings, provide adequate open space and have no serious adverse effect on the amenity of neighbouring residents or occupiers.
35. *Policy 36* - The design and layout of development should ensure good access and encourage alternative means of travel to the private car.
36. *Policy 37* - The design and layout of development should seek to minimise the level of parking provision (other than for cyclists and disabled people).
37. *Policy 74* - Footpaths and Other Public Rights of Way - Public rights of way will be improved, maintained and protected from development. If a public right of way is affected, a suitably landscaped alternative should be provided.

RELEVANT EMERGING POLICY:

The County Durham Plan

38. Paragraph 216 of the NPPF says that decision-takers may give weight to relevant policies in emerging plans according to: the stage of the emerging plan; the extent to which there are unresolved objections to relevant policies; and, the degree of consistency of the policies in the emerging plan to the policies in the NPPF. An 'Issues & Options' consultation was completed in 2016 on the emerging the County Durham Plan (CDP) and the 'Preferred Options' was approved for consultation at Cabinet in June 2018. However, the CDP is not sufficiently advanced to be afforded any weight in the decision making process at the present time.

CONSULTATION AND PUBLICITY RESPONSES

STATUTORY RESPONSES:

39. Historic England state that the final design has not substantially changed the proposal, but some measures have been introduced which relate to the diversion of some of the public rights of way paths and the provision of interpretation boards relating to the area's historic relevance. While these measures will not reduce the negative impact the development will have on to the setting of the heritage assets, they somehow attempt to mitigate it through an improvement of the experiencing of the place and information available about it. In summary, they consider that the setting of St Mary's Church contributes to its significance as a grade I listed building and the quality of that setting is reliant on its proximity to Seaham Hall, its relationship with the Anglo Saxon Cemetery and its wider enduring presence in the landscape. The proposal would intrude into that setting particularly when approaching the church from the north through the historic park of the Hall. They note that screening and landscaping measures have been put into place and this will to some degree mitigate the impact particularly when looking north from the church, we also note archaeological officers comments that the archaeology can be dealt with through mitigation and recording. Taking this into account they consider that the level of harm to the significance of the Church can be considered in line with paragraphs 132 and 134 of the NPPF – namely that harm needs weighed against the public benefits of the proposal. They go on to acknowledge that increased tourism could be considered to be an economic public benefit and that other benefits may be identified.
40. Natural England have no objections subject to appropriate management of green space to the east of the application site along with a financial contribution towards Coastal Access Management Measures aimed at the mitigation of impacts of recreational disturbance on EU protected sites.

INTERNAL CONSULTEE RESPONSES:

41. Visit County Durham are in full support of the scheme stating that they have been working with Seaham Hall and their development agency for some time. They are very supportive of their ambitions to develop high quality accommodation in this area. They state that Seaham and the Durham Heritage Coast have really blossomed as a destination over the past decade. Several cafes and ice cream parlours are now performing well in Seaham. The development of visitor facilities at the harbour and more specifically the emergence of the watersports centre and the arrival of 'Tommy' the Sculpture have really moved the town forward. The sterling efforts of the Durham Heritage Coast partnership have helped to unlock the England Coastal Path as a part of the national trails network. Further tourism and economic benefits are outlined later in the report.
42. Regeneration and Economic Development officers are in support of the scheme stating that the proposals represent a significant opportunity in the east of the county to provide economic benefits.

43. Highways officers have no objections subject to improvements to the visibility splay at the western entrance being conditioned. They also acknowledge that the proposed lockable gates are set back a considerable way from the edge of the public highway on the eastern access road in the vicinity of Gate Lodge, which is acceptable from a highways point of view.
44. Archaeology officers do not object subject to a programme of archaeological work being submitted along with a written scheme of investigation which is to be submitted to the County Durham Historic Environment Record.
45. Drainage officers do not object subject to further information being conditioned with regard to surface water drainage.
46. Pollution Control officers require a contaminated land condition.
47. Ecology officers confirm that the mitigation suggested in the ecology report is acceptable and should be conditioned, furthermore a contribution would be required towards mitigation in relation to EU protected sites on the coast.
48. Public Rights of Way officers do not object to the application and have recently received an application for the diversion of the public right of way located to the north east of the site. Subject to the public consultation process no concerns are raised in this regard.
49. Tree officers have some concern regarding the loss of established trees however it is acknowledged that these will be replaced by a comprehensive landscaping scheme.
50. Landscape Officers state that the proposals would cause some harm locally to the AHLV and would cause some harm to the evolved parklands of the hall and particularly in respect of the transformation of character in the northern area.
51. Design officers consider that the proposals would result in harm to the setting of the listed buildings although the harm is considered less than substantial. The harm should therefore be weighed against the public benefit of the scheme.

PUBLIC RESPONSES:

52. Northumbrian Water have no objections subject to a condition requiring compliance with details of foul and surface water drainage as set out in the submitted Flood Risk Assessment.
53. A letter has been received from Graeme Morris MP which highlights a number of concerns. The main concerns raised are that the proposal would lead to an adverse impact on heritage assets, in particular the Grade 1 Listed St Marys Church and it is queried whether the benefits would outweigh the harm of the development.
54. Nine letters of objection have been received from 5 different addresses from members of the public. One of the main objections comes from The Lodge who occupy the dwelling on the north eastern access to the site. The main concerns from the occupier of The Lodge is that the proposal would block access to the property and cause problems for access by emergency vehicles and other large vehicles such as refuse wagons. The other main concerns raised by this objector are that the development would block a Public Right of Way, would lead to problems with surface water drainage and that there would be increased noise and traffic congestion. Both this resident and other objectors are concerned about the impact on heritage assets including the Grade 1 listed St Marys Church and anglo saxon burials, a lack of landscaping, loss of ecology and that the 'caravans' would not be suitable in this location.
55. Three letters of support have been received stating that the proposals would have a positive impact in terms of both tourism and economic benefits on this part of the Heritage Coast.

