



**DURHAM CITY NEIGHBOURHOOD PLAN
CONSULTATION DRAFT
NOVEMBER 2017**



ACKNOWLEDGEMENTS

This Neighbourhood Plan has been produced by volunteers from the Neighbourhood Plan Working Group with the support and endorsement of the Durham City Neighbourhood Planning Forum.

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DURHAM CITY NEIGHBOURHOOD DRAFT PLAN

FOR PUBLIC CONSULTATION

November 2017

Durham City Neighbourhood Planning Forum

DURHAM CITY NEIGHBOURHOOD PLANNING FORUM

The Durham City Neighbourhood Planning Forum is an officially-sanctioned group of volunteers who live or work in Durham City. Our role is to produce a Neighbourhood Plan for Durham City, based on the views of the community. The Forum comprises 32 members.

The Forum officers are:

- Chair: Roger Cornwell
- Secretary: John Lowe
- Engagement Officer: Pippa Bell
- Vice Chair: John Ashby
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PLAN CONSULTATION

The consultation runs from 4th November to 18th December

Drop In Events

St John's Church, Neville's Cross

Monday 6 November, 14.30 to 18.30

St Oswald's Institute, Church St,

Tuesday 21 November, 11.00 to 16.00

St Nicholas Church, Market Place

Friday 24 November. 12.00 to 16.00

Heritage Centre, Wharton Park

Wednesday 6 December, 11.00 to 16.00

Document Viewing

If you are unable to attend an event, copies of the draft plan will be available together with comment forms at:

- County Hall, Aykley Heads, Durham
- Durham Town Hall Reception, Market Place, Durham
- Clayport Library, Millennium Place, Durham

Online

The Plan document, with access to an online questionnaire or downloadable comment form, is available at: <http://npf.durhamcity.org.uk/the-plan/>



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CHAPTER 1: FOREWORD

1.1 The most important feature of a neighbourhood plan is that it is prepared and agreed by local people. The work is normally carried out by a parish or town council on behalf of its local community. In our area there is no local council at present as we are 'un-parished'. In order for the plan to be prepared, the County Council has enabled the setting up of the Durham City Neighbourhood Planning Forum.

1.2 The Forum has adopted the name 'Our Neighbourhood' for the area covered by the Plan, which is shown on Map 1 on page 4 (<http://npf.durhamcity.org.uk/the-plan/maps/>). It has taken nearly three years to prepare and has provided the opportunity for continuous consultation throughout. It is now time to find out what people who live and work in the area, and those who visit, think of the policies and proposals in this draft Plan.

1.3 There are four matters to be borne in mind when assessing the content of this draft Plan:

1. Its policies, when agreed, will have statutory force, i.e. they will be relevant in the consideration of planning applications by the County Council, and they will need to be in compliance with the current adopted development plan, which is the saved policies of the City of Durham Local Plan;
2. Quite early in the lifetime of our Neighbourhood Plan a new local plan - the County Durham Plan - will be adopted. Our policies will then need to be reviewed, and if necessary changed, to bring them into compliance with this new County Durham Plan. We will seek to future-proof our Neighbourhood Plan by having regard to the emerging County Plan;
3. The Plan should be read as a whole - the planning policies all relate to one another even though they appear under different themes, so common aspects only appear in one policy to avoid repetition;
4. Our Neighbourhood Plan presents an opportunity go beyond the planning policies in identifying the actions needed by statutory, community and other bodies to achieve the vision and objectives of the plan.

1.4 We hope that many people will take the opportunity to contribute to making our Neighbourhood Plan one which is effective and truly representative of the wishes of local people for a sustainable future for this beautiful and historic city.

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CHAPTER 2: INTRODUCTION

2.1 HISTORY AND CONTEXT

2.1 Durham City has been a highly significant place in County Durham, the North East region and the country for over 1,000 years as the home of Durham Cathedral, and for over 180 years of the University of Durham. Under the 1974 reorganisation of local government in England Durham City became the county town of a County Durham much reduced in population although increased in area. This new county was administered by a county council and eight (later seven) district councils. This system was abandoned in 2009 when the county and district councils including the City of Durham Council were abolished to be replaced by a single 'county unitary authority'.

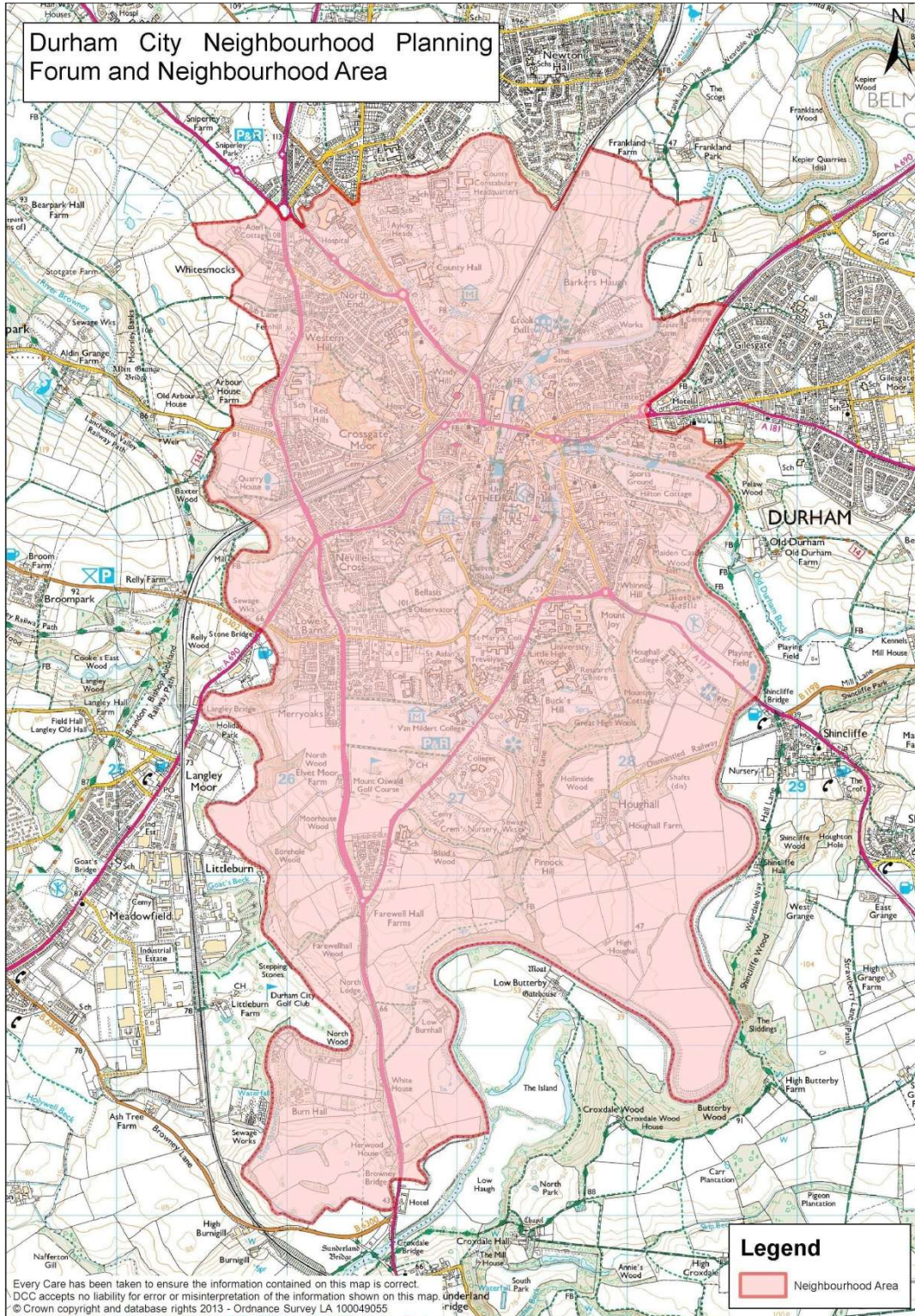
2.2 The Durham City Neighbourhood Planning Forum started as a group of volunteers, people who lived, worked or had businesses in the City. They were concerned about the future of the City and saw the potential in the Localism Act which introduced new rights and powers which local communities can use to shape and permit additional new development. In areas with a Town or Parish Council, this work is done by those bodies. Elsewhere a Neighbourhood Planning Forum can be set up. Most of Durham City is not parished and therefore there is at present no local council to undertake the work of preparing a neighbourhood plan. The group of volunteers therefore applied to Durham County Council to set up a Neighbourhood Planning Forum and this was approved by the Council on 16 January 2014. The volunteers then became part of the membership of the Forum. In the Forum's priority consultation (Durham City Neighbourhood Planning Forum, 2015) very strong views were received from the public about planning and planning decisions. The Forum takes this as a clear message to deliver a plan which has the vision and the policies to ensure the protection of the fabric of the City and the wellbeing of the people who live, work and visit it.

2.3 The area covered by the Neighbourhood Plan is not the whole urban area of Durham City. It is for parish and town councils to prepare neighbourhood plans if desired, and there are parish councils for the Belmont and Framwellgate Moor parts of the City. Although neither is preparing a neighbourhood plan at present, it was felt that the issues that might be most important in those areas are different from the issues facing the historic core of the City. Similarly, the un-parished Gilesgate and Newton Hall areas have their own distinct histories and issues meriting particular attention through a local neighbourhood plan if that is the wish of the Gilesgate or Newton Hall residents and businesses.

2.4 Accordingly, the area covered by the Neighbourhood Planning Forum - 'Our Neighbourhood' - comprises the electoral divisions of Nevilles Cross; Elvet & Gilesgate; and the part of Durham South on the city side of the River Wear, as shown on Map 1 below (<http://npf.durhamcity.org.uk/the-plan/maps/>). Although 'Our Neighbourhood' is only part of the built-up area of the city, it does contain the World Heritage Site, the city centre, the University, the hospital, the two conservation areas and the main bus and rail stations.

It is therefore an important part of the city and needs a progressive and imaginative neighbourhood plan.

Map 1: Map of Our Neighbourhood



2.2 CHALLENGES

2.5 In the 1960s major developments such as the new County Hall, Police Headquarters, Passport and National Savings offices brought very welcome extra employment opportunities to the City, especially in the context of the subsequent loss of nearly all of County Durham's traditional coal, steel, railway, and heavy engineering industries. Concomitant pressures on the special qualities of the City's built environment and arising from increased vehicular traffic are key issues for Our Neighbourhood.

2.6 Durham University's expansion from about 3,000 students in the early 1960s to 15,500 in Durham City today has added much economic benefit as well as prestige to the City. However, a commensurate increase in university accommodation has not been provided and many family homes have been converted into student accommodation to the extent that in several areas permanent residents are a minority and in some a rarity.

2.7 This change in property use means that large areas of the City are predominantly populated by young adults for half of the year and virtually empty the other half with consequent effects on local shops, facilities and community cohesion. The local retail offer has suffered from a loss of independent family-friendly shops and department stores. Leisure facilities are geared to the evening economy. The City has lost its internationally renowned ice rink, its multi-screen cinema (though this is currently being replaced), much green space and sporting facilities, youth clubs and scout and guides groups. Schools, doctors, libraries and other public services are affected by the distorted population structure of the City. The University has recently published a Strategy and Estates Masterplan (Durham University, 2016, 2017a) setting out its intention to grow in student numbers to a total of 21,500 in Durham City by the year 2026/27. This raises major issues around the capability of the city – socially, economically and environmentally – to accommodate significant additional pressures on the housing stock, local services, the retail offer, pedestrian congestion, and community balance.

2.8 The green landscape setting of the World Heritage Site is of paramount significance in planning the future development of Durham City. A designated green belt surrounds the built-up area of the City. Its purpose is to check sprawl; prevent Durham City from merging into neighbouring towns and villages; safeguard the surrounding countryside from encroachment; preserve the setting and special character of Durham City; and assist regeneration by encouraging the recycling of derelict and other urban land.

2.9 The River Wear cuts through Our Neighbourhood so areas within the river's floodplain and associated flood zones are at risk of flooding (NPPF, paras 100-104, Planning Practice Guidance 'Flood risk and coastal change'). Therefore, in our Neighbourhood Plan no designated housing sites lie within 'Zone 3a High probability of flooding' and 'Zone 3b The functional floodplain' and no designated economic sites lie within 'Zone 3b the Functional floodplain'. Because of Durham City's location within a bowl of surrounding hills, Our Neighbourhood is also vulnerable in certain areas to flooding caused by surface runoff. As noted in the County Durham Plan Issues and Options consultation document (Durham County Council, 2016c; p.18, para. 3.26) environmental designations and

physical constraints such as flood risk and topography limit the areas of land that can be allocated for development.

2.10 County Durham has a higher level of obesity (27.4%) and excess weight (72.5%) than the England average (23% and 65% respectively) and a lower level of physical exercise (52.2% compared to 56%) (Durham County Council, 2015c, p.10). Overweight or obese individuals have increased risks for health problems such as heart disease, Type II diabetes, some types of cancer, and psychological and social damage. Planning can help to address this issue by supporting and encouraging an environment that enables physical activity such as walking, cycling and sports.

2.11 The above special aspects of planning Durham City are the key challenges facing Our Neighbourhood. Whilst there are many other issues and challenges which are addressed in the following sections of our Neighbourhood Plan, what stands out as the principal task is fulfilling Durham City's potential for providing an exceptional living, working and visiting environment.

2.3 RELATIONSHIP TO THE COUNTY DURHAM LOCAL PLAN

2.11 The County Durham Local Plan seeks to address these challenges at a strategic level leaving the Forum to develop appropriate more detailed local policies. At the time of writing (July 2017) a new County Local Plan is being prepared following the withdrawal of the previous draft Plan in September 2015. The County Council has consulted in June-August 2016 on 'Issues and Options' for the new County Plan, and hopes to be consulting very shortly on 'Preferred Options'. Pending the adoption of the County Durham Local Plan, our Neighbourhood Plan is intended to be consistent with the emerging County Local Plan, the saved policies of the City of Durham Local Plan and the overriding provisions of the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG).

2.4 SCOPE OF THE DURHAM CITY NEIGHBOURHOOD PLAN

2.12 A 'neighbourhood plan' is a statutory planning document: it sets out policies in relation to the development and use of land in the whole or a particular part of the plan area. In our Neighbourhood Plan these are identified as 'Planning Policies and Proposals for Land Use' in Chapter 4 of this document. Development and conservation proposals in Our Neighbourhood will be determined in accordance with the planning policy framework of the Durham City Neighbourhood Plan, county and national planning policies and any other material considerations. The proposed planning policies set out here are intended to meet Plan objectives and help realise the vision for Our Neighbourhood and its communities over the period to 2033.

2.13 Our Neighbourhood Plan also includes wider issues than those directly relating to the development and use land. These issues cover a number of the community's key

concerns and priorities for Our Neighbourhood, and are also applicable to the vision and objectives of our Neighbourhood Plan. These are identified as 'Projects to Improve the Economic, Social and Environmental Realm' in Appendix A of this document. These projects are intended to encourage action and influence decisions taken by relevant bodies. Whilst these wider issues are important, in legal terms only the planning policies and proposals have 'statutory weight'. Durham County Council as the Local Planning Authority will only have regard to the adopted planning policies and proposals of the Durham City Neighbourhood Plan when determining planning applications. It will be the responsibility of the many partnerships, community groups and other appropriate bodies to take forward the projects to address the community's wider issues. Such projects that form part of an integrated package with planning policies and proposals, sit within a neighbourhood plan, and which have been the subject of community consultation are likely to be given greater status by relevant bodies when it comes to securing support and possible funding.

2.5 HOW WE HAVE ARRIVED AT THE PLAN POLICIES

2.14 There are three parts to the process we have followed in arriving at the Plan's policies: community consultations; existing planning policies; and sustainability testing.

Community Consultations

2.15 Community consultation and involvement have been sought from the outset of this plan for Our Neighbourhood, through public meetings, leaflets, surveys, community events, activities with schools and a stall in the Market Place.

2.16 The planning policies and proposals in our Neighbourhood Plan and the 'Projects to Improve the Economic, Social and Environmental Realm' in Appendix A have all been drawn directly from what people, including children, have said in response to the open questions:

- What is good about Durham City?
- What is bad about Durham City?
- What needs to change?

2.17 The surveys comprise:

- a survey of the community's priorities (Durham City Neighbourhood Planning Forum, 2015)
- a survey of children's views (Durham City Neighbourhood Planning Forum, 2016a)
- a survey on improvements to the walking environment (Durham City Neighbourhood Planning Forum, 2016b)
- a survey of businesses in Durham City (Durham City Neighbourhood Planning Forum, 2016c)
- a survey of arts and culture (Durham City Neighbourhood Planning Forum, 2017)

2.18 Responses have been grouped into the most recurring concerns and suggestions, in descending order of popularity. Many relate to what might be called 'governance' (that is, who makes the decisions, and how) and this is acknowledged to be at the heart of issues nationally. The powers embodied in neighbourhood planning do address this issue so far as local plan-making is concerned. Beyond 'governance', the responses are grouped into topics - for example housing, economy, traffic - exactly as written or noted. This has ensured that the voices of the people participating in all of the consultation opportunities have been the determinants of emerging policy ideas and projects.

2.19 The topics emerged as key themes for the Plan, and each has its 'champions' within the team of volunteers working on our Neighbourhood Plan. Ideas for possible policies under each theme have been debated and revised, and always tested against the results of public consultations. There are constraints around what planning policies can address, notably that they have to be about the use and development of land, but we can be sure that the wishes expressed through public consultations and engagement have been incorporated as far as is possible either in 'Planning Policies and Proposals for Land Use' (Chapter 4) or in 'Projects to Improve the Economic, Social and Environmental Realm' (Appendix A).



Drawing by Year 6 pupils from St. Margaret's C of E Aided Primary School, Durham City, during the public consultation with children and young people, 2015

Existing Planning Policies

2.20 In the absence of an up-to-date County Local Plan covering Our Neighbourhood, the prevailing planning policies for deciding applications for development are the "saved" policies of the City of Durham Local Plan 2004 (City of Durham Council, 2004). The saved policies are those which were assessed in 2007 as being compliant with the National Planning Policy Framework, and more recently by the County Council in the light of updates to the Framework through National Planning Practice Guidance (Durham County Council, 2015a; Durham County Council, Planning Services Regeneration and Economic Development, 2016). Many of the saved policies relate to Durham City and we considered them very carefully. We concluded that they provide a very useful starting point but no more than that, as it is essential to develop neighbourhood plan policies that reflect up-to-date information and analysis, current planning legislation and thinking, the issues and hopes arising from public consultations, and the pointers to be obtained from the emerging stages in the preparation of the County Durham Local Plan.

Sustainability Appraisal

2.21 In brief, Sustainability Appraisal (SA) is a process for assessing the social, economic and environmental impacts of a plan or programme and aims to ensure that sustainable development is at the heart of the plan-making process. Strategic Environmental Assessment (SEA) is also a systematic process to predict and assess potential impacts but focuses on specific environmental issues to ensure they are considered and integrated at the earliest opportunity.

2.22 Unlike a local plan, there is no legal requirement for a neighbourhood plan to have an SA as set out in Section 19 of the Planning and Compulsory Purchase Act 2004 (UK Parliament, 2004). However, a 'qualifying body' such as the Durham City Neighbourhood Plan Forum must demonstrate how its plan will contribute to achieving sustainable development. This is a 'basic condition' (condition d) of the neighbourhood planning process (UK Parliament, 2011). As such, undertaking a combined SA/SEA is a robust approach to demonstrably meet this condition. Another basic condition (condition f) the Durham City Neighbourhood Plan Forum has to meet is not to 'breach, and to be otherwise compatible with, EU obligations' (UK Parliament, 2011), in this case the EU directive on the assessment of the effects of certain plans and programmes on the environment (European Union, 2001).

2.23 Hence, SEA Screening to determine if the Plan was likely to have significant environmental effects was undertaken as a minimum requirement. A Screening Opinion was drafted by the Durham City Neighbourhood Planning Forum and we concluded that the sites we had in mind were unlikely to give rise to significant individual or cumulative adverse environmental effects. The Screening Opinion was sent to the three statutory consultees (i.e. the Environment Agency, Historic England and Natural England) in December 2016. The Environment Agency responded that the need for an SEA would not be triggered if we avoided Flood Zones. Natural England confirmed that the proposals would not have significant effects on sensitive sites that Natural England has a statutory

duty to protect. However, Historic England concluded that our Neighbourhood Plan should be the subject of an SEA in accordance with the Strategic Environmental Assessment Directive. The reasons for their decision were essentially that the Durham City Neighbourhood Plan will come into effect before the County Durham Local Plan and therefore will form the most up to date development plan document for the area; and that the potential impacts of our policies need to be assessed and evidenced for this area which has such a high number of designated heritage assets including sites of national and international significance.

2.24 The Forum accordingly determined to carry out a combined Sustainability Appraisal and Strategic Environmental Assessment. This proved to be a rigorous technical exercise which is documented in the accompanying 'Sustainability Report' and 'Conditions Report'.

2.25 The planning policies put forward in this Durham City Neighbourhood Plan are thus the outcome of community consultations; the assessment of the relevance of 'saved' policies' and available pointers from the emerging County Durham Local Plan; and a full appraisal to ensure that the 'golden thread' of sustainability is achieved.

CHAPTER 3: VISION AND OBJECTIVES



3.1 OVERALL VISION

3.1. Durham City's potential as a beautiful historic City will be realised through policy and action to improve and protect its qualities and by creating a diverse and resilient economy with attractive, healthy and affordable places to live. It will be supported by modern infrastructure, protected by adaptation to climate change and enriched by community engagement in its future.

3.2 THEMES AND OBJECTIVES

3.2. The Plan comprises six themes:

Theme 1: A City with a sustainable future

Theme 2: A beautiful and historic City

- (a) Heritage
- (b) Green infrastructure

Theme 3: A City with a diverse and resilient economy

Theme 4: A City with attractive and affordable places to live

Theme 5: A City with a modern and sustainable transport infrastructure

Theme 6: A City with an enriched community life

3.3. Each individual theme has its own vision (expanding on part of the overall vision) and its own set of objectives. Together these objectives form the objectives of the Plan.

3.4. These themes and objectives were developed from the Forum's priority survey responses (Durham City Neighbourhood Planning Forum, 2015). In summary:

Summary of Answers to 'What Is Good About Durham City Centre'

3.5. The most frequent comments are listed in descending order of frequency, i.e. the most popular are at the top – the ones starred are particularly recurrent.

- ****World Heritage Site, cathedral, castle, Palace Green
- ***Riverbank setting and riverside walks
- **University and students (adds to city vibrancy and economy), attractive environment of colleges, and public facilities (e.g. Botanical Garden, Library, Oriental Museum), lectures and exhibitions
- **Public transport and road transport links
- **Woodland 'wedges' which bring greenspace into city
- **Historic City (e.g. its Mayor and Bodyguard, Crook Hall, churches, mining heritage)
- *Shops, coffee shops, pubs and restaurants
- *Lively, vibrant, multi-cultural, with friendly people and strong community feeling
- *Compact size
- Market place and indoor market
- Variety of historic and period properties (not just on peninsula)
- Attractive streetscapes / beautiful architecture
- Leisure and cultural facilities (e.g. Gala cinema and theatre, Freeman's Quay, public library, DLI Museum and Art Gallery)
- Large number of pedestrianised areas in city
- Council flower displays and tree plantings
- Park & ride, and car parking
- Close to beautiful countryside, and nearby towns
- Parks and nature areas (e.g. Flass Vale, Wharton Park, Aykley Heads, Browney Valley, Baxter's Wood)
- High profile festivals (e.g. Lumiere, Book Festival, Brass, Miners' Gala, sporting events)

- Schools

Summary of Answers to ‘What Is Bad About Durham City Centre’

3.6. The most frequent comments are listed in descending order of frequency, i.e. the most popular are at the top – the ones starred are particularly recurrent.

- ***Excessive student housing (much poorly maintained and unsympathetically altered)
- **North Road (tawdry and dirty, run down, ASB focus, charity shops, poor introduction to City for visitors)
- **Poor retail offer (of both small, independent traders and big names), empty shops
- **Pedestrian experience (e.g. poor maintenance of pavements, dirty, lack of kerbs, lack of street lighting, hills, traffic and pollution, overhanging vegetation, cluttering with rubbish bins, bill boards, tables and chairs, not suitable for people with disabilities or people with pushchairs, material (cobblestones), more bridges and crossing points of river and A690)
- **Planning decisions (inappropriate, unsuitable for a World Heritage Site, ignoring residents’ views, poor implementation of control, lack of cohesion / gulf between University and Council, vested interests)
- **Traffic congestion
- **Night-time economy (too geared to drinking, encouraging anti-social behaviour)
- *Littering (including riverbanks)
- Market Place (poor redevelopment)
- Parking (lack of spaces, location, cost, park & ride needs improvement)
- Poor design of new, modern build developments (e.g. Prince Bishops, Gates, 60s and 70s developments)
- Millennium Place (bleak, unwelcoming, underutilised, lack of greenery)
- Loss of / lack of open and green spaces and threat to green belt
- Student behaviour
- Lack of tourist information centre
- Lack of housing for local residents/unbalanced community
- Road system and traffic management
- Poor appearance/maintenance of premises and streetscape
- Lack of City Council

Summary of Answers to 'What Needs to Change'

3.7. The most frequent comments are listed in descending order of frequency, i.e. the most popular are at the top – the ones starred are particularly recurrent.

- ***Redress the huge imbalance towards student accommodation, and the various problems this causes
- **Change the County Council's approach to making planning decisions: take on board the views of local residents
- **Increase the diversity of retail outlets (both big names and small independent/speciality shops); reduce business rates/rents
- *Provide more housing (e.g. affordable housing; housing for families, older people and young professionals)
- *Preserve and protect the City's heritage
- *Protect green spaces/green belt and the environment
- *Improve traffic management and provide a better road system
- *Upgrade North Road
- *Improve the provision for pedestrians
- Promote and support tourism (e.g. reopen the Tourist Information Office)
- Deal with littering and clean the streets
- Tackle the drinking culture leading to anti-social behaviour
- Provide more entertainment facilities (e.g. a multiplex cinema)
- Set up a Durham City Council
- Provide more community, leisure, and cultural facilities
- Improve the Riverside
- Develop balanced communities
- Tackle parking issues (e.g. extend the Park & Ride facilities)
- Improve public transport
- Improve the Market Place
- Improve infrastructural facilities, such as street lighting, public toilets, sewage works, cable TV and Internet provision
- Improve the Bus Station
- Improve cycling facilities

CHAPTER 4: PLANNING POLICIES AND PROPOSALS FOR LAND USE

4.1 The 'Planning Policies and Proposals for Land Use' are given in this chapter, organised under the six themes:

Theme 1: A City with a sustainable future

Theme 2: A beautiful and historic City

- (a) Heritage
- (b) Green infrastructure

Theme 3: A City with a diverse and resilient economy

Theme 4: A City with attractive and affordable places to live

Theme 5: A City with a modern and sustainable transport infrastructure

Theme 6: A City with an enriched community life

Map and Images Copyright and Acknowledgements

4.2 The map of Our Neighbourhood on page 4, the two maps of the World Heritage Site and its inner setting, and the map showing the Durham City Conservation Area with its character areas have been supplied by Durham County Council under the terms of its licence from Ordnance Survey number LA 1000490055. Each of these maps has a copyright notice.

4.3 The map of Durham in the late medieval period in Appendix B is from the book 'Durham: 1000 Years of History' by Martin Roberts (ISBN 978-0-7524-2537-5) and we are grateful to Martin for freely giving us permission to use it.

4.4 The other maps overlay specific information (generated by the Neighbourhood Planning Forum) on a base map provided by OpenStreetMap® and is © OpenStreetMap contributors. The data is available under the Open Database Licence, and the cartography is licensed as CC BY-SA. Further details are on the OpenStreetMap copyright page at <https://www.openstreetmap.org/copyright>

4.5 Interactive versions of these maps are available at <http://npf.durhamcity.org.uk/the-plan/maps/>

4.6 All images are provided by Forum members and have Forum copyright except for the image at top of the transport policy (provided by Douglas Pocock) and the aerial photo of the city on the front cover (provided by Andrew and Clare Edge). We have their permission to include these but they still retain their own copyright. Angela Tracy designed the Forum's logo.

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4.1 THEME 1: A CITY WITH A SUSTAINABLE FUTURE



4.1.1 Vision and Objectives

4.7

Vision

Ensuring that developments meet current needs without limiting the ability of future generations to meet their needs. All new development will contribute to a long-term sustainable future for Durham City by ensuring a satisfactory balance among environmental, social and economic outcomes.

4.8

Objectives

1. To ensure that sites approved for development will promote sustainable development;
2. To ensure that buildings approved for development will promote sustainable development.

4.1.2 Context

4.9 Sustainable development is the golden thread that runs throughout the National Planning Policy Framework (NPPF, para 14) and through our Neighbourhood Plan. The purpose of planning is to promote sustainable development that achieves a successful balance among three functions (NPPF, para 7).

4.10 **The economic function** is to contribute to building a strong, responsive and competitive economy by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation. Durham City is

geographically constrained so our Neighbourhood Plan must make the very best use of the available sites. It must also identify and coordinate development requirements, including the provision of a modern transport and communications infrastructure.

4.11 The social function is to support strong, vibrant, balanced and healthy communities by meeting the housing needs of present and future generations and by creating a high quality built environment with accessible local services that meet the community's varied needs and support its health, educational, social and cultural well-being. In Durham City we face the particular challenge of accommodating a large student population.

4.12 The environmental function is to contribute to protecting and enhancing our natural, built and historic environment, all of which are particularly rich in Durham City. This function will include helping to increase biodiversity, using natural resources prudently as we move to a low carbon economy, minimising waste and pollution, and mitigating and adapting to climate change. In Durham City this requires particular attention to building resilience to flooding and safeguarding the high qualities of the built and natural environment.

4.1.3 Justification

4.13 The sustainable development policies presented below put forward overall requirements that sites and buildings proposed for planning approval should strive to meet. Not every requirement will be applicable to every proposal and detailed requirements will be specified in subsequent themes. The policies are intended to indicate that planning applications will receive support in so far as they optimise measures that promote sustainable development. These general development policies have been included to avoid unnecessary repetition in later sections and also to set a sustainable framework and tone for the whole Plan.

4.14 There are five key environmental sustainability issues relevant to Our Neighbourhood: resilience to climate change, air quality, water quality, flood risk, and protection and enhancement of green assets (covered in depth in Theme 2b: Green Infrastructure).