APPLICANTS STATEMENT:

56. Seaham Hall currently provides a luxury 5* offer to visitors to the Durham Heritage Coast, but with only 21 bedrooms a stronger and more varied accommodation offer is essential to supporting the future of the business and ensuring that previous dereliction and administration do not bring into question the future of the building again.
57. The current lodge proposals have arisen from several years of pre-application discussions between Seaham Hall and Durham County Council and, more recently, the local community. Historic England has also considered the proposals and confirmed that they do not object to the proposed holiday lodges. Their response highlights the need for the effects of the development on the historic environment to be weighed against the public benefits of the proposal. These are summarised here and within the application documentation.
58. The proposed layout has evolved to minimise the effects on the surrounding landscape and historic environment. The lodges will be sited within the northern part of the estate, focussed on an area distanced from archaeological remains and two listed buildings: Seaham Hall and St Mary's Church. A carefully considered landscaping strategy has also been prepared to limit the prominence of the lodges within the surrounding landscape.
59. The current public right of way, which runs through the Seaham Hall estate, will be diverted further east to provide enhanced views of St Mary's Church and interpretation boards will share the history of this part of the town with residents and visitors alike.
60. An increase in 'staycations', both nationally and locally, combined with demand for multiple-occupancy family accommodation, means that the current hotel has reached a ceiling and is unable to fulfil current visitor needs. Holiday lodges will allow guests to enjoy the luxury of being able to wine, dine and relax within the hotel but also enjoy the seclusion of luxury self-catering offering space and panoramic views of the coastline.
61. In turn, this will support and enhance the local economy. Seaham Hall is an important tourism destination in County Durham and a key part of the Heritage Coast's tourism offer. It makes a significant contribution to the local economy by attracting overnight leisure tourists to the area, raising the profile and awareness of other tourism assets and creating a range of employment opportunities.
62. The proposed holiday lodges would help to sustain Seaham Hall by increasing the capacity, supporting existing dining and leisure facilities and helping to fund future investment. The additional guests will also support businesses within Seaham and the wider area to a value of up to £2million and, in turn, will create demand for around 30 additional employees. The construction phase will also provide local employment and contribute towards an increased local economic output (GVA) in the region of £5million.
63. Improvements to the area of parkland to the east of Seaham Hall will also provide new recreation opportunities for Seaham, in addition to the existing public footpaths and Durham Heritage Coast.
64. The proposed holiday lodges at Seaham Hall would deliver significant economic, social and environmental benefits both to Seaham and Durham overall.

The above represents a summary of the comments received on this application. The full written text is available for inspection on the application file which can be viewed at <http://82.113.161.89/WAM/showCaseFile.do?action=show&appType=planning&appNumber=10/00955/FPA>

PLANNING CONSIDERATIONS AND ASSESSMENT

65. Having regard to the requirements of Section 38(6) of the Planning and Compulsory Purchase Act 2004 the relevant Development Plan policies, relevant guidance and all other material planning considerations, including representations received, it is considered that the main planning issues in this instance relate to the principle of development, the impact upon heritage assets and landscape, economic and tourism benefits, highways issues, ecology, archaeology and objections raised by the public.

Principle of the development

66. The statutory development plan comprises the saved policies of the District of Easington Local Plan. There are saved policies which relate to specific issues and are discussed later in this report, however the most relevant policies with regard to the principle of the development are *policy 1 which states that due regard will be had to the development plan when determining planning applications and policy 35 which states that the design and layout of development should consider energy conservation and efficient use of energy, reflect the scale and character of adjacent buildings, provide adequate open space and have no serious adverse effect on the amenity of neighbouring residents or occupiers.*

67. The proposals are considered to be in accordance with the above saved policies, notwithstanding this, the application proposes the expansion of an existing and well established hotel and therefore the location of this site for tourist accommodation is already accepted in principle.

68. The NPPF provides guidance on design as part of its broader presumption in favour of sustainable development. It attaches great importance to the design of the built environment.

69. Paragraph 58 states that planning policies and decisions should aim to ensure all developments:

- Function well and add to the overall quality of the area;
- Establish a strong sense of place and create attractive and comfortable places to live, work and visit;
- Optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses and support local facilities and transport networks;
- Respond to local character and history and reflect the identity of local surroundings and materials, while not discouraging innovation;
- Create safe and accessible environments where crime and disorder do not undermine quality of life or community cohesion; and
- Are visually attractive as a result of good architecture and landscaping.

With regard to transport, the NPPF states that new development should be designed to encourage the use of sustainable transport modes for both goods and people (paragraph 35). Development should therefore be designed, where practical, to accommodate the efficient delivery of goods and supplies, give priority to pedestrian and cycle movements and access to public transport facilities and create safe and secure layouts which minimise conflicts between traffic, pedestrians and cyclists.

70. Overall, the development will meet policy objectives in respect of good design and accessibility, including the relevant sections of the NPPF and PPG as well as saved of the Easington District Local Plan and is therefore acceptable in principle subject to the detailed issues below being addressed.

Impact upon heritage assets and landscape

Heritage assets

71. The proposals are for the change of use of land for holiday accommodation, engineering operations to create 20 bases for holiday lodges, access and car parking, erection of four permanent holiday lodges and landscaping. It should be noted that 4 of the lodges are two storey. The site location has been determined by the applicant in terms of viability and deliverability following a review of other potential sites within the immediate ownership of Seaham Hall Hotel.
72. The proposals are within the Historic Setting of designated heritage assets including The Grade 1 listed St Marys Church, Seaham Hall Grade ii and associated non designated landscape and other identified non-designated heritage assets including archaeology associated with Saxon Graveyard and the non-designated lodge associated historically with the Hall.
73. As such any development should take into consideration the impact on significance and setting of these assets and aim to preserve, enhance and better reveal significance and potentially mitigate against any harm that is generated by the development or balance this harm by deliverable public benefit.
74. The significance of the assets is described within the applicants Heritage Statement and summarised within the Historic England comments which acknowledges the evolution and changes to the assets and their setting through historic development and change. (Part Extract Below)
75. *"The open, windswept land on which grade II listed Seaham Hall and grade I listed St Mary's Church stand has experienced some important transformations through time. Although evidence of human settlement in the area can be traced back as far as the Mesolithic period, the oldest standing construction is St Mary's church, with origins dating back to the 7th and 8th centuries. The church is not the only reference of this period in the area: archaeological research identified an Anglo-Saxon cemetery in an area north of the church, which could predate the construction of St Mary's itself. By the 13th century, Seaham became a freehold manor, with the church, manor house and vicarage constituting important landmarks in the medieval village, which was located at the south of the current hall. The manor house would be subsequently replaced by a new hall at the end of the 18th century, and significantly extended, including the landscaping of the estate in the 19th century, sweeping over the medieval village with it. Further alterations have seen the hall transformed into a hospital after the Second World War, and into a luxury hotel more recently, use that still remains. The coast, now free and natural in appearance - part of the Heritage Coast designated landscape - was not that long ago dotted with pitheads and conveyor belts for the coal trade. This is certainly an evocative landscape, not only for its presences but also for its absences, and this ability to read and understand the different stages of this landscape are an important part of its significance. Within this area, the site that is subject of this application lies at the north east of Seaham Hall, within the boundaries of the estate, and includes part of the area potentially containing undesignated archaeology.*