Resilience to climate change

4.15 Section 10 of the NPPF (para. 93 to 108) covers 'Meeting the challenge of climate change, flooding and coastal change'. It notes that " 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." Proactive strategies are needed to mitigate and adapt to climate change, taking full account of flood risk, coastal change and water supply and demand considerations.

4.16 Durham County Council has addressed sustainability in their 'Climate Change Strategy and Delivery Plan' (County Durham Environment Partnership, 2015a,b). The strategy has seven key themes; relevant ones to this issue are:

- A low carbon economy including: encouraging green jobs, technology innovation (e.g. micro/community energy generation) and green tourism
- The built environment including: the challenge to ensure current buildings and businesses are energy efficient and to encourage uptake of Sustainable Urban Drainage
- The natural environment including: protecting and enhancing the network of green spaces and corridors, enhancing biodiversity and ensuring more resilience to climate change, encouraging water management
- Transport and infrastructure including: promoting travel choices and alternatives to private motor travel, and to diesel and petrol cars (e.g. providing electric vehicle charging points)
- Community engagement: which is integral to successful delivery of a low carbon future.

The Delivery Plan states that the Council wants to engage with residents, groups and businesses so as to successfully deliver the Strategy.

4.17 The Council further supports sustainability in the 'Sustainable Communities Strategy for County Durham 2014-2030' (County Durham Partnership, 2014). Relevant aspects include: Altogether greener - deliver a cleaner and more attractive sustainable environment; reduce carbon emissions and adapt to the impact of climate change. The County Durham 'Green Infrastructure Strategy' (Durham County Council, 2012b) supports green infrastructure which is important to manage flooding and to help to mitigate the effects of climate change.

Air quality

4.18 The government has produced a 'Draft UK Air Quality Plan for tackling nitrogen dioxide' and outlined a Clean Air Zone Framework (Department for Environment, Food and Rural Affairs and Department for Transport, 2017a,b). The aim of the draft Air Quality Plan is to reduce concentrations of Nitrogen Dioxide around roads and to achieve the statutory limit values for the whole of the UK within the shortest possible time. Local authorities are required to take the lead in tackling this by establishing Air Quality Management Areas, where applicable, and drawing up an action plan detailing remedial measures. A Clean Air Zone is "an area where targeted action is taken to improve air quality [from all sources of pollution] ... in order to shape the urban environment in a way that delivers improved health benefits and supports economic growth". With "measures to accelerate the transition to a low emission economy ... and restrictions to encourage only the cleanest vehicles to operate in the city." (Department for Environment, Food and Rural Affairs and Department for Transport, 2017a, p.1,2)

4.19 Durham County Council declared an Air Quality Monitoring Area in May 2011, extended in July 2014, for those parts of the City where air quality is a risk to human health (i.e. the A690 from Gilesgate roundabout to Stonebridge; Gilesgate Bank (leading to Sunderland Road and Marshall Terrace); New Elvet; Claypath; Framwellgate Peth). In

order to address the issues an Air Quality Action Plan was approved in June 2016 (AECOM, 2016). Neighbourhood plans have limited means for addressing this issue as the cause is principally vehicular traffic exhaust emissions. However, the thrust of Theme 5: Transport in our Neighbourhood Plan is to promote and support alternatives to private motor vehicles, i.e. walking, cycling and use of public transport.

Water quality

4.20 The River Wear lies in the Northumbria river basin district. A management plan for this river basin has been produced (Environment Agency, 2016). The purpose of a river basin management plan is to provide a framework for protecting and enhancing the benefits provided by the water environment. Part of the way to do this is to inform decisions on land-use planning. Neighbourhood plans have limited means for addressing this issue. However, the policies in our Plan must try to ensure that developments do not undertake activities that negatively affect, either directly or indirectly, the quality of the water environment, and where possible they reduce their impact on the water environment.

Flood risk

4.21 The River Wear flows through Our Neighbourhood and there are Zone 3 Flood Risk areas on both banks: historically there have been serious floods every few years. The NPPF (para. 100 to 104) and Planning Practice Guidance on 'Flood risk and coastal change' cover the approach to development and flood risk and the Environment Agency has produced a flood map for planning (currently in beta version). The NPPF advocates a sequential approach to the allocation of sites for future development and/or regeneration, in which areas of very low, or no flood risk are sought as a priority. The Flood Zones comprise:

- Zone 3b - functional floodplain
- Zone 3a - high probability of flooding
- Zone 2 - medium probability of flooding
- Zone 1 - low probability of flooding

The sequential test requires that:

1. The overall aim of decision-makers should be to steer new development to Flood Zone 1.
2. Where there are no reasonable available sites in Flood Zone 1, decision-makers should take into account the flood risk vulnerability of land uses and consider reasonable available sites in Flood Zone 2.
3. Only where there are no reasonably available sites in Flood Zones 1 and 2 should decision-makers consider the suitability of sites in Flood Zone 3, taking into account the flood risk vulnerability of land uses.

Typically, residential development is considered 'more vulnerable' for planning purposes, whereas commercial development will fall into 'less vulnerable'. Where a risk of flooding has been identified within a site, it will be necessary to incorporate design measures to ensure that this is mitigated safely, and does not result in increase in flood risk elsewhere. In our Neighbourhood Plan no designated housing sites lie within 'Zone 3a High

probability of flooding' and 'Zone 3b The functional floodplain' and no designated economic sites lie within 'Zone 3b the Functional floodplain'.

4.22 Durham County Council has a statutory requirement to consider the risk of flooding when determining where, and what type of development should be allowed within the County. The Council's strategic flood risk assessment (Golder Associates, 2010); Durham County Council, 2016i; Durham County Council, Regeneration and Local Services, Technical Services, 2016) has the primary purpose of providing an overview of areas in County Durham that will be susceptible to flooding in a range of design flood events. As well as river flooding, parts of Our Neighbourhood are at risk of surface water flooding when heavy rainfall causes flooding from sewers, drains, groundwater, and runoff from land, small watercourses and ditches.

4.23 The Durham City Regeneration Masterplan (Durham County Council, 2014c) outlines a number of implementation projects and actions for Our Neighbourhood (a subset of the Durham City area covered by the Masterplan). Ones relevant to flooding are: Modern infrastructure - flood mitigation measures with the Environment Agency. The saved policy U10 from the Durham City Local Plan (City of Durham Council, 2004; Durham County Council, 2015a) states that developments affecting watercourses are only permissible if they do not result in flooding or increased flood risk elsewhere, do not result in pollution of the watercourse, do not adversely affect nature conservation interests and the appearance of the landscape, and the environmental impact is properly assessed. This has informed policies in our Neighbourhood Plan, but reflecting the higher standards that are now in place since policy U10 was published.

4.1.4 Planning Policies and Proposals for Land Use

4.24

- Policy S1: Sustainable Development Requirements of All Development and Re-development Sites
- Policy S2: Sustainable Development Requirements of All New Building Developments Including Renovations and Extensions

Policy S1: Sustainable Development Requirements of All Development and Re-development Sites

Development proposals, subject to satisfying other relevant policies, will be approved where site development would promote as many as appropriate of the following measures:

1. provision for a mix of uses which meet development needs identified in the Local/County Plan and in this plan;
2. redevelopment of a brownfield site to protect the Green Belt, as long as its biodiversity value is protected;
3. protection of biodiversity / geodiversity, designated wildlife sites and protected species;
4. prudent and efficient use of natural resources and processed materials and in

- particular land, energy, water and building materials;
5. resilience to climate change including avoidance of sites in the flood plain;
 6. improvements in safety and active reduction in crime and fear of crime through use of the highest appropriate building standards that design out crime;
 7. preservation and enhancement of conservation areas and heritage assets (listed buildings, ancient monuments, designated and non-designated heritage assets), including that derived from their setting, character and local distinctiveness, tranquillity and contribution to the sense of place;
 8. preservation and enhancement of green assets;
 9. the incorporation of public art and public facilities including provision of seating and toilet facilities;
 10. provision of access and a coordinated approach to paving, lighting and signage to provide permeability of the site to meet all needs, especially the needs of people with disabilities, older people, and children;
 11. ease of access by public transport, walking and cycling.

Policy S2: Sustainable Development Requirements of All New Building Developments Including Renovations and Extensions

Development proposals, subject to satisfying other relevant policies, will be approved where such development would promote as many as appropriate of the following measures:

1. harmony with the architectural styles and features of the area's built heritage, landscape, ecology and geology by the scale, layout, density, massing, height, materials, colour, hardscaping and landscaping used;
2. respect for privacy of neighbouring properties, avoidance of overlooking and consideration for the visual impact on the local context;
3. utilisation of sustainable building techniques and technology including the use of local materials that reduce the embodied carbon of construction and the use of re-used or recycled materials and the minimisation of carbon emissions from the development;
4. utilisation of the highest appropriate building standards to ensure minimal energy consumption and maximum energy generation and use from renewable resources, including the use of energy efficient solar design principles;
5. no negative effect, either directly or indirectly, on the quality of the water environment, and where possible an improvement of the water environment;
6. utilisation of a sustainable drainage approach i.e. Sustainable Urban Drainage System (SUDS);
7. contribution and sharing of technologies wherever possible to meet some of all of the site's energy needs;
8. adoption of BRE Group best practice in waste reduction and recycling in both construction and after-use;
9. appropriate adaptation to re-use vacant buildings.

4.2(a) THEME 2a: A BEAUTIFUL AND HISTORIC CITY – HERITAGE



4.2(a).1 Vision and Objectives

4.25

Vision

Preserving and enhancing local heritage for the cultural benefit and health and wellbeing of present and future generations.

4.26

Objectives

1. To protect and enhance the site and setting of the Durham Cathedral and Castle World Heritage Site;
2. To protect and enhance the Conservation Areas and their setting by sensitive and well-designed development that:
 - (a) balances conflicting needs with emphasis on avoiding diluting the distinctive character of the locality;
 - (b) sustains and increases their social, economic and environmental vitality;
 - (c) avoids the cumulative impact of dominating schemes either by their size, massing or uniform use;

3. To uphold high standards of sympathetic, distinctive, and innovative design;
4. To identify and protect heritage assets.

4.2(a).2 Context

4.27 The historic city and its setting is the quality for which Durham is universally known and loved and is the key stewardship issue for its local authority and its residents. The importance of the heritage aspect has been recognised by the designation of the Cathedral and Castle as a World Heritage site and the designation of the Durham City Conservation Area and the Burn Hall Conservation Area. They form the focus of the heritage aspect of this theme. The green setting of the World Heritage Site and the conservation areas are part of their charm and this is covered in the Green Infrastructure section of this theme.

4.28 The significance of the historic environment of Durham City is an incomparable shared resource that gives distinctiveness and meaning to a specific place. Appreciation and understanding of the history and heritage of the City and the World Heritage Site of Norman Cathedral and Castle encourage informed participation in caring for this heritage for the cultural benefit and wellbeing of present and future generations.

4.29 The City's special historic and architectural interest must be protected against unsympathetic developments that would have a damaging impact on the character of the historic centre and its setting, whilst development which would add distinction and quality to its urban form should be encouraged and promoted. The protection afforded by the designation of World Heritage Site, the Green Belt, the conservation areas and non-designated sites of historic, architectural, aesthetic and social interests in which the City is hugely endowed needs to be supported by strong and positive decisions in implementing change.

4.30 Historic England's National Heritage List for England gives details of the of listed heritage assets in Our Neighbourhood and a summary is available in Table E2 in Appendix E. Appendix C gives a list of non-designated heritage assets in Our Neighbourhood.

4.2(a).3 Justification

4.31 This justification refers to the Heritage theme as a whole. Additional, specific justification for each heritage policy is given with the policy itself.

4.32 The remarkable heritage values of Durham City belong to everyone and justify protection now and in the future. To conserve the City's outstanding heritage and to promote good design of new development is strongly supported by local people in response to the Forum's public consultation and young people's survey (Durham City Neighbourhood Planning Forum, 2015, 2016a).

4.33 The Government promotes the conservation and protection of the historic environment and heritage in the NPPF (in core principles (para 17, bullet 10), section 12 (para 126 to 1421) and in PPG (ID 18a)) and in the white papers 'Heritage Protection for the 21st Century' (Department for Culture, Media and Sport, 2007) and 'The Culture White Paper (Department for Culture, Media and Sport, 2016). The Core Principles of the NPPF (para 17) recognise that heritage assets are an irreplaceable resource that should be conserved "in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations" (bullet 10) while always seeking "to secure high quality design" (bullet 4), to "take account of the different roles and character of different areas" (bullet 5) and to "take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs" (bullet 12). The Culture White Paper states that "Our historic built environment is a unique asset and local communities will be supported to make the most of the buildings they cherish." (p.36). Historic England, the public body looking after England's historic environment provides much guidance with the aim of championing and protecting historic places. It notes in its planning guidance that "Heritage can play a part in delivering all three elements of sustainable development." (Historic England, Conservation principles, policies and guidance).

4.34 Locally, the value of Durham's heritage is acknowledged by the designation of the Cathedral and Castle as a World Heritage Site (Durham World Heritage Site, 2016, 2017), and designation of the Durham City Conservation Area (Durham County Council, 2016e) and the Burn Hall Conservation Area within Our Neighbourhood, and the adjacent Shincillfe and Sunderland Bridge conservations areas. The Sustainable Communities Strategy for County Durham 2014-2030 (County Durham Partnership, 2014) includes the objectives to promote sustainable design and protect Durham's heritage. Numerous saved policies from the Durham City Local Plan (City of Durham Council, 2004; Durham County Council, 2015a) are relevant, designating assets, determining what type of development is permissible and promoting good design (E3,4,6,21,22,23,24,25; H13; Q4,8,9,10,11,12; U2). Durham County Council's (2009c) issues paper on sustainable design also provides details of good design: the final, comprehensive SPD is not yet available. The Durham City Regeneration Masterplan (Durham County Council, 2014c) and its update (Durham County Council, 2016f) have a number of implementation projects and actions relevant to the heritage of Our Neighbourhood (a subset of the Durham City area covered by the Masterplan), i.e. Making the most of the historic core - in partnership with Durham University, Business Improvement District, event planners, hotels, to increase visitor numbers and ensure care of historic buildings. Completed projects include the renovation of Wharton Park.

4.35 Historic England's high level principles emphasise the importance of place: "Understanding the significance of places is vital. Significant places should be managed to sustain their values." (Historic England, Conservation principles, policies and guidance). The Culture White Paper (Department for Culture, Media and Sport, 2016) calls for partnerships "to develop the role of culture in place-making." (p.34) Locally, the North East Culture Partnership has set up the 'Case for Culture' Project for cultural development

focusing on the arts and heritage. The requirement to seek a balance between innovative new development which enhances the historic environment and the conservation of medieval routes and landmarks is of great importance for ensuring that Durham City retains its sense of place and authenticity.

Access for everyone to England's rich heritage has never been more important. The links between taking part in cultural life and life chances are increasingly well understood and evidenced. Taking part has a positive effect on the health, wealth and happiness of individuals and communities. As a nation, we need to include and involve more people than ever before. Duncan Wilson, 2016

4.2(a).4 Planning Policies and Proposals for Land Use

4.36

- Policy H1: Protection of the World Heritage Site
- Policy H2: The Conservation Areas
- Policy H3: The Character Areas
- Policy H4: Our Neighbourhood Outside the Conservation Areas
- Policy H5: Listed buildings, Scheduled Ancient Monuments, Registered Parks and Gardens and Registered Battlefields
- Policy H6: Non-designated Heritage Assets

Policy H1: Protection of the World Heritage Site

H1.1: Durham Cathedral and Castle World Heritage Site and its setting will be protected by:

1. supporting the World Heritage Site Management Plan; and
2. supporting the proposed expansion of the World Heritage Site boundary to include all defences, the loop of the river gorge of the Peninsula and inner and outer banks of the River Wear gorge; and
3. supporting the proposed boundaries of the inner setting and outer setting within Our Neighbourhood.