76. *The relation of the Anglo Saxon cemetery to St Mary's church is of some importance. The antiquity of the church is the fundamental reason for it to be designated as a grade I asset of exceptional interest and national significance. The existence of undesignated archaeology of the Anglo Saxon period is relevant to the significance of the church.*
77. *Our ability to experience St Mary within this landscape constitutes another important part of its significance. It signifies its role as an important landmark in the area, and therefore the maintenance of its prominence within this landscape and of our ability to perceive it from the distance contributes positively to its significance. Although the church currently is partially hidden by the vegetation that shelters the parking on the north side, the roof and tower can still be glimpsed.*
78. *Finally, the visual interrelation between hall and church is also of significance to St Mary's. It evidences the share of power between Hall and church, and how this has changed through time. Together with the vicarage, illustrates its role as a parish church and its relation with the former manor house and medieval village.*
79. *The present Seaham Hall is a 19th century extension of a late 18th century hall built quite likely in the site of the former 14th century manor house. The interrelations between manor house, church and vicarage were recognised in the 19th century landscaping of the estate, and reflected in the layout of the new main access from the north: the hall was accessed through parkland, with arranged sequential views gently unfolding to reveal the sea, St Mary's church and vicarage, and finally the hall, partially concealed by scattered vegetation. Although this sequence of views has been altered through time with the introduction of the Nurses' building on its period as a hospital, and subsequently with the existing parking, the church can still be seen from the drive's entrance."*
80. In summary the setting and views, and historic and visual relationships between the various assets and the understanding of the evolved landscape all add to the overall significance both individually and as a collective. Whilst acknowledging that change and evolution has occurred historically, (most recently with the evolution of the Hall as a Hotel and Spa) the changes have been generally in the context of maintaining sensitive setting and views and have included well considered landscaping
81. In considering national Policy and statutory requirements the Local Authority must take into consideration the statutory requirements under (s. 66, Planning (Listed Building and Conservation Areas) Act 1990) to have special regard to the desirability of preserving a listed building, its setting and any features of special interest.
82. The NPPF makes the conservation of the historic environment, good design and place making a fundamental part of its core principles (paragraph 17), and requires local planning authorities to look for opportunities to enhance or better reveal significance of Heritage assets within NPPF paragraph 137.
83. Paragraph 132 NPPF states that harm of any level requires clear and convincing justification, with great weight being given to the conservation of the heritage assets.
84. Paragraph 134 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal as defined in Paragraph 7 NPPF.

85. The proposed design in terms of its layout and form of development are consistent with that expected of a lodge development focused on sea views, access and maintenance of acceptable privacy distances. In this case it includes additional landscape screening to hide the development in public views of the Historic assets. All lodges would be sunken into the ground slightly to minimise impact and would be constructed from a mix of timber cladding and glass panelling.
86. It should be noted that the quality of the lodges is expected to be of a standard consistent with the five star nature of the Hotel complex and this should be controlled by appropriate condition should the planning balance weigh in the applicants favour.
87. The development proposals are obscured by landscape screening but development adds visual clutter to the setting. This impacts adversely upon St Mary's significance and its visual relationship with Seaham Hall. Overall the proposed development impacts on the setting of Seaham Hall by developing its parkland and obstructing important existing views. It further impacts negatively on the existing visual experience of the church within its historic landscape and on the visual relationships between St Mary's and Seaham Hall.
88. The proposal includes some compensation measures in respect of heritage mitigation :
- Improvement of the visibility of the church and hall through tree management
 - The reinstatement of mown footpaths through the parkland - informed by historic maps
 - The reinstatement of North Drive access
89. The improvement and appropriate tree management could be regarded as positive as could the improved access to the parkland, however the reinstatement of the north drive whilst a positive move is flawed by the loss of context views and introduction of clutter.
90. The proposals involve transformative change to the setting and Significance of Seaham Hall and St Marys Church. The proposals are reflective of the Hotels evolving business model and should be viewed in the context of historical change and evolution within the immediate environment.
91. Although the potential landscape mitigation in respect of screening and the creation of additional pathways and improved landscape management is welcomed, this mitigation is insufficient to satisfactorily address the heritage impacts. Accordingly, this proposal will have a harmful impact on the setting of Seaham Hall and on the setting of grade I listed St Mary's church including views of the church within the landscape and on its visual relationship with Seaham Hall, although this harm is considered less than substantial by both officers and Historic England.
92. In reviewing the proposed impact of the development on the setting etc. of the designated heritage assets described above the application does not meet the requirements of the NPPF paragraph's 132, 134 and 137. Therefore the harm, although considered less than substantial by officers and Historic England, should be weighed against the public benefits of the proposal as defined in Paragraph 7 NPPF. This is considered further in the conclusions section of this report.

Landscape impact

93. The site lies in the *East Durham Limestone Plateau* County Character Area which forms part of the larger *East Durham Magnesian Limestone Plateau* National Character Area (NCA 15). It lies in the *Durham Coast* Broad Character Area which belongs to the *Limestone Coast* Broad Landscape Type.
94. The site is made up largely of parkland forming the setting of Seaham Hall including areas of open, largely unmanaged, grassland in the east and mown grassland in the north and south together with areas of car parking, young mature structural landscaping, and late C20th ornamental gardens in the west. The centre of the site contains areas of hard standing, formerly car parking associated with a demolished annexe building east of the hall. The north west of the site contains a grazed pasture adjacent to Hall Farm.
95. The parkland is multi-period in its origins. The earlier phases of development shown on the 1st edition OS shows pleasure grounds with treed or wooded walks east of the hall and straight tree-lined walks to the coast. The later phases of development shown on the 2nd edition OS shows a formal terrace east of the hall with similar walks east-wards to the sea, and new areas of parkland to the north defined by a park wall, crossed by a carriage drive from a new northern entrance gateway and lodge, and with new areas of woodland planting north of the Hall and along the northern boundary.
96. The landscape to the immediate north of the hall has been heavily modified by late C20th interventions. Surviving elements include the late C19th park wall, gates and lodge, the balustraded terrace east of the hall, the alignment of the carriage drive, and areas of open grassland.
97. The area lies partly in an area identified in the Easington Local Plan as an Area of High Landscape Value (AHLV) which covers the northern and eastern parts of the site and extends north of the B1287 along the undeveloped coast.
98. The parklands of Seaham Hall are identified on a local list of *Parks Gardens and Landscapes of Local Interest* currently being developed by Durham County Council but not yet in the public domain.
99. None of the trees within the site are covered by Tree Preservation Orders (TPO).
100. The site is visible in near views from public footpaths crossing the area east of the hall, from the byway to the Church of St Mary, from the B1287 and U21.19 to the north, and from public open space north of the road. It is visible at greater distance in shallow views from other parts of the B1287 and from the coastal footpath.
102. Open parkland west of the carriage drive in the north would be comprehensively developed. This part of the late C19th park is separated from the hall by C20th interventions including parking and structure planting and has lost woodland in the north. Some elements of its historic fabric (boundary features, carriage drive) and character (openness, partial views of the hall) remain evident.
103. The development of this area would be notable in views from the footpath following the carriage drive, from the B1287 and public open space to the north. Built form would be progressively screened by perimeter vegetation although this would take a number of years to be fully effective. The open character of the area and glimpsed views of the hall from this quarter would be lost. Planting along the northern edge of the site would re-instate areas of woodland that formed part of the late C19th parkland design in that area. This would restore the external appearance of the park of that period in views from the north, but not the open internal views which it was the planting's principle purpose to define.

104. Development in the centre of the site would largely replace areas of young-mature structure planting, garden spaces and car parking. The alignment of the former carriage drive would be echoed, if not followed, by the internal access road but in a context dominated by the proposed buildings and parking areas.
105. Development in the south of the site would take place largely on areas previously developed but currently open. It would not physically effect any historic features and would not project south of the line of previous development in that area. The seaward view from the eastern elevation of the hall and the terrace would be largely retained
106. New built form in that area – and, with the removal of structure planting, some other built form across the wider development area to the north - would be prominent in views from nearby footpaths, the byway and Churchyard. The effect at the time of development, and until such time as structure planting began to make a meaningful contribution, would be substantial and transformative, giving a notably developed and visually cluttered, rather than open leafy, character to the immediate setting of the Hall and views from the vicinity of the church.
107. Built form would be progressively screened by a robust corridor of tree and shrub planting. This would take a number of years to be fully effective. In time it would be similar in character to the existing view of structural landscaping east of the hall, if closer to sensitive vantage points. Existing structure planting is around 17 years old and gives an indication of what might be expected in that time.
108. The enclosure of most of the existing boundary fences within areas of structure planting as proposed would lead in time to a relatively simple and leafy boundary to the site. The diversion of the PROW onto the current desire line would give a simple and focussed route to the church. Enhanced management of the open parkland to the east – largely in the form of grassland management and the development of mown paths along existing desire lines – would be likely to bring some modest benefits, maintaining and perhaps slightly improving the relationship between the hall and the coast.
109. Beyond the site, built form would be likely to be conspicuous in the early years in views from receptors to the immediate north; a notably built up edge to the park replacing its current open leafy character in views from that direction. The effect would be likely to be substantial and transformative at the time of development depending on the relationship between the rate of build out and the development of structure planting. Built form would be progressively screened by a robust corridor of tree and shrub planting: this would take time to be fully effective. The effect would be localised and would diminish with distance in the shallow views along the coast.
110. The proposals would cause some harm locally to the AHLV as described above. Saved policy 7 of the District of Easington Local Plan states that the special character, quality and appearance of the landscape within those areas designated as areas of high landscape value on the proposals map will be maintained and enhanced. As noted above, there would be some local harm to the AHLV but this would be not be considered significant, moreover, the landscaping scheme proposed would reduce this harm over time as it becomes established. The proposals would also cause some harm to the evolved parklands of the hall and particularly in respect of the transformation of character in the northern area. However, these impacts must be weighed against the benefits outlined below.

Economic and tourism benefits

111. As noted above, there is an identified harm to the setting of the Grade II listed Seaham Hall and the Grade 1 listed St Marys Church, although the harm is considered to be less than substantial by both Historic England and the Councils Design and Conservation team. Therefore the harm that would be caused by the development has to be weighed against the public benefits.
112. In 1997 Seaham Hall was purchased from a private individual when it was a heritage asset at risk, investment was made to redevelop the Hall into a luxury hotel. Seaham Hall Hotel opened in 2001 and added a luxury spa a year later as a facility to expand and diversify. In 2011 the hotel went into administration and in 2012 it was acquired by its current owner and operator who have made significant investment in the site in order to maintain its vitality and viability as a tourism destination and heritage asset.
113. The applicants have stated that the proposed development can help to maintain and grow the contribution made by Seaham Hall to County Durham's tourism offer, whilst also providing an additional revenue stream in order to help fund future investment in the hotel and spa. Seaham Hall is an important economic and tourism asset, particularly within the context of the Durham Heritage Coast. At present, Seaham Hall directly employs 154 members of staff (corresponding to 110 FTE jobs) paying an estimated £2.5m in wages per annum. More than half of all workers are residents of County Durham. Seaham Hall is expected to attract 12,280 visitor nights and 27,700 spa day guests in 2018. A high number of visitors come from outside of the North East, reflecting Seaham Hall's status as a destination hotel. Experience packages, promoted via the hotel's website, help to ensure that the tourism impact supported by Seaham Hall is leveraged to deliver benefits for other tourism assets across County Durham.
114. Since acquiring Seaham Hall in 2012, the current owners have overseen a significant programme of capital investment in order to improve the fabric of the building and the facilities on offer to guests. The proposed development represents the next stage in the evolution of Seaham Hall. It seeks to capitalise upon a growing market for luxury lodges for ownership and rental – a market that has been successfully embraced by a number of luxury country house hotels already.
115. The proposals are expected to deliver a number of economic benefits, including the generation of almost 26,600 visitor nights per annum, supporting annual visitor expenditure of between £890,000 and £2.1m, the creation of additional (gross) direct jobs (28 FTEs) at Seaham Hall, across a range of occupations whilst supporting 50-75 direct construction jobs and a further 75-115 'spin-off' jobs over the duration of a 6 to 9 month build period and supporting £4.9m of additional economic output (Gross Value Added) during construction.
116. The Councils Regeneration and Economic Development team support the application and have commented that the proposals represent a significant opportunity in the east of the county to provide economic benefits. Consultants were engaged by the Council in 2017 to undertake a visitor accommodation development assessment. The purpose of the study was to make an objective assessment of the potential for visitor accommodation development in Seaham and the immediate surrounding area, and the requirements for Durham County Council and Visit County Durham intervention to fully capitalise on the identified opportunities.