H1.2: Development proposals must protect, and preferably enhance, the Outstanding Universal Value of the World Heritage Site.

H1.3: Development proposals must safeguard views in Our Neighbourhood from and to the World Heritage Site, in that they:

- a) include an assessment of how the finished development will be viewed from and towards the World Heritage Site; and
- b) are in harmony with the World Heritage Site in terms of scale, massing and choice of materials; and
- c) provide, wherever possible, an opportunity to open up new views both from and to the World Heritage Site.



4.37 The Durham World Heritage Site has published its first review of its management plan which will run from 2017 to 2023 (Durham World Heritage Site, 2017). Its aims (p.4) are to:

- *Protect the Site's Outstanding Universal Value and setting;*
- *Conserve and enhance the Site and its setting;*
- *Support understanding and awareness of the Site and its Outstanding Universal Value and of World Heritage;*
- *Support communities in realising the economic, social and cultural opportunities and benefits World Heritage status can bring;*
- *Support visitor and communities' access, their enjoyment of the Site and its benefits;*
- *Provide WHS management to deliver all aims.*

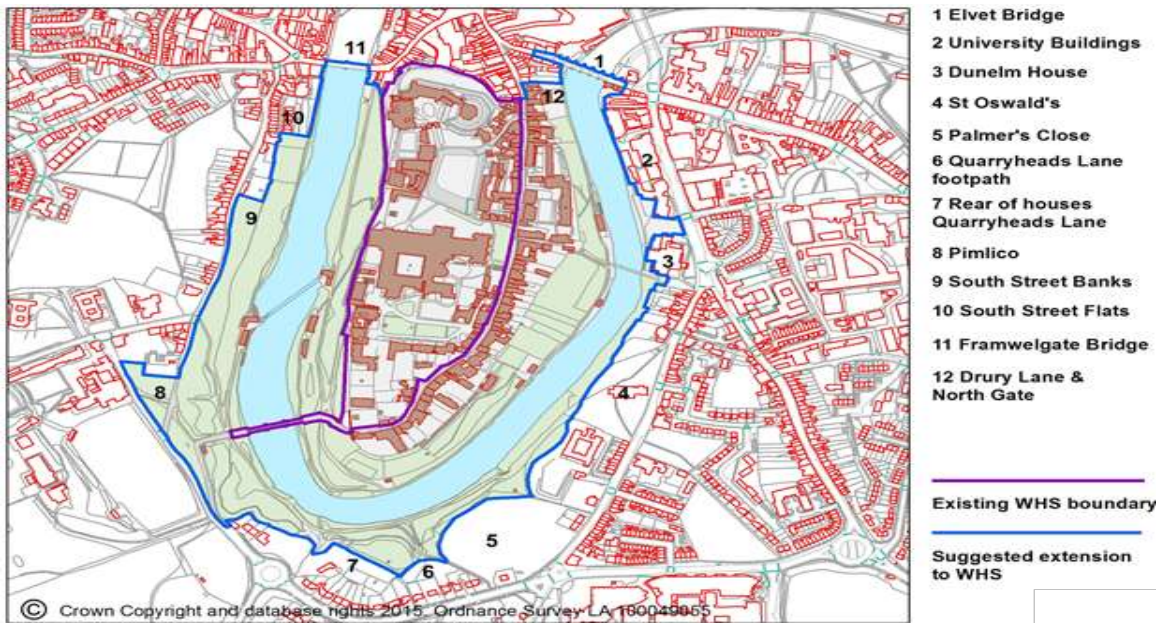
4.38 The designation of an inner and outer setting of the World Heritage Site is to protect the site and sustain the Outstanding Universal Value. Outstanding Universal Value is "cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity" (UNESCO, 2008, para.49). Durham's World Heritage Site's Outstanding Universal Value includes the Cathedral and Castle and associated historic buildings, their landscape setting (comprising the historic City, its buildings and streets, the river and the riverbank, the green assets, and local and long distance views to and from the site), its cultural and religious traditions (historically and currently) and its meaning for people.

4.39 The management plan (Durham World Heritage Site, 2017) has a number of issues in its Action Plan (p.36-45) that are relevant to our Neighbourhood Plan, as listed below:

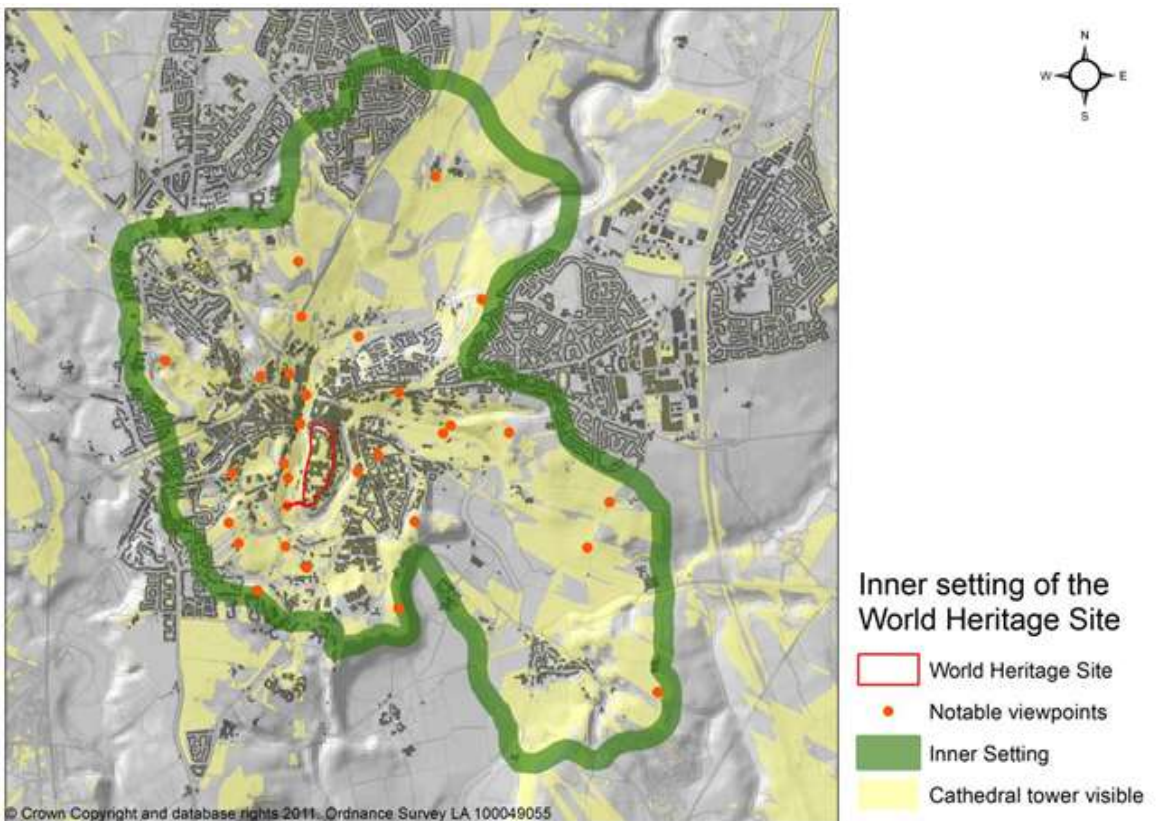
- Objective 1.1 Ensure the protection of the OUV through planning policy and processes (Action 1.1.1 Liaise with County Durham/ Neighbourhood Plan teams to ensure they accurately reflect the SOUV and attributes of the Site in Local Plans)
- Objective 2.2 Conserve the setting of the WHS and encourage appropriate and sensitive development and support the ongoing regeneration of Durham and its environs. (Action 2.2.1 Build and confirm support for an inner setting area around an expanded WHS core area in lieu of a Buffer Zone; Action 2.2.2 Increase understanding of the inner setting through views and general analysis; Action 2.2.3 Promote the use of ICOMOS Heritage Impact Assessments for new developments in and around the WHS; Action 2.2.4 Make available to prospective developers, descriptions of significance and key factors forming the character of the townscape that support the OUV of the Site; Action 2.2.6 Develop and deliver a programme of more proactive tree management along the riverbanks and upon the Peninsula and continue the conservation of the WHS riverbanks, woodlands and associated structures; Action 2.2.7 Ensure that all maintenance and development plans on the WHS pay due attention to the preservation and support of fauna and flora)
- Objective 2.3 Pursue expansion of the WHS boundary (Action 2.3.1 Review inner and outer riverbanks for potential to become new boundary of the WHS2; Action 2.3.2 Build documentary evidence in support of the conservation and restoration of these historic Green Landscapes)
- Objective 4.1 Maximise the benefits brought to the region by sustainable and appropriate use of the WHS as a visitor attraction and maximise the benefit to the WHS of the local and regional development of Durham's tourist offer (Action 4.1.2 Integrate the WHS within local and regional tourism strategies)
- Objective 5.3 Increase visitor/user engagement with the WHS (Action 5.3.4 Develop guided walks, controlled public access and new signage and interpretation boards along the riverbanks)
- Objective 5.4 Improve physical access to and across the WHS (Action 5.4.1 Improve physical access to and around the WHS for users with disabilities and their carers. Ensure all development projects include consideration of improvements to access; Action 5.4.2 Work in partnership to support the continuation/expansion of the Cathedral Bus service; Action 5.4.3 Work in partnership to address traffic congestion on the peninsula)

4.40 The implementation plan will be undertaken by the World Heritage Site Coordinating Committee whose local representatives include Durham Cathedral, Durham University, St John's College and University College (as landowners, Durham County Council (as a statutory consultee) and the City of Durham Trust.

Map 2: Map of World Heritage Site Boundaries



Map 3: Map of World Heritage Site Inner Setting



Justification

4.41 The Forum's priority survey (Durham City Neighbourhood Planning Forum, 2015) identified that local people valued highly the World Heritage Site, the Cathedral, the Castle and Palace Green. For them a high priority is to preserve and protect the City's heritage. In the Forum's survey of the views of young people (Durham City Neighbourhood Planning Forum, 2016a), their priorities included heritage. The young people all had a strong appreciation of the heritage and architecture of the city and a discernible pride in the historic centre, particularly the Cathedral and Castle.

4.42 Durham Cathedral and Castle were inscribed by UNESCO as a World Heritage Site in 1986 in recognition of its outstanding universal values. The Government is a signatory to the UNESCO (1972) World Heritage Convention and has a statutory duty to preserve World Heritage Sites so that they can be enjoyed by present and future generations (NPPF PPG para 18a-028 to 18a-038). Durham County Council is a member of the World Heritage Site Coordinating Committee which manages the site. Saved policies of the City of Durham Local Plan (City of Durham Council, 2004; Durham County Council, 2015a) cover protection of the World Heritage Site (E3) and extension of its area (E4).

4.43 The exceptional significance of the Norman Cathedral and Castle is manifested by the dramatic group of buildings, situated on the rocky outcrop above the loop in the River Wear. The Cathedral, the largest and most perfect monument of Norman architecture in England, lies within the precincts of Durham Castle, which was first built under the orders of William the Conqueror. The innovative vaulting of the Cathedral constitutes an experiment ahead of its time. The relics of St. Cuthbert (634-687 AD) and the Venerable Bede (672-735 AD) in Durham Cathedral, the Lindisfarne Gospels and Bede's 'History of the English Church and People' crystallise the memory of the evangelisation of Northumbria. The buildings physically express the spiritual and secular powers of the medieval Bishops Palatinate and they remain a political statement of Norman power. Further significance is drawn from the importance of the archaeological remains directly related to the site's continuity of use and ownership over the past 1000 years as a place of religious worship, learning and residence. These remarkable buildings meet UNESCO's criteria of Outstanding Universal Value (Outstanding Universal Value) which were updated and ratified by UNESCO in June 2013. The aim of the new management plan's proposal to extend the coverage of the World Heritage Site is to include all of the Peninsula and its defensive structures and functions. (See Map 2 - <http://npf.durhamcity.org.uk/the-plan/maps/>).

4.44 The Site is set in an intimate landscape bowl forming the inner setting with the higher land forming the backdrop to the World Heritage Site. (See Map 3 - <http://npf.durhamcity.org.uk/the-plan/maps/>). The surrounding green wooded hills, ridgelines and green fingers of land which penetrate into the City, create a magnificent setting for the Cathedral and Castle and include Flass Vale, Whinney Hill, Observatory Hill, Maiden Castle and Mountjoy, together with the River Wear that meanders through the City. Most of Our Neighbourhood is contained within the inner setting of the World Heritage Site. The role of the inner setting is "to protect distinctive views and the distant

skyline in key sectors" (Durham World Heritage Site, 2016, p.129). These important viewpoints contributing to the setting, are identified within the County Council's Conservation Area Character Appraisal (Durham County Council, 2016e), and must therefore be protected from inappropriate development.

4.45 The outer setting comprises the surrounding hills and ridges and wider visual context of the City. To the south the outer bowl is essentially rural with the City confined to the foreground and distant settlements situated below the horizon. To the north the character is more developed but with larger areas of open countryside. There are many vantage points from which the World Heritage Site (and its associated urban and green setting) can be viewed with varying degrees of visibility. The outer edges of Our Neighbourhood lie in the outer setting of the World Heritage Site.