117. The research has identified that there is market potential for holiday lodges in Seaham. This coupled with the fact that the development is expected to lever in £4m of private investment and generate an additional £2m of visitor spending from 26,000 overnight stays in the lodges means that from an economic development point of view the development should be supported.
118. In terms of furthering economic growth in the area, officers note that the development is anticipated to create 75 direct jobs and up to 115 indirect jobs. During construction, a £4.9m temporary uplift in GVA is expected and this would be welcomed into the economy of Seaham.
119. In addition to the economic benefits outlined above, Visit County Durham have also outlined significant tourism benefits.
120. Visit County Durham have been working with Seaham Hall and their development agency for some time and sharing market intelligence and evidence bases. They state that they are very supportive of their ambitions to develop high quality accommodation in this area. Coupled with the continuing and sustained success of Seaham Hall Hotel and Spa, Seaham has now secured its place as a serious visitor destination.
121. From their economic research, it is noted over the past decade that visitor spend/economic value is now starting to track with the volumes of visitors which have been healthy for some time. This kind of development can only help to accelerate the narrowing of the gap between visitor volumes and economic value and this will of course in turn stimulate new jobs and sustain existing employment.
122. From Visit County Durham latest figures, the Durham Coast economic indicators from 2016 were as follows:

Durham Coast

- Tourism is worth over £109 million to the Durham Coast from 3.16 million visitors
- £20.18 average day visitor spend
- £154.50 average spend per trip of overnight visitors
- 1,592 are employed within the visitor economy

Hotel Occupancy

123. From a sample of hotel occupancy rates research across the county, hotel occupancy has been performing well over the last three years. In the latest monthly comparison November, 2017 was up by 0.38% on November 2016. The addition of this new development will undoubtedly add to the overall viability of Seaham Hall as both a hotel and as a spa.
124. In terms of the official tourism management plan for the county, the development would be consistent with the following sections of this plan:

Objectives:

- That by 2020 Durham will offer a visitor experience that matches or exceeds the best offered by England's premier county destinations.
- The county will fulfil its potential as one of England's lead destinations, attracting visitors to the region from across the UK and from target overseas markets.
- By 2020 the county's visitor economy will account for 17% of the county's economy. This will represent an increase of £111.4 million from £752 million (2014) to £863.4 million in 2020. Using the national (VisitEngland) and regional standard (£53k = 1 FTE job), this would create 2,101 additional jobs by 2020.

Priorities

- Lengthen the amount of time that visitors spend in the county Durham will do this by focusing on packaging product and taking a visitor-centric approach to the provision of visitor information. Packages will combine rural and heritage experiences and focus on themes that our visitor segments like.
- Differentiate Durham for external audiences
- Develop new product and support existing product strengths.

125. In view of the issues and evidence bases outlined above, Visit County Durham are fully supportive of this development.

126. To summarise, the harm to the setting of the listed Seaham Hall and St Marys Church, which has been identified as less than substantial by both Historic England and the Councils Design and Conservation Officers should be weighed against the public benefits of the proposal. It is clear from the information set out above that the proposals would deliver significant economic and tourism benefits to the County and North East Region, securing the future of the hotel as both a tourist destination and an important heritage asset.

Highways issues

127. Saved Policy 36 requires the design and layout of development to provide safe, attractive and convenient footpath and cycleway links between the housing and shopping facilities, schools, public transport facilities, leisure facilities and places of employment where appropriate.

128. Highways officers have no objections to the proposals and note that that the secondary access to the east of the site will be gated to prevent its use other than as an access to the private residential development at The Lodge and as an emergency access should it be needed, which is welcomed from a highways point of view.

129. It is also noted that the applicant confirms that the existing main site access to the west of the site will become the sole access serving the Hotel, Spa and the Lodges. Refuse collection and service deliveries will continue to be by the main site access to the west of the site.

130. Confirmation that the existing main site access to the west of the site, on Lord Byron's Walk, will become the sole access serving the Hotel, Spa and the Lodges requires the existing junction sight visibility splays of only approx. 2.4 x 20 metres or so to be improved to 2.4 x 120 metres and should be subject to a condition.

131. It is also noted that it is proposed to divert a public right of way to the north east of the site in order to improve public views of heritage assets and ensure that the proposed landscaping would not interfere with the route. Officers have no objections to this diversion although it will be subject to a separate application to Public Rights of Way officers.

132. On the basis of the above, highways officers offer no objections to the proposals subject to the visibility splay condition and it is therefore considered that with regard to highways issues that the proposals are in accordance with part 4 of the National Planning Policy Framework and saved Policies 36 and 37 of the District of Easington Local Plan.