Policy H2: The Conservation Areas

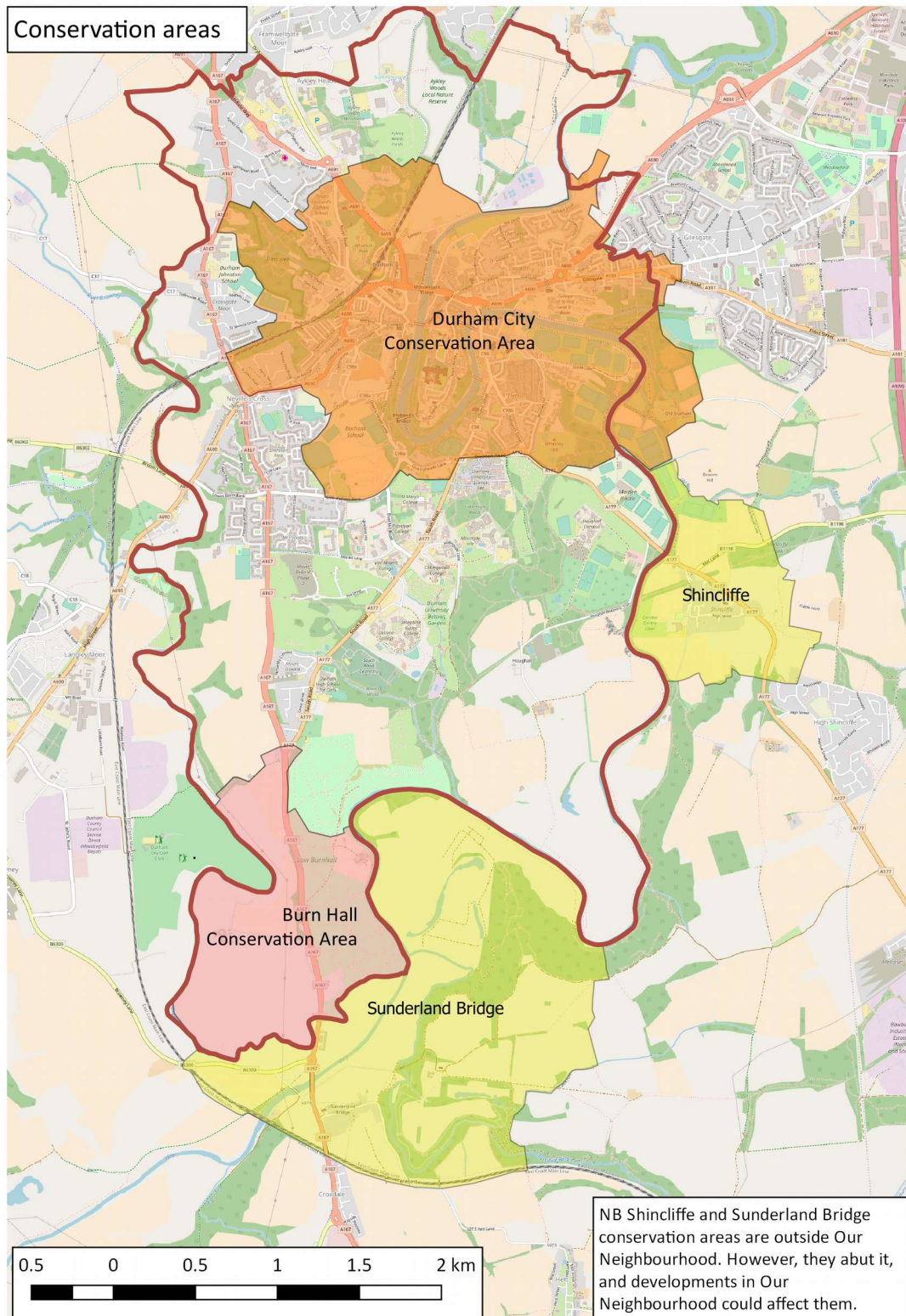
H2.1: The Durham City Conservation Area will be protected and enhanced by supporting Durham County Council's Management Plan for this area.

H2.2: Development proposals within and affecting the Durham City Conservation Area and Burn Hall Conservation Area will only be permitted if they fulfil the following requirements:

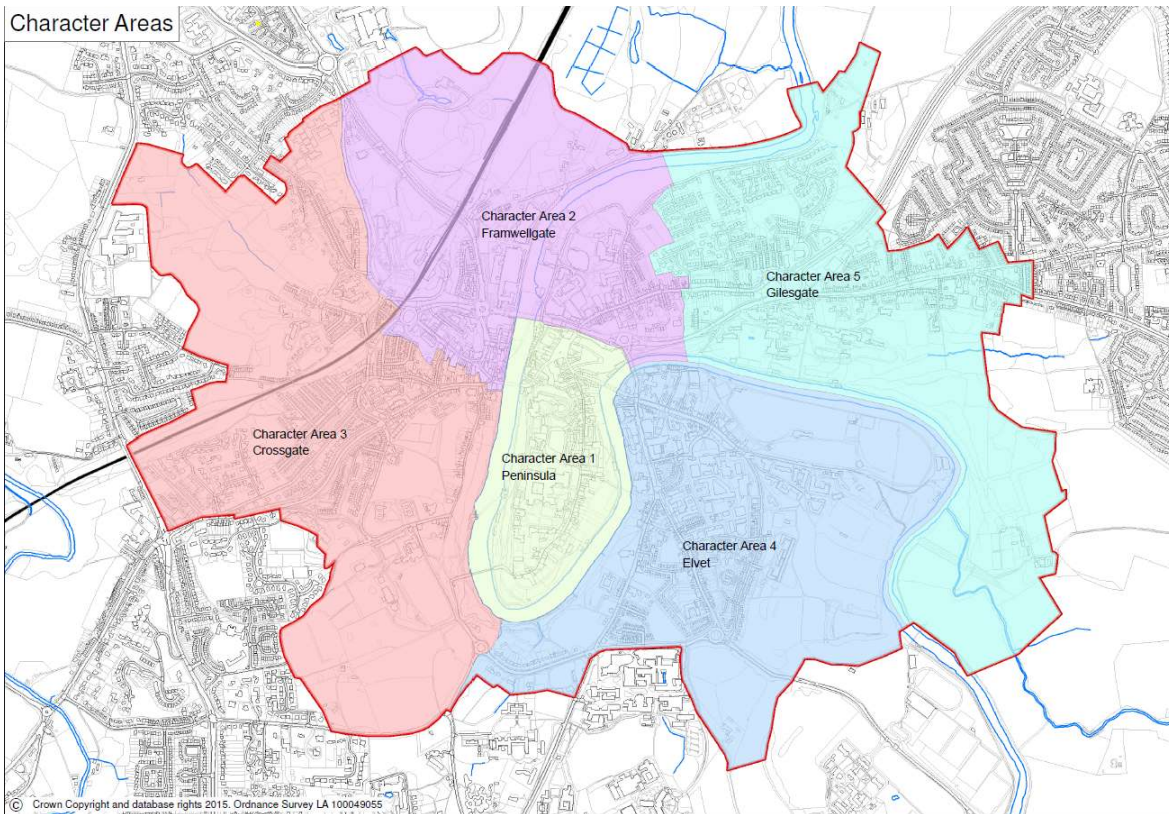
1. retain, or enhance, the continuous frontages respecting the historic and architectural qualities of the buildings unless it can be demonstrated that the substantial harm to or loss of such frontages are necessary to achieve substantial public benefits that outweigh that harm or loss; and
2. have sensitive scale, density, massing, height, landscape, layout, detailing and materials to reflect the intrinsic local character; and
3. avoid demolition of buildings of historic and/or architectural interest which contribute to the character and appearance of the locality, unless it can be demonstrated that the loss is necessary to achieve substantial public benefits that outweigh the loss; and
4. avoid loss of an element of a building which makes a positive contribution to its individual significance and that of the immediate area unless it can be demonstrated that the substantial harm or loss of the element is necessary to achieve substantial public benefits that outweigh that harm or loss; and
5. use traditional and non-traditional design sympathetic to the traditional character of the area; and
6. have high design quality with regard not just to the context of the immediate area and its local distinctiveness, but also to the landscape and the setting of the Durham World Heritage Site. Applicants need to convincingly demonstrate their understanding of the site's context and how it has influenced their design; and
7. maintain the historic streetscape with regard to the medieval street patterns of tightly packed buildings, covering both the back and front of plots; and

8. ensure a presumption in favour of retaining historic burgage plot boundaries;
and
2. provide or improve pedestrian access and connectivity of the development to the rest of the city; and
3. avoid the cumulative impact of development schemes dominating either by their size, massing or uniform use.

Map 4: Map of the Conservation Areas



Map 5: Map of Durham City Conservation Area with Character Areas Shown



4.46 Durham City Conservation Area (Boundary Map 4; and Map 5 of Character areas; <http://npf.durhamcity.org.uk/the-plan/maps/>) includes the Peninsula with the Cathedral and Castle as its centrepiece, the Market Place and medieval streets leading from Silver Street to the west, Claypath to the north-east, Elvet to the east and the slightly more distant medieval suburb of Gilesgate. The natural 'bowl' in which the City is located, topography, the importance of green wedges of countryside and other significant green areas contribute significantly to, and enhance, the setting of the historic townscape of the City as a whole. The conservation area is widely recognised as being of outstanding importance. Specific districts within the Conservation Area have been identified, each with a distinctive character. The Character Areas in the Durham City Conservation Area which fall in Our Neighbourhood are: Peninsula Area, Framwellgate Area, Crossgate Area, Elvet Area and Gilesgate Area. Policy H2 applies to all the character areas. Aspects specific to individual character areas are covered in policy H3.

4.47 The Burn Hall Conservation Area (Boundary Map 4 - <http://npf.durhamcity.org.uk/the-plan/maps/>) includes the country estate of Burn Hall (listed grade II*) with a complex of late eighteenth and early nineteenth century buildings, which stand in a site of 72 hectares. The estate is situated three miles south of Durham City in a rural area, adjacent to the west side of the A167 road, and is enclosed to the north, west and south by the River Browney. The Hall faces south with land falling away and offering views of the river. The principal building is a two storey sandstone Hall designed by Ignatius Bonomi (with an impressive porte-cochere entrance). In the grounds are a nineteenth century wooden

conservatory (listed grade II) and a stone ice house (listed grade II). In the park the Home Farm complex includes a stone Cow House and brick Bull House (late eighteenth century listed grade II*). Nearer the Hall, the walled kitchen garden and estate cottages, now converted into offices, date from the late eighteenth century (listed grade II). The grounds are a Grade II registered park and garden.

Justification

4.48 Conservation Areas are places where buildings and spaces around them interact to form distinctive visible areas of quality and interest. Designation means that close consideration is given to proposals for change so that the special qualities of an area are preserved or enhanced. (PPG, para. 003 ID: 18a-003-20140306).

4.49 The City of Durham is one of the most important historic cities in Britain. The quality and architectural coherence of the buildings, combining medieval elements with Georgian and Victorian later interventions, contributes to the historic environment. A medieval network of streets and alleyways (vennels), centred on the Peninsula and radiating outwards, with dramatic topography and extensive green spaces make the Durham City Conservation Area exceptional. The City's unique townscape forms the immediate setting of the World Heritage Site, its streets and domestic scale emphasising the World Heritage Site's dominance.

4.50 Durham City was designated as a conservation area in August 1968 focusing on the peninsula, and the area covered was significantly enlarged in 1980 to incorporate a much larger section of the city centre. The Durham City Conservation Area was reviewed in 2015, with some boundary changes, and a character appraisal document produced and formally approved on 29th July 2016. A management proposals section is included in the individual Character Area documents (Durham County Council, 2016e) and development must be in compliance with these. However, the management plan for the Durham City Conservation Area has not yet been published.

4.51 The significance of Durham's historic environment is recognised and cherished by experts and local people, who responded to the Durham City Conservation Area appraisal consultation and appreciate that national heritage is a significant economic and social resource. These responses are summarised in the individual Character Area appraisal documents (Durham County Council, 2016e). The intense public interest in sustaining and enhancing the distinctive character of the individual areas within the Durham City Conservation Area indicates the need to ensure that the area's heritage significance and sense of place are given appropriate weight in planning decisions. Proposals for change should be considered in the context of the impact on the heritage significance of the assets affected and their setting. The importance of participation and enjoyment of the historic environment for present and future generations must be supported by development that is of high quality in both design and execution and has a durable quality: aspiration for imaginative and well-designed buildings is strongly recommended by Historic England (2008, para.138).

Policy H3: The Character Areas

To protect and enhance the Character Areas, development proposals will only be permitted if they fulfil the following requirements, where applicable:

1. use materials which reflect the architectural period of the specific character area and individual localities within it; and
2. sensitively restore architectural features on listed buildings and on non-designated heritage assets, appropriate to the specific character area and individual localities within it; and
3. propose re-use or change of use which preserves the distinctive features of the building and is appropriate to the specific character area and individual localities within it; and
4. retain and improve distinctive shop fronts and signage, appropriate to the specific character area and individual localities within it.
5. Applicants need to convincingly demonstrate their understanding of the specific Character Area, and individual localities within it, and how it has influenced their design.

Justification

4.52 A review of the Durham City Conservation Area was undertaken in 2015 and a character appraisal document was produced and formally approved on 29th July 2016 (Durham County Council, 2016e). The Conservation Area is divided into five Character Areas, each with their own character appraisal, based on the Peninsula and the four adjacent historical Boroughs which have changed little: Framwellgate, Crossgate, Elvet and Gilesgate. Detailed surveys of the character areas indicate that they make a significant contribution to the Conservation Area and support the Peninsula area while having their own diverse and significant individual identities. It is essential that planning decisions support and enhance the character areas while recognising their individual contribution to the Conservation Area. These character areas comprise:

1. The Peninsula lies within the natural defence afforded by the River Wear. It has evolved from a fortified citadel with Cathedral and Castle, dominating the Market Place and town at the lower northern end, to a romantic landscape with ornamental gardens. The medieval street layout with key pilgrimage routes has remained largely unaltered.
2. Framwellgate which lies to the North and North-West of the City is of historical importance and developed from The Bishop's Borough. It includes the medieval church of St Margaret's and the left bank of the River Wear where stood the Bishop's Mill. From this area there was access to the city by the Clayport Gate.
3. Crossgate is the main route to the City from the West. The present residential areas are the result of development in the nineteenth century with robust terraces of well-built brick houses. This area also contains the prized green areas of Flass Vale and Observatory Hill.

4. Elvet lies to the South of the City and along the left bank of the River Wear. It contains part of the river's flood plain and provides an important transition between open countryside and the urban environment. The area has the impressive backdrop of the Cathedral and Castle with many outstanding views.
5. Gilesgate forms the North-Eastern boundary of the Conservation Area and is situated on the right bank of the River Wear before it enters the gorge which surrounds the peninsula. The street plans have been altered to accommodate the A690 but there are many localities which keep their earlier appearance.



4.53 A more detailed description of these character areas is given in Appendix B.

Policy H4: Our Neighbourhood Outside the Conservation Areas

To protect and enhance Our Neighbourhood outside the conservation areas development proposals will only be permitted if they fulfil the following requirements:

1. protect and enhance the distinctive setting of the individual neighbourhoods; and
2. use high design quality that is sympathetic to the character of the individual neighbourhoods. Applicants need to convincingly demonstrate their understanding of the neighbourhood's character and how it has influenced their design.

Justification

4.54 Our Neighbourhood extends to the north of the City Centre as far as the suburb of North End, including County Hall and Aykley Heads; to the north-west the residential area of Whitesmocks and west of the A167 Toll House Road, Quarry House Lane and Nevilles Cross Bank leading to Stonebridge; to the south are the Hill Colleges and University Science Park, the Botanical Gardens, and as far as the Burn Hall Conservation Area.

4.55 The characterful residential area at North End, including North and South Crescent, Fieldhouse Lane and adjoining streets, comprises a number of dwellings built in the inter-war period. Architectural features such as doors, porches and windows are of local interest. Extensions are popular additions and should be well designed in keeping with the properties character and appearance. Adjacent to this suburb is Flass Vale, a hidden rural wilderness which adds charm to the area. Residential properties lining Nevilles Cross Bank cover a range of periods from late 19th century terraces to modern houses. To the west of the City and on either side of Tollhouse Road lies the site of the Battle of Nevilles Cross, 1346. The remaining stump of the original medieval cross, marking an approach to the City at Nevilles Cross, is worthy of restoration. In the south of Our Neighbourhood are the University Hill Colleges, Science Park and Botanic Gardens, beyond which is the natural landscape right down to the River Wear and offering space for recreation. The local character of parts of the City which lie outside the Durham City Conservation Area are predominantly residential with some green areas of scenic amenity and value. Here live many local families and older people, who cherish their neighbourhoods and care about the quality of development.

Policy H5: Listed Buildings, Scheduled Ancient Monuments, Registered Parks and Gardens and Registered Battlefields

H5.1: Designated heritage assets will be safeguarded from inappropriate development and from demolition, unless it can be demonstrated that any substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss.

H5.2: Development proposals that would adversely affect the site of a designated heritage asset will not be permitted.