Ecology

133. The Local Planning Authority must consider impacts on designated wildlife sites in the vicinity of the proposed development.
134. This application site is in close proximity to Durham Coast Site of Special Scientific Interest (SSSI), and Special Area of Conservation (SAC) Natura 2000 site and the Northumbria Coast SSSI, Special Protection Area (SPA) and Ramsar site, all of which are designations of significant importance.
135. It is noted that the applicant proposes an area for Suitable Alternative Natural Greenspace (SANG) on a field to the east of the proposed development which would be managed for the benefit of both biodiversity gain and public access due to the proximity of sensitive sites on the coast. This is considered to be suitable and necessary mitigation and accordingly, its provision would be secured by a condition and future management by a S106 agreement.
136. Due to the proximity of the site to the heritage coast, there will also be a negative impact in terms of increased user pressure on that coastal area. Accordingly, the applicants have also agreed to provide a financial contribution of £7774.08 in line with the Councils "Habitat Regulations Assessment: Developer Guidance and Requirements in County Durham" paper to be used toward a scheme to reduce the number of access points to Special Protection Areas, as identified in the Durham Heritage Coast Partnership's Business Plan 2014/15 in order to directly off-set the impacts of the development on the coast. Whilst the paper is not part of the development plan, it can be afforded some weight in the determination of this application although it must be less than if it were part of the statutory development plan. This contribution would be secured through a S106 Agreement and is considered adequate mitigation and necessary to make the development acceptable.
137. Both Natural England and ecology officers are in agreement with the proposed mitigation and as such, it is considered that the proposed development would be in accordance with saved policy 18 of the District of Easington Local Plan and part 11 of the NPPF, both of which seek to protect and enhance biodiversity and the natural environment.

Archaeology

138. The submitted Archaeological Evaluation report revealed the presence in the north-east corner of the proposed development area of a small number of inhumation burials belonging to the Anglian cemetery known to lie further to the east and south-south-east. A ditch roughly aligned north-south was also encountered seemingly delineating the western extent of this cemetery although, as the report states, the possibility of isolated burials further west cannot be discounted. The evaluation trenches further west revealed nothing of archaeological interest across the majority of the proposed development area. Consequently it is recommended that the impact upon any archaeological remains within the proposed development area, including the proposed relocated staff car-park, can be mitigated by an agreed programme of archaeological work being submitted along with a written scheme of investigation which is to be submitted to the County Durham Historic Environment Record. Subject to a condition being attached in this regard, the proposals are considered to be in accordance with part 12 of the NPPF.

Objections raised by the public

139. As noted above, there have been 9 letters of objection received from 5 different addresses along with 3 letters of support. The nearest objector resides at The Lodge to the north east of the application site. The main concerns from the occupier of The Lodge is that the proposal would block access to the property and cause problems for access by emergency vehicles and other large vehicles such as refuse wagons. The other main concerns raised by this objector are that the development would block a Public Right of Way, would lead to problems with surface water drainage and that there would be increased noise and traffic congestion. Both this resident and other objectors are concerned about the impact on heritage assets including the Grade 1 listed St Marys Church and anglo saxon burials, a lack of landscaping, loss of ecology and that the 'caravans' would not be suitable in this location.
140. With regard to the access to The Lodge, the plans have been amended to show the gates relocated further to the south giving the occupiers full and unrestricted access.
141. The Public Right of Way would remain open although diverted to allow better views of St Marys Church. In terms of drainage, both drainage officers and Northumbrian Water have no objections to the proposals. The surface water would be drained into an existing watercourse via existing drains and a via new attenuation basin which is subject to conditions. All other concerns noted above such as archaeology, ecology and highways issues have all been assessed as part of the planning application process and no objections have been raised by officers subject to conditions, details of which are all detailed in this report.

CONCLUSION

142. As noted earlier in the report, officers have accepted that the proposals would lead to some harm to the setting of the heritage assets at the Grade II Listed Seaham Hall and the Grade 1 Listed St Marys Church, although both officers and Historic England agree that the level of harm is less than substantial. Notwithstanding this the harm must be outweighed by public benefit in order for the proposals to be justified in this location.
143. As noted above the 5* Seaham Hall is an important economic and tourism asset, particularly within the context of the Durham Heritage Coast. At present, Seaham Hall directly employs 154 members of staff (corresponding to 110 FTE jobs) paying an estimated £2.5m in wages per annum. More than half of all workers are residents of County Durham.
144. Seaham Hall is expected to attract 12,280 visitor nights and 27,700 spa day guests in 2017. A high number of visitors come from outside of the North East, reflecting Seaham Hall's status as a destination hotel. Since acquiring Seaham Hall in 2012 after administration, the current owners have overseen a significant programme of capital investment in order to improve the fabric of the building and the facilities on offer to guests.
145. An increase in 'staycations', both nationally and locally, combined with demand for multiple-occupancy family accommodation, means that the current hotel has reached a ceiling and is unable to fulfil current visitor needs.

146. The proposals would support and enhance the local economy and importantly would secure the future of the listed building and its continued viability as a hotel. Seaham Hall is an important tourism destination in County Durham and a key part of the Heritage Coast's tourism offer. It makes a significant contribution to the local economy by attracting overnight leisure tourists to the area, raising the profile and awareness of other tourism assets and creating a range of employment opportunities.
147. The proposed holiday lodges would help to sustain Seaham Hall by increasing the capacity, supporting existing dining and leisure facilities and helping to fund future investment. The additional guests will also support businesses within Seaham and the wider area to a value of up to £2million and, in turn, will create demand for around 30 additional employees.
148. On balance it is considered that the significant economic and tourism benefits outlined in this report outweigh the 'less than substantial' harm to the setting of the heritage assets and therefore the application is recommended for approval.

RECOMMENDATION

That the application be **APPROVED** subject to the following conditions and subject to the completion of a Section 106 legal agreement to secure the provision of:

- i. £7774.08 contribution toward the scheme to reduce the number of access points to Special Protection Areas as identified in the Durham Heritage Coast Partnership's Business Plan 2014/15.
 - ii. A scheme for the management of the Suitable Alternative Natural Greenspace to the east of the application site.
1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

2. The development hereby approved shall be carried out only in accordance with the approved plans and specifications contained within:

01 GROUND FLOOR LAYOUT
02 FIRST FLOOR LAYOUT
03 SECTION
04 ELEVATIONS
1039_0002 EXISTING SITE PLAN WITH EXISTING SITE LEVELS
1039_1001 CROSS SECTION 1 OF 2
1039_1002 CROSS SECTION 2 OF 2
24 18 0026 HIDEAWAY 2DB
24 18 0026 HIDEAWAY 2DB - ELEVATION
28 18 0070 HARBOUR 2DB - ELEVATION
28 18 0070 HARBOUR 2DB STUDY
1039_0001 SITE LOCATION PLAN

All received 22.1.2018

1039_1000 REV E PROPOSED LANDSCAPE STRATEGY AND SITE LAYOUT

Received 11.4.2018

Reason: To meet the objectives of saved Policies 1, 35 and 36 of the Easington District Local Plan and parts 1 and 4 of the NPPF.

3. Development shall be undertaken in line with the drainage scheme contained within the submitted document entitled "Amended Flood Risk Assessment and Drainage Strategy" dated "19/02/18". The drainage scheme shall ensure that foul flows discharge to the combined sewer in the vicinity of manhole 0403 and ensure that surface water discharges to the existing watercourse.

Reason: To prevent the increased risk of flooding from any sources in accordance with the NPPF.

4. No development shall take place until the applicant has secured the implementation of a programme of archaeological work in accordance with the document 'Archaeological Standards in County Durham' and a written scheme of investigation that has been approved in writing by the Local Planning Authority. The Scheme shall provide for:

i; Measures to ensure the preservation in situ, or the preservation by record, of archaeological features of identified importance.

ii; Methodologies for the recording and recovery of archaeological remains including artefacts and ecofacts.

iii; Post-fieldwork methodologies for assessment and analyses.

iv; A list of all staff involved in the implementation of the strategy, including sub-contractors and specialists, their responsibilities and qualifications.

The archaeological mitigation strategy shall be carried out in accordance with the approved details and timings.

Reason: To comply with para 135 & 141 of the NPPF because the site is of archaeological interest and developers are required to record and advance understanding of the significance of a heritage asset to be lost, and to make this information as widely accessible to the public as possible.

5. Prior to the development being beneficially occupied, a copy of analyses and reporting required as part of the approved archaeological mitigation strategy shall be deposited with the County Durham Historic Environment Record.

Reason: To comply with para 135 & 141 of the NPPF because the site is of archaeological interest and developers are required to record and advance understanding of the significance of a heritage asset to be lost, and to make this information as widely accessible to the public as possible.

6. Development shall not commence until detailed drainage and SuDs design drawings, hydraulic calculations and a geotechnical Interpretive report including infiltration results has been submitted to and agreed in writing by the local planning authority. The development shall be carried out in accordance with the approved scheme in perpetuity.

Reason: To ensure effective drainage measures and sustainable principles are adhered to, and to safeguard the proposed development from flood risk, whilst not increasing flood risk elsewhere in accordance with the NPPF.

7. The development hereby permitted shall not commence until a pre-commencement scheme to deal with contamination has been submitted to and agreed in writing with the Local Planning Authority. The full scheme, both pre-commencement and completion shall include the following, unless the Local Planning Authority confirms in writing that any part of sub-sections a, b, c or d are not required.

Throughout both the pre-commencement and completion phases of the development all documents submitted relating to Phases 2 to 4 as detailed below shall be carried out by competent person(s) and shall be submitted to and agreed in writing with the Local Planning Authority.

Pre-Commencement

- (a) A Phase 2 Site Investigation and Risk Assessment is required to fully and effectively characterise the nature and extent of any land and/or groundwater contamination and its implications. Prior to the Phase 2 a Sampling and Analysis Plan is required.
- (b) If the Phase 2 identifies any unacceptable risks, a Phase 3 Remediation Strategy detailing the proposed remediation and verification works is required. If gas protection measures are required a verification plan is required detailing the gas protection measures to be installed, the inspection regime and where necessary integrity testing programme. The installation of the gas membrane should be carried out by an appropriately qualified workforce and the verification of the installation should be carried out by an appropriately competent, experience and suitably trained person(s) (preferably independent to the installer) to ensure mitigation of the risk to the buildings and the people who occupy them. No alterations to the remediation proposals shall be carried out without the prior written agreement of the Local Planning Authority.

Completion

- (c) During the implementation of the remedial works (if required) and/or development if any contamination is identified that has not been identified pre-commencement, it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment shall be carried out in accordance with part b of the condition and where necessary a Phase 3 Remediation Strategy shall be prepared in accordance with part c of the condition. The development shall be completed in accordance with any amended specification of works.
- (d) Upon completion of the remedial works (if required), a Phase 4 Verification Report (Validation Report) confirming the objectives, methods, results and effectiveness of all remediation works detailed in the Phase 3 Remediation Strategy shall be submitted to and agreed in writing with the Local Planning Authority within 2 months of completion of the development. If integrity testing of the membrane(s) was required a verification pro forma should be included.

Reason: The site may be contaminated as a result of past or current uses and/or is within 250m of a site which has been landfilled and the Local Planning Authority wishes to ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems in accordance with NPPF Part 11.

8. No development shall commence until a detailed landscaping scheme has been submitted to and approved in writing by the Local Planning Authority.

No tree shall be felled or hedge removed until the landscape scheme, including any replacement tree and hedge planting, is approved as above.

Any submitted scheme must be shown to comply with legislation protecting nesting birds and roosting bats.

The landscape scheme shall include accurate plan based details of the following:

Trees, hedges and shrubs scheduled for retention.

Details of hard and soft landscaping including planting species, sizes, layout, densities, numbers.

Details of planting procedures or specification.

Finished topsoil levels and depths.

Details of temporary topsoil and subsoil storage provision.

Seeded or turf areas, habitat creation areas and details etc. Details of land and surface drainage.

The establishment maintenance regime, including watering, rabbit protection, tree stakes, guards etc.

The local planning authority shall be notified in advance of the start on site date and the completion date of all external works.

Trees, hedges and shrubs shall not be removed without agreement within five years.

Reason: In the interests of the visual amenity of the area and to comply with Policy 1 and 35 of the District of Easington Local Plan and parts 7 and 12 of the NPPF.

9. All planting, seeding or turfing and habitat creation in the approved details of the landscaping scheme shall be carried out in the first available planting season following the practical completion of the development.

No tree shall be felled or hedge removed until the removal/felling is shown to comply with legislation protecting nesting birds and roosting bats.

Any approved replacement tree or hedge planting shall be carried out within 12 months of felling and removals of existing trees and hedges.

Any trees or plants which die, fail to flourish or are removed within a period of 5 years from the substantial completion of the development shall be replaced in the next planting season with others of similar size and species.