H5.3: Development proposals will be supported if they:

1. retain, repair and return Listed Buildings to appropriate compatible use; or
2. preserve and conserve Listed Buildings or Scheduled Ancient Monuments at risk (see Appendix C); or
3. enhance the historical value of registered parks and gardens or registered battlefields.

Justification

4.56 A listed building is a building of special architectural or historic interest, as specified by the Planning (Listed Buildings and Conservation Areas) Act 1990 (UK Parliament, 1990). Listing is made at three levels of importance: Grade I, Grade II* and Grade II. The protection applies to the whole of the listed building and any structure attached to it and the land within its curtilage that pre-dates June 1948. Listed building consent is required for any demolition, extension or alteration which may affect its character, appearance or significance (PPG 045 Reference ID: 18a-045-20140306). A scheduled monument is an historic building or site that is



included in the list of Scheduled Monuments kept by the Secretary of State for Culture Media and Sport. The regime is set out in the Ancient Monuments and Archaeological Areas Act 1979 (UK Parliament, 1979). Any work on the site, or nearby operations that might affect it, require consent from the Secretary of State. (Historic England, Identification and Designation of Heritage Assets) (PPG para. 048 ID: 18a-048-20140306). Designated heritage sites are dealt with under the NPPF (paras. 126 to 141; PPG 021 to 022 ID: 18a ... 20140306). Applications for planning permissions require consultation/notification to a range of national bodies such as Historic England (PPG para. 051 to 062 ID: 18a ... 20140306).

4.57 Designated and non-designated heritage assets make an invaluable contribution to the character and significance of Our Neighbourhood. Not only is the visual impact important, but the buildings and sites of heritage interest provide communal connection; the meanings of a place for the people who relate to it, or to whom it figures in their collective memory, gives a sense of identity.

4.58 Historic England provides the official database of all listed buildings, scheduled monuments, protected wrecks and registered parks, gardens and battlefields. Information about sites in Durham City is also available in 'Keys to the Past' and Durham County Council's 'The Durham Record'.

4.58 The World Heritage Site is covered in Policy H1 and the conservation areas in Our Neighbourhood are covered in Policies H2 and H3. Neville's Cross Battlefield site is additionally covered in Policy G2.

Policy H6: Non-designated Heritage Assets

H6.1: Non-designated heritage assets will be safeguarded from inappropriate development, and from demolition, unless it can be demonstrated that any substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss. (See Appendix C)

H6.2: Development proposals will be supported if they preserve and bring back into use non-designated heritage assets at risk. (See Appendix C)

Justification

4.59 Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets (PPG para.039 ID: 18a-039-20140306). Local lists incorporated into local plans can be a positive way for the local planning authority to identify non-designated heritage assets against consistent criteria so as to improve the predictability of the potential for sustainable development. (PPG para. 041 ID: 18a-041-20140306). Non-designated heritage assets have been identified through the Durham County Council (2016e) character appraisal of the Durham City Conservation Area (Appendix C). These sites therefore have heritage significance which needs to be considered in planning decisions. This list is not exhaustive and other non-designated heritage assets might be identified in the future. The Forum urges Durham County Council to incorporate a list of non-designated heritage assets in the County Local Plan (PPG para 041 ID: 18a-041-20140306).

4.2(b): THEME 2b: A BEAUTIFUL AND HISTORIC CITY – GREEN INFRASTRUCTURE



4.2(b).1 Vision and Objectives

4.60

Vision

Preserving and enhancing natural green spaces and networks of greenery for the leisure, health, economic and environmental benefits they provide for residents, visitors and people working in the City.

4.61

Objectives

1. To preserve and enhance the green infrastructure in Our Neighbourhood;
2. To maintain and enhance the green assets of the World Heritage Site, and its inner setting, and of the character areas of the Durham City Conservation Area;
3. To address deficiencies of green infrastructure within Our Neighbourhood;
4. To implement the NPPF which seeks to promote sustainable development and emphasises the importance of promoting healthy communities, protecting Green

Belt land, meeting the challenges of climate change and flooding, and conserving and enhancing the natural environment.

4.2(b).2 Context

Definition of green assets

4.62 Green infrastructure is the network of green assets (multi-functional green spaces and natural resources) within the City. Green assets cover a range of spatial scales and types of use. They include:

- the River and riverbanks;
- wildlife sites and wildlife habitats;
- woodland;
- parks and botanic gardens;
- public, community and private gardens;
- green landscaped areas;
- the grounds of the University, colleges, schools, hospitals, businesses and business parks;
- highway verges and railway embankments;
- footpaths and green corridors;
- cemeteries and churchyards;
- allotments and community gardens;
- sports and playing fields;
- amenity green spaces ;
- designated Local Green Spaces;
- the Green Belt;
- trees, hedgerows, grass, vegetation;
- built structures such as green roofs, green walls, natural water features, bird and bat boxes and roosting sites.

4.63 The city's attractiveness and character is enhanced by the natural open spaces and networks of greenery which are valued throughout the year by residents, visitors and those working in the city. This green infrastructure serves a variety of purposes: the character setting of the World Heritage site and conservation areas, attractive open spaces and footpaths for recreation and connections between communities, beneficial effects on people's health, an attractive setting which encourages new businesses and new residents to move to the City, visitor and tourist attractions, beneficial habitats for biodiversity and mitigating the effects of climate change.

4.64 Table E1 in Appendix E lists landscape and natural environment sites in Our Neighbourhood.

4.2(b).3. Justification

4.65 This justification refers to the Green Infrastructure theme as a whole. Additional, specific justification for an individual policy is given with the policy itself.

4.66 The Forum's priority survey (Durham City Neighbourhood Planning Forum, 2015) identified that local people valued highly the green infrastructure of the City. One of the highest rated aspects was the riverbank setting and riverside walks. In addition they rated the woodland 'wedges' which bring greenspace into city, pedestrianised areas, Council flower displays and tree plantings, parks and nature areas. One of their priorities is to protect green spaces/green belt and the environment. In the Forum's survey of the views of young people (Durham City Neighbourhood Planning Forum, 2016a), one of their priorities included the River. The young people all enjoyed the river and the river walks, and felt that even more could be made of the riverbanks to improve access and leisure opportunities.

4.67 The NPPF covers green infrastructure in a number of sections: 11. Conserving and enhancing the natural environment; 8. Promoting healthy communities; 9. Protecting Green Belt land; 10. Meeting the challenge of climate change, flooding and coastal change. It calls for "planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure". (NPPF para 114)

4.68 'The Natural Choice' (the natural environment white paper: UK Government, 2011) emphasises that a healthy, properly functioning natural environment is the foundation of sustained economic growth, prospering communities and personal wellbeing. Its aims include: facilitating greater local action to protect and improve nature; creating a green economy, in which economic growth and the health of our natural resources sustain each other, and markets, business and Government better reflect the value of nature; strengthening the connections between people and nature to the benefit of both. The biodiversity strategy (Department for Environment, Food and Rural Affairs, 2011) builds on the natural environment white paper. Its mission is to halt overall biodiversity loss, support healthy well-functioning ecosystems and establish coherent ecological networks, with more and better places for nature for the benefit of wildlife and people. Relevant aspects include: Putting people at the heart of policy (e.g. Establishing a new green areas designation, empowering communities to protect local environments that are important to them.); Planning and Development (e.g. retain the protection and improvement of the natural environment as core objectives of the planning system).

4.69 The 'Green Infrastructure Guidance' (Natural England, 2009) provides a comprehensive overview of the concept of green infrastructure, signposts to other relevant information, and maps out wider policy priorities and drivers for green infrastructure. Its aim is to drive forward green infrastructure planning and delivery.

4.70 More than 70 organisations from across multiple sectors have joined forces to create a 'Charter for Trees, Woods and People' with the aim of guiding UK policy and practice. This Charter will be launched in November 2017 and will recognise, celebrate and protect

this right. The Tree Charter principles outline the importance of green infrastructure, such as trees, woods and hedges, i.e. habitats for diverse species (providing homes, food and safe routes); cultural value; providing drainage and cooling, improving air quality and purifying water; carbon capture; physical and mental health benefits. Planning has a role to play by protecting existing green assets, particularly ancient trees and woods, and requiring new developments "to be balanced with green infrastructure, making space for trees."



4.71 A number of Durham County Council strategies and documents are relevant to green infrastructure. The Green Infrastructure Strategy (Durham County Council, 2012b, p.5) identified a number of policy recommendations relevant to our Neighbourhood Plan:

- “Access and recreation – existing public open spaces and rights of way should be protected; new development should contain sufficient open space for new and existing residents’ needs; open spaces and rights of way should be good-quality, attractive and functional ...
- Biodiversity and geodiversity – designated sites and other ecologically valuable assets will be protected from the direct or indirect impacts of development; new green spaces will retain, reinforce or create links to the existing GI network; green spaces, roofs and walls will be encouraged
- Economic development – inequalities in the quality of living environments will be addressed; industries which depend upon green infrastructure will be supported; GI will be used as an asset – to improve the image of areas and attract inward investment, and to provide ecosystem services

- Energy – the development of new wind turbines, biomass facilities and small-scale hydro-electricity facilities will be permitted where they are feasible and the environmental impacts are acceptable
- Health and wellbeing – healthy lifestyles will be supported by the protection and enhancement of open spaces and the public rights of way network. Landscape – designated landscapes and landscape conservation areas will be protected and managed; proposals to improve the countryside around towns and villages will be supported
- Townscape – sites of historic interest, and their settings, will be protected and enhanced; the use of green infrastructure as a design feature will be required where appropriate; green infrastructure features which contribute to townscape will be protected
- Trees, woodland and forestry – the creation of new woodlands will be supported; forestry and other woodland industries will be permitted where appropriate; urban trees will be protected.
- Water supply, drainage and flood control – the quality of water resources in rivers, streams and other water bodies will be protected and enhanced; Sustainable Urban Drainage Systems, which use green infrastructure to manage flooding, will be required in new development where appropriate, particularly in flood risk areas.”

4.72 The Sustainable Communities Strategy for County Durham 2014-2030 (County Durham Partnership, 2014) has a section 'Altogether greener' with the aim of maximising the value and benefits of Durham's natural environment. The Countryside and Rights of Way Act 2000 placed an obligation on local authorities to produce and maintain a Rights of Way Improvement Plan (ROWIP). The Rights of Way Improvement Plan for County Durham 2015–2018 (Durham County Council, 2015d) is the third ROWIP for County Durham. The “opportunities” (essentially the policies) identified in the plan include protecting and maintaining the network, modernising by improving existing routes, and influencing travel and lifestyle choices by creating and promoting well-designed, high-quality active travel routes. In relation to development there is an aim that paths are provided and improved as part of developments, and to improve gateway sites to public green spaces. Enhancements to the natural environment and biodiversity should be progressed wherever possible as part of improvement schemes.

4.73 A key document is the County Durham Open Space, Sport and Recreation Needs Assessment (2016b, currently being updated). The complementary Playing Pitch Strategy (Durham County Council, 2011a, 2012c) contains an audit of provision and aims to ensure that the quantity and quality of playing pitches and accessibility of playing pitches meets the needs of the local population now and in the future. The previous 2010 open space, sport and recreation needs assessment (Durham County Council, 2010a,b) identified deficiencies of Green Infrastructure within the Durham City Area Action Partnership area (which covers a wider area than Our Neighbourhood):

This AAP has a significant under provision of parks and gardens, semi-natural greenspace and allotments, but only small over provision of other typologies. So whilst some of the shortfalls could be met through utilising existing open space, opportunities should be sought for new provision within the AAP. (2010a, p.83).

4.74 As well as policies in this theme that address issues related to open green spaces, community Policy C5.

4.75 Durham City falls within The Wear Lowlands character area of the County Durham Landscape Character Assessment and Landscape Strategy (Durham County Council, 2008a,b). The strategy for the Wear Lowlands is: "To conserve the character of the valley landscapes of the Wear while enhancing those areas which have been most affected by development, accommodating the needs of nearby urban populations while maintaining a strong rural identity to the countryside between towns and villages. A key component of the strategy for this settled landscape is the improvement of the countryside around towns and villages." (Durham County Council, 2008b, p.104). These documents contain detailed contextual information and numerous objectives. Baseline information on biodiversity and geodiversity is available in the Council's Technical Paper No. 12 (Durham County Council, 2009a).

4.76 The saved policies from the Durham City Local Plan include references to the Green Belt, open spaces within Durham City and conservation areas, areas of landscape value, historic parks and gardens and battlefield sites, trees and hedgerows, nature conservation including Sites of Special Scientific Interest, Sites of Nature Conservation Interest, wildlife corridors and local nature reserves, and cycling and walking networks. (City of Durham Council, 2004; Durham County Council, 2015a: E1,2,2A,5,5a, 0,14 to 20,25,26; R5,11 to 13; Q5,6). A number of these policies have been incorporated into the policies below.

4.77 The Durham City Regeneration Masterplan (Durham County Council, 2014c) and its update (Durham County Council, 2016f) has a number of implementation projects and actions relevant to the green infrastructure of Our Neighbourhood (a subset of the Durham City area covered by the Masterplan), i.e. 'Keeping Durham Green' by e.g. the renovation of Wharton Park (now completed), care of the River Wear banks, adding to existing green spaces.

4.78 Local strategies and initiatives emphasise the importance of the green infrastructure within the City, in particular the Durham City Conservation Area Appraisal (Durham County Council, 2016e) and the Durham Castle and Cathedral World Heritage Site Management Plan (Durham World Heritage Site, 2017). The Durham City Conservation Area comprises "the pre-1900 expansion of



the City and the majority of the natural 'bowl' (the upper slopes of which present a largely rural backdrop to views of the Cathedral), the important green wedges of open countryside and other significant green areas which contribute to and enhance the setting of the historic buildings and the city as a whole" (Durham County Council, 2016e, Executive Summary, p.2). Management proposals for each character area are available, which include management, conservation and enhancement of green assets. However, the management plan for the Durham City Conservation Area has not yet been published. Most of Our Neighbourhood falls within the area covered by the World Heritage Site and by its inner setting. The immediate setting of the river and the tree lined river banks is a key component of the site's Outstanding Universal Value. The inner setting of the site, and protection of views to and from the site, is another key component.

4.2(b).4 Planning Policies and Proposals for Land Use

4.79

- Policy G1: Preserving and Enhancing Green Infrastructure
- Policy G2: Designation of Local Green Spaces
- Policy G3: Creation of the Emerald Network
- Policy G4: Enhancing the Beneficial Use of the Green Belt

Policy G1: Preserving and Enhancing Green Infrastructure

Preserving and enhancing green assets (defined in para 4.62)

- G1.1: Development proposals of 0.4 hectares or 10 housing units (or equivalent other type of development), or greater, will be supported if they:
greater, will be supported if they:
1. provide additional good quality green assets on site for new and existing residents' needs; or
 2. provide green assets which are appropriate to the context, having regard to the landscape, townscape and ecology of the locality and where appropriate the setting of heritage assets; or
 3. incorporate native species and habitats, or seek to create new appropriate habitats supporting local protected and priority species; or
 4. contribute to the network of interlinked green routes that connect residential areas with nearby destinations and the open countryside and reduce the fragmentation of green corridors or habitat; or
 5. address deficiencies of green assets within Our Neighbourhood; or
 6. contribute to the Emerald Network, where applicable.

G1.2: Development proposals under 0.4 hectares or 10 housing units (or equivalent other type of development) will be supported if they provide additional green assets as appropriate. Such green assets would include trees, private gardens, communal gardens, and where space is at a premium, green roofs,

green walls, natural water features, bat or bird boxes and roosting sites.