Replacements will be subject to the same conditions.

Reason: In the interests of the visual amenity of the area and to comply with Policy 1 and 35 of the District of Easington Local Plan and parts 7 and 12 of the NPPF.

10. Notwithstanding any details of materials submitted with the application no development shall commence until samples of the external walling and roofing materials have been submitted to and approved in writing by the Local Planning Authority. The development shall be constructed in accordance with the approved details.

Reason: In the interests of the visual amenity of the area and to comply with Policy 1 and 35 of the District of Easington Local Plan and parts 7 and 12 of the NPPF.

11. The replacement of caravans or lodges hereby approved or subsequently approved shall not take place at any time without the prior written consent of the Local Planning Authority.

Reason: In the interests of the visual amenity of the area and to comply with Policy 1 and 35 of the District of Easington Local Plan and parts 7 and 12 of the NPPF.

12. Any caravan and lodge on the development site shall be occupied for holiday purposes only and no caravan or lodge on the development site shall be occupied as a person's sole or main place of residence. The operators of the site shall maintain an up-to-date register of the names of all owners and occupiers of individual caravans and lodges and of their main home addresses, and shall make such information available at all reasonable times to the Local Planning Authority, upon request.

Reason: In order to prevent permanent residential occupancy in accordance with policy 1 and 35 of the District of Easington Local Plan and parts 6 and 12 of the NPPF.

13. None of the 24 no. holiday lodges shall be brought into use until the junction sight visibility splays on the existing main site access to the west of the site, on Lord Byron's Walk, have been improved in accordance with the details shown on Figure 5 Proposed Main Site Access (West), drg. no. JN1423-Dwg-0006.

Reason: In the interest of highway safety in accordance with saved District of Easington Local Plan policy 36 and part 4 of the NPPF.

14. The development hereby approved shall not be brought in to use until a site management scheme has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out accordance with the approved scheme in perpetuity.

Reason: In the interests of the amenity of the area and to comply with Policy 1 and 35 of the District of Easington Local Plan and parts 7 and 12 of the NPPF.

15. The development hereby approved shall be carried out in accordance with the mitigation measures contained within the submitted Extended Phase 1 Survey report by E3 Ecology dated December 2017.

Reason: To conserve protected species and their habitat in accordance with saved Policy 18 of the District of Easington Local Plan and part 11 of the NPPF.

16. None of the caravans or lodges hereby approved shall be occupied until the Suitable Alternative Natural Greenspace is provided and made available for use.

Reason: To conserve protected species and their habitat in accordance with saved Policy 18 of the District of Easington Local Plan and part 11 of the NPPF.

STATEMENT OF PROACTIVE ENGAGEMENT

The Local Planning Authority in arriving at its decision to approve the application has, without prejudice to a fair and objective assessment of the proposals, issues raised and representations received, sought to work with the applicant in a positive and proactive manner with the objective of delivering high quality sustainable development to improve the economic, social and environmental conditions of the area in accordance with the NPPF. (Statement in accordance with Article 35(2) of the Town and Country Planning (Development Management Procedure) (England) Order 2015)

BACKGROUND PAPERS

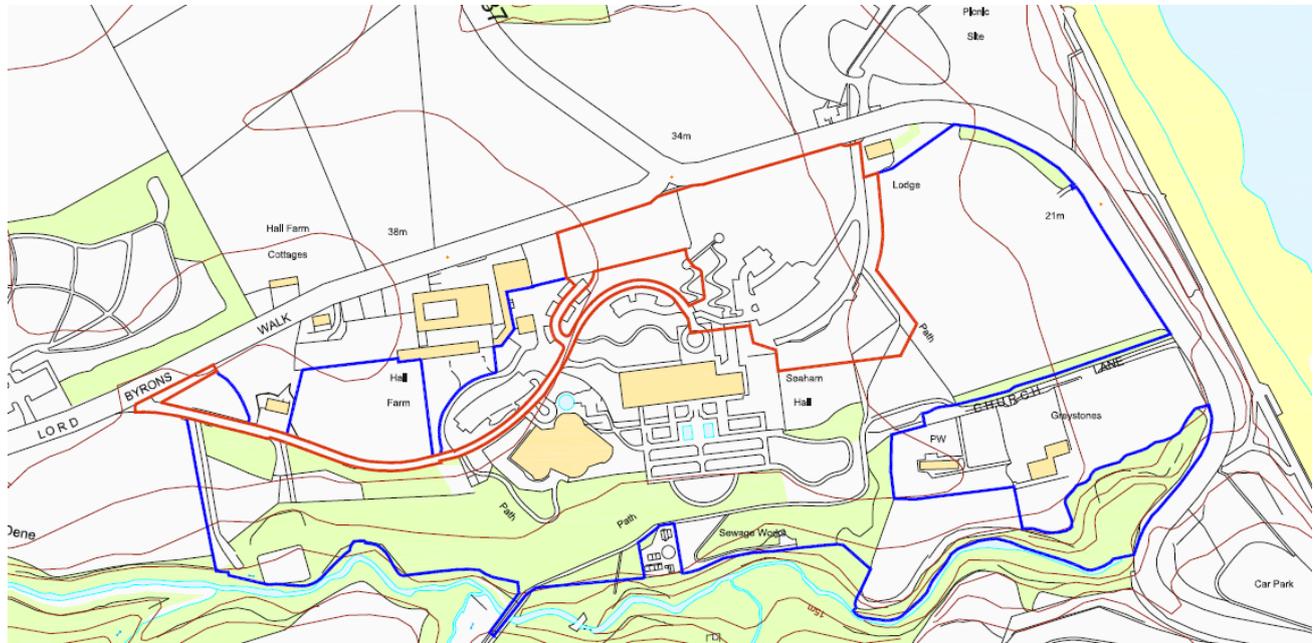
Submitted application form, plans supporting documents and subsequent information provided by the applicant.

The National Planning Policy Framework (2012)

National Planning Practice Guidance Notes

Statutory, internal and public consultation responses

District of Easington Local Plan



Planning Services

Change of use of land for holiday accommodation, engineering operations to create 20 bases for holiday lodges, access and car parking, erection of four permanent holiday lodges and landscaping.

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Comments

Date June 2018