G1.3: Development proposals that would result in the loss of existing green assets will be refused unless:

1. the affected site or feature or asset does not have a significant recreational, cultural, ecological, landscape or townscape value; or
2. the affected site or asset can be demonstrated to be surplus to local requirements (with e.g. reference to the current Open Space Needs Assessment); and
3. a compensatory amount of green assets of an equivalent or better quality is provided in, or adjacent to, Our Neighbourhood.

Protecting Public Rights of Way

G1.4: Development proposals that would result in the loss of, or deterioration in the quality of, existing Public Rights of Way will not be permitted, unless an equivalent alternative provision is made. Where diversions are required, new routes should be direct, convenient and attractive, and should not have a detrimental impact on environmental or heritage assets.

Protecting biodiversity, green corridors, habitats, protected species and geological features

G1.5: Development proposals that lead to the creation of islands of biodiversity, permanently severed from other areas, will be refused unless measures to ensure ecological connectivity are included in the design.

G1.6: In considering development affecting green corridors:

1. development proposals that would result in the loss of, or deterioration in the quality of, green corridors will not be permitted, unless the remaining elements of the green corridors are enhanced to maintain their continued functioning and connectivity, and alternative routes are provided or enabled; and
2. development proposals that are adjacent to, or encroaching upon, identified green corridors must maintain or enhance their functionality and connectivity.

G1.7: Where wildlife habitats, protected species, or features of ecological, geological and geomorphological interest have been identified on development sites, development proposals that would cause irreversible or serious damage to such habitats, or species or features will be refused unless:

1. acceptable mitigation measures to minimise these adverse effects are provided; or
2. compensation measures to offset any harm which cannot be completely avoided or mitigated is provided.

In order to enhance the nature conservation value of Our Neighbourhood, development

proposals that create new wildlife habitats will be encouraged and supported.

Protecting trees and hedgerows

G1.8: In considering development affecting trees and hedgerows:

1. development proposals which would result in the loss of ancient woodland or ancient trees will not be permitted, unless the need for, and benefits of, the development in that location clearly outweigh the loss; and
2. application for tree preservation orders should be considered as required; and
3. development proposals will be required to retain areas of woodland, important groups of trees, copses and individual trees and hedgerows wherever possible. If not possible, an equivalent number of trees and hedgerows will need to be planted in, or adjacent to, Our Neighbourhood.

Protecting and enhancing the banks of the River Wear

G1.9: New developments, or major redevelopments, next to the banks of the River Wear in Our Neighbourhood will be required to provide a safe pedestrian path along the riverbank, and if possible a green corridor for wildlife and cycle access, in that order of priority. Existing green corridors and dark corridors must be retained.

G1.10: Development proposals which provide additional access points to the banks of the River Wear will be supported. Existing green corridors and dark corridors must be retained.

Policy G2: Designation of Local Green Spaces

G2.1: Green spaces within Our Neighbourhood that are of significant environmental, landscape or historical value are designated as Local Green spaces. These areas, as shown on the proposals map, comprise:

1. The River Wear corridor that lies within Our Neighbourhood; and
2. Observatory Hill; and
3. Flass Vale Local Wildlife Site and Local Nature Reserve and North End allotments and leisure gardens; and
4. St Margaret's Cemetery plus St Margaret's allotments; and
5. DLI grounds; and
6. Woodland on the south side of the City, comprising Maiden Castle Wood, Great High Wood, Hollingside Wood and Blaid's Wood; and
7. Battle of Neville's Cross: the undeveloped area of the registered battlefield site within Our Neighbourhood.

G2.2 Development in these Local Green Spaces must be consistent with NPPF policy

for Green Belts.

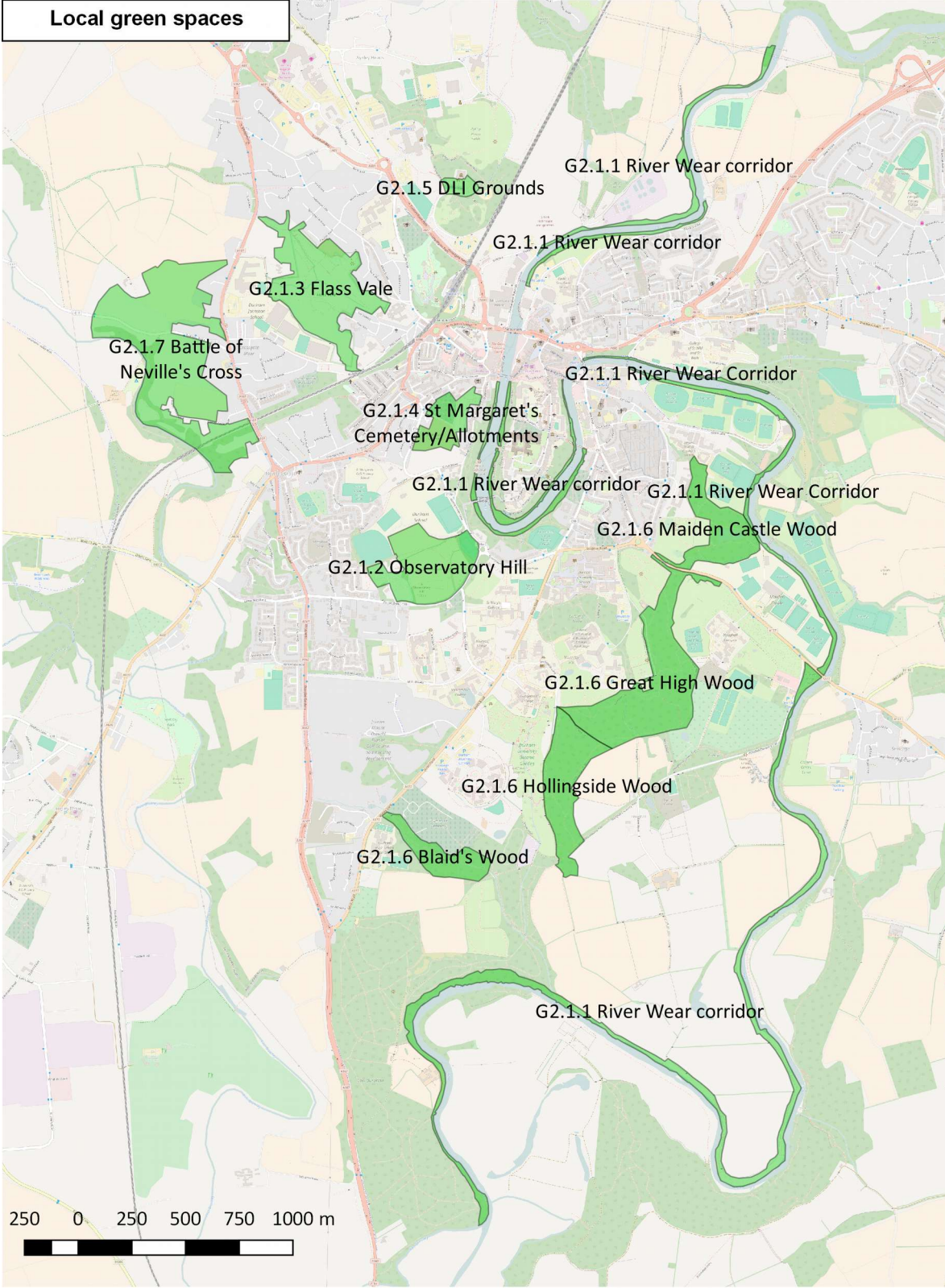
4.80 The NPPF guidance defines Local Green Space designation as a way to provide special protection against development for green areas of particular importance to local communities. The areas above (see Map 6 - <http://npf.durhamcity.org.uk/the-plan/maps/>) have been designated as local green spaces for the following reasons:

1. The river and river corridor of the River Wear as it meanders through the City's floodplain and cuts through the rocky gorge of the peninsular is the most significant landscape feature of the City. Its important contribution to the setting of the World Heritage Site and the City cannot be overestimated. The river and riverbanks are an important component of the Durham City Conservation Area in all five character areas. Respondents to the Forum's priority survey (Durham City Neighbourhood Planning Forum, 2015) listed the riverbank setting and riverside walks as the second highest attribute of what is good about Durham city. The river paths are well used for walking and leisure activities, and provide an important wildlife corridor linking the character areas of the City Conservation Area to each other and to the wider countryside within Our Neighbourhood. The Durham Regatta is an important annual event. Protection of the river corridor was included in the City of Durham Local Plan saved policy E5 on protecting open spaces within Durham City. And a River Wear Walkway was proposed in policy R13 (City of Durham Council, 2004; Durham County Council, 2015a). Our Policy G1 (points 9 and 10) seeks to retain existing, and support new, footpaths, wildlife corridors, dark corridors and cycle paths along the river where the physical space allows.
2. Observatory Hill, adjoining Potters Bank and near to Durham School, is within both the inner bowl of the World Heritage Site and the City Conservation Area. Its elevated site makes it very visible from the centre, and it contributes to the green and rural landscape setting for the World Heritage site and the City centre. It is well used for walking and leisure activities. It was included in the City of Durham Local Plan saved policy E5 on protecting open spaces within Durham City (City of Durham Council, 2004; Durham County Council, 2015a).
3. Flass Vale Local Wildlife Site and Local Nature Reserve and North End allotments and leisure gardens. Flass Vale is an historic area of woodland lying within the Green belt. Its wildlife value has been recognised by designation as a Local Wildlife Site; part of the site is registered as Common Land and part is designated as a Local Nature Reserve. Maiden's Bower, a Bronze Age round cairn and scheduled ancient monument, is located in Flass Vale. Local legend says Maiden's Bower was the site of a vigil held during the battle of Neville's Cross. The North End allotments and leisure gardens that lie to the North East of the site are an integral part. Such a central site is always under threat of development, and new permitted developments have 'nibbled away' at the edges of this site. The local importance of this site is demonstrated by the active group the 'Friends of Flass Vale' who manage and care for the site.
4. St Margaret's Cemetery plus St Margaret's allotments, between Crossgate and South St, provide an important green space in the centre of the City. The Cemetery provides a wildlife refuge, a place for walking and quiet contemplation as well as

being of historic value (St Margaret's Church is one of the earliest churches in the City, dating from the 12 century). The Cemetery abuts onto the allotments. The allotments provide for gardening and leisure, as well as a wildlife resource, and are of historic value (the site has been cultivated since the middle ages, and was once the Cathedral's vegetable garden and fish ponds; it is thought that the old quarry in the allotments was the source of the stone used to build the Cathedral). It was included in the City of Durham Local Plan saved policy E5 on protecting open spaces within Durham City (City of Durham Council, 2004; Durham County Council, 2015a).

5. DLI grounds. The DLI grounds are within the Green Belt. The significance of these grounds as a resting place for the ashes of members of the DLI Regiment makes this a site of huge importance and value to local people. Part of these grounds could be made into a Memorial Garden. The DLI grounds could function in association with the refurbished Wharton Park by providing a safe and secure picnic area, particularly for parents and children. The grounds could provide the setting for a possible Art Centre or arts facilities within the DLI building, with the current DLI car park providing necessary car parking for people using these grounds and facilities.
6. Woodland. Maiden Castle Wood, Great High Wood, Hollingside Wood and Blaid's Wood have been in existence since at least the 19th Century, though replanting has occurred in the 20th Century. Parts of these woods show the remnants of old railway embankments, and interpretation boards in Great High Wood give visitors information about the railway and mining historical background. Maiden Castle is an Iron Age promontory fort and is listed as a Scheduled Ancient Monument. Hollingside Wood, Great High Wood and Blaid's Wood are designated as Areas of High Landscape Value, Ancient Semi-Natural Woodland, Sites of Nature Conservation Importance and Sites of Ecological Value. All these woods provide a near continuous block of woodland with public access. They are used by the public for walking, cycling and leisure activities. The woods are renowned for their display of English bluebells in the Spring. As Durham University says: "The number of designations covering the woodlands reflect their importance in terms of landscape, amenity, and conservation." (Durham University. Biodiversity Policy)
7. Nevilles Cross Battlefield: the undeveloped area of the battlefield site within Our Neighbourhood, including land lying on both sides of the registered public footpath forming part of a boundary walk around the edge of the Battlefield site to the immediate west of Crossgate Moor. The battle of Neville's Cross, between Scottish and English forces, took place on 17th October 1346, on moorland just to the west of Durham. This was a significant battle as the Scots were comprehensively defeated, and this loss led to English occupation of parts of Scotland south of the Forth and Clyde rivers. It was over a century before the Scots could recover this land. The battlefield is built-over on the eastern side, although some of the area the around Crossgate Moor is still undeveloped. The land on the west (outside Our Neighbourhood) is mostly agricultural. The remains of a Cross commemorating the battle is sited in the built-up area of Nevilles Cross and is a scheduled ancient monument. The battlefield is registered in the Register of Historic Battlefields.

Map 6: Map of Local Green Spaces



Justification

4.81 The NPPF states that neighbourhood plans can “identify for special protection green areas of particular importance to them. By designating land as Local Green Space local communities will be able to rule out new development other than in very special circumstances. ... The designation should only be used: where the green space is in reasonably close proximity to the community it serves; where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and where the green area concerned is local in character and is not an extensive tract of land. Local policy for managing development within a Local Green Space should be consistent with policy for Green Belts.” (NPPF paras 76, 77, 78). Some of the areas designated here as local green spaces also possess other types of designation, e.g. being within the Green Belt or a conservation area or being a wildlife site or heritage asset. The NPPF states that land that is already protected can be designated as a Local Green Space if there is additional local benefit (PPG para. 010 and 011 Reference ID: 37-011-20140306). Different types of designation achieve different purposes. The areas listed here are of particular importance to the local community as the reasons given above demonstrate. Additionally, these areas are not as secure as their existing protections would imply. The development pressure in a small constrained area such as Our Neighbourhood is high. There is recent history of planning approvals for large scale developments in the Green Belt with predicted future plans for much more development in the Green Belt. In the Forum's priority survey (Durham City Neighbourhood Planning Forum, 2015) respondents had high regard for the 'woodland' wedges bringing green space into the City, were concerned about loss of / lack of open and green spaces and threat to green belt, and wanted to protect green spaces/green belt and the environment.

4.82 New sites might become available in Our Neighbourhood that might merit designation as Local Green Spaces. This would require amendment of the Neighbourhood Plan. One such site is Mount Oswald. This formed part of an area of open space protected under saved Policy E5.2 of the City of Durham Local Plan (City of Durham Council, 2004; Durham County Council, 2015a). The Mount Oswald site, previously a golf course, was land that had not been built on since the Middle Ages when it was agricultural land. It therefore contains assets of wildlife value including mature trees and a pond containing protected species. The current housing development on this site needs to be placed within the context of a long battle by local residents to retain this green space. The Mount Oswald site is currently being developed to a level greater than provided for in the City of Durham Local Plan. Open spaces retained within that development, including a complex of interconnected parks and open spaces (which retains and adds to the existing green assets) are therefore of particular importance to the local community and likely to warrant designation as a Local Green Space. As areas of open space in this development are being defined through a series of reserved matters applications, it isn't possible to finalise boundaries at this time. Inclusion, and enhancement, of existing green assets within new developments is the aim of Policy G1. New residential areas might include green areas that were planned as part of the

development. Such green areas might be designated as Local Green Space if they are demonstrably special and hold particular local significance. (PPG, para. 012 Reference ID: 37-012-20140306).

Policy G3: Creation of the Emerald Network

G3.1: An Emerald Network is designated which comprises sites of wildlife interest within Our Neighbourhood linked by public footpaths. These sites comprise designated wildlife sites, such as Local Nature Reserves, Local Wildlife Sites, Ancient Woodland Sites, key green sites, such as parks and gardens, and the River Wear and the riverbanks. The sites included in the Emerald Network are:

1. Flass Vale; and
2. Baxter Wood (the part that lies in Our Neighbourhood); and
3. Lowesbarn; and
4. Moorhouse Wood, Borehole Wood, Farewellhall Wood (the part that lies in Our Neighbourhood); and
5. Low Burnhall; and
6. Durham University Botanic Gardens; and
7. Hollingside Wood, Great High Wood, Little High Wood, Blaid's Wood; and
8. Houghall/Maiden Castle; and
9. Pelaw Wood (the part that lies in Our Neighbourhood); and
10. Peninsular Woodlands; and
11. The Sands; and,
12. Hoppers Wood; and
13. Aykley Heads; and
14. Wharton Park.

G3.2: Development proposals to improve the biodiversity and / or amenity of sites or footpaths in the Emerald Network will be supported. Proposals that would result in a deterioration in the wildlife value of a site in the Network will be refused.

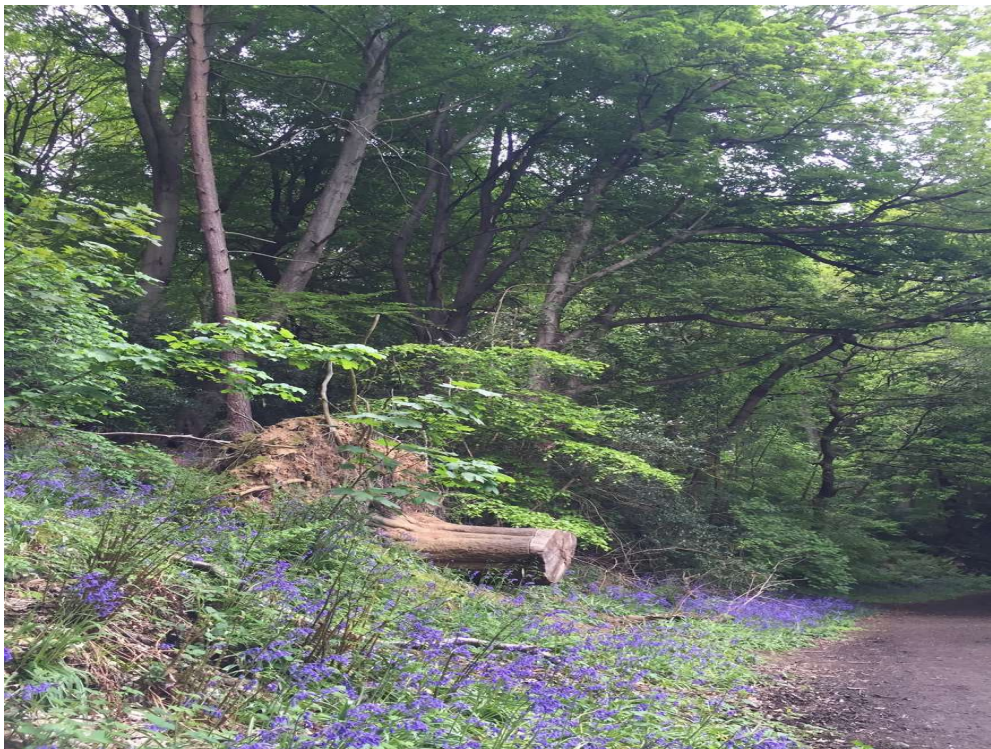
4.83 The Emerald Network sites are shown on Map 7 (<http://npf.durhamcity.org.uk/the-plan/maps/>). Some of these sites have designations (see Table E1 in Appendix E). The Emerald Network also links to a number of sites of wildlife interest that lie immediately adjacent to Our Neighbourhood. These comprise: part of Baxter Wood, part of Farewellhall Wood, Old Durham Gardens, part of Pelaw Wood, Frankland Wood and Kepier Wood. The sites are connected by public footpaths. Durham County Council provides a 'Definitive Public Rights of Way' map online. Other Local Wildlife sites in Our Neighbourhood have not been included in the Emerald Network as they are not accessible by public footpaths. Policy Implementation Project 1 in Chapter 5 indicates how this policy could be taken forward.

Justification

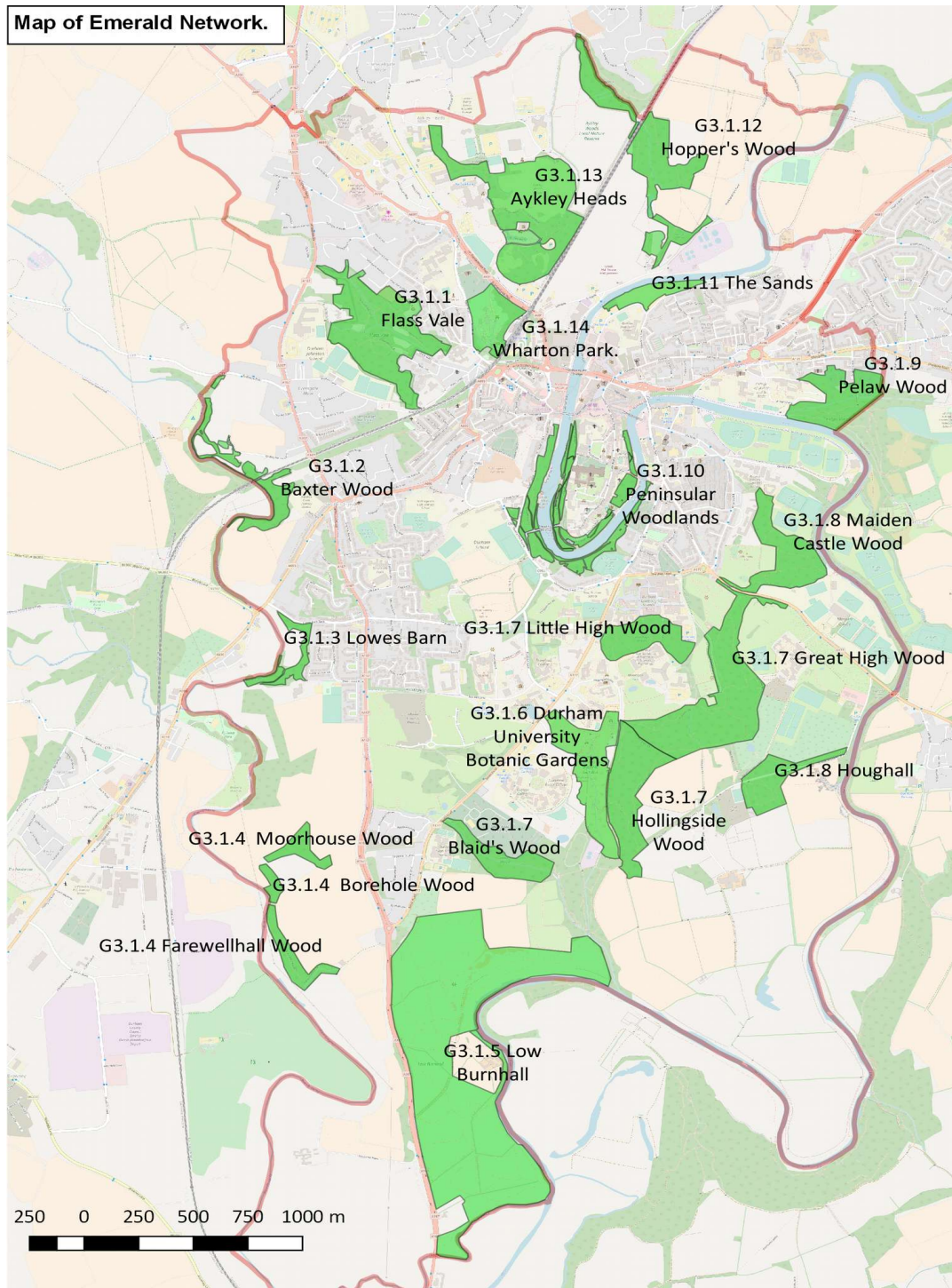
4.84 The idea for an Emerald Network developed from discussion between the Forum and the Friends of Flass Vale (comprising a membership of 250 people). It builds on policy R13 'River Wear Walkway' from the City of Durham City Local Plan saved policies and incorporates policies E5, E26 and T21 (City of Durham Council, 2004; Durham County Council, 2015a). Policy R13 was developed by the Council into the idea of a Necklace Park but this idea was never implemented.

4.85 The Emerald Network will create a network of sites having wildlife interest lying within or adjacent to Our Neighbourhood. Existing rights of way will be used to develop corridors between the sites so as to enhance biodiversity and connectivity between them. The benefits of the Emerald Network include:

- improving the image of the City by providing an extra tourist attraction
- providing a leisure asset for local people, and thus improving their wellbeing
- counteracting the fragmentation of wildlife habitat within the City: fragmentation has been shown to reduce plant and animal populations to levels where they risk becoming extinct
- promoting and improving access rights and the Public Rights of Way network through the City
- maintaining links with the wider countryside and seeking to improve wildlife corridors to designated sites such as the Deerness Valley, Bearpark and Croxdale Woods and Brasside/Low Newton wetlands.



Map 7: Map of Emerald Network. The boundary of Our Neighbourhood is indicated and shows which sites are in the Network and which adjacent sites the Network links to.



Policy G4: Enhancing the Beneficial Use of the Green Belt

Development proposals within the Green Belt land in Our Neighbourhood which would lead to:

- improved access and connectivity, or:
- opportunities for outdoor sport or recreation, or:
- improved landscape, or:
- improved biodiversity, or:
- enhanced visual amenity, or:
- improvements to damaged and derelict land

will be encouraged and supported.

Justification

4.86 The NPPF (section 9) attaches great importance to the Green Belt and to its protection from development. Inappropriate development "should not be approved except in very special circumstances" (NPPF, para 87). Local people, as shown by responses to the Forum's survey (Durham City Neighbourhood Planning Forum, 2015) and by the existence of community bodies such as 'The Friends of Durham Green Belt', do not consider that there are any 'very special circumstances' (NPPF, para 88) present in Durham City that would merit development on the Green Belt (except for permitted development allowed by the NPPF (para. 89, 90)). Therefore no policy in our Neighbourhood Plan includes development on the Green Belt, other than for proposals that meet the NPPF exceptions criteria (NPPF para 89). The Green Belt is particularly important to Our Neighbourhood because of one of its purposes "to preserve the setting and special character of historic towns" (NPPF para. 80). A number of saved policies of the City of Durham Local Plan are relevant to the Green Belt (City of Durham Council, 2004; Durham County Council, 2015a: E1,2,2A) and these have been incorporated into this policy.

4.87 However, there is the opportunity to enhance the Green Belt. The NPPF states that: "Once Green Belts have been defined, local planning authorities should plan positively to enhance the beneficial use of the Green Belt, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to improve damaged and derelict land." (NPPF, para 81). The NPPF (para. 89) notes that an exception for new buildings on the Green Belt is "provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it".

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4.3 THEME 3: A CITY WITH A DIVERSE AND RESILIENT ECONOMY



4.3.1 Vision and Objectives

4.88

Vision

A sustainable and vibrant local economy, supporting large and small businesses, retail and tourism, and encouraging employment opportunities.

4.89

Objectives

1. To increase employment opportunities through the establishment and support of large and small enterprises;
2. To identify strategic and local sites for a range of prestige developments for businesses, university research-based and high technology industries, and business incubators;
3. To secure the vitality and competitiveness of the City centre through balanced retail development and to combine City centre retail with online shopping;
4. To build on and enhance the tourism and leisure experience in the City.

4.3.2 Context

4.90 Durham City extends beyond Our Neighbourhood to include large residential, industrial and retail estates at Belmont, Framwelgate Moor and Newton Hall. Taken together, the built-up area of Durham City has a residential population of about 46,000 and is the biggest town in County Durham. It is the 'County town' and provides the administrative headquarters of the County Council, the main hospital, the magnificent Norman Cathedral and the world-class University, as well as business services, retailing, culture, leisure and recreation - the vast majority of these located within the City centre, the heart of Our Neighbourhood. Durham City is also an important tourist venue for the County and the country.

4.91 The main employers are Durham University with over 8,000 jobs, Durham County Council with 2,000 jobs, University Hospital of North Durham sharing the major part of 7,000 jobs in the Foundation Trust's area, and Government offices with over 700 jobs. A reliance on four major public sector employers creates an economic imbalance, which is unhealthy and needs to be addressed. The role of Durham City as the 'county town' within County Durham is reflected in the 80 offices of estate agents, solicitors, accountants and related professional services. Office space is limited in the centre of town, and most of it is in Georgian and Victorian buildings. The retail sector amounts to some 1,000 full-time equivalent jobs and provides vibrancy and a relatively good retail offering, but with few independent retailers. There is a limited lunchtime economy (concentrated in the immediate City centre, with more minimal provision in the outer areas of the City centre) supported by the presence of major offices and of students, and a very significant night-time economy drawing people into Durham City from other parts of County Durham and beyond.

4.92 The level of economic activity of the residents of Our Neighbourhood is affected by the presence of students, and to a lesser extent by the higher proportion of retired people than in County Durham as a whole. The dominant occupations of the residents in Our Neighbourhood who are in employment are education, health and social services and retail and wholesale. The role of Durham City as a major centre for the whole County means that most of the people who work in the City live outside Our Neighbourhood and indeed outside Durham City itself.

4.93 There are three state primary schools, two state secondary schools, a special school and a Sixth Form Centre in Our Neighbourhood, all with good or outstanding ratings by Ofsted. Capacity issues affect several of the primary schools, and at least one of the secondary schools is customarily over-subscribed. There are also three private schools, offering education from nursery to secondary level.

4.94 The University is a member of the Russell Group and provides world-class scholarship and research. It is the third oldest University in England. Vocational skills are provided by the high quality establishments of New College Durham (just outside Our Neighbourhood) and East Durham College, Houghall Campus (offering agriculture, arboriculture and forestry, horticulture and animal care courses). The University is a key

part of the Our Neighbourhood and very important to the economy and cultural life of Durham City and Durham County. The proposed expansion of the University (Durham University, 2016, 2017a) will have a significant impact on the economy of Our Neighbourhood. However, Our Neighbourhood is more than the University and this expansion needs to be balanced and proportionate so that the needs of the wider community are considered and the special character of Our Neighbourhood is maintained.

4.95 Details of economic activity and educational attainment is given in section D1 of Appendix D. In Appendix E, Table E3 lists public and community services and facilities in Our Neighbourhood and Table E4 lists employers and educational establishments.

4.3.3 Justification

4.96 This justification refers to the Economy theme as a whole. Additional, specific justification for an individual policy is given with the policy itself.

4.97 The Forum's priority survey (Durham City Neighbourhood Planning Forum, 2015) identified that local people valued the friendly, lively, vibrant, multi-cultural feel of the City and the shops (particularly the Market Place and indoor market), coffee shops, pubs and restaurants. However, problems were identified, e.g.: a poor retail offer; poor appearance / maintenance of premises and streetscape; poor pedestrian experience; a night-time economy too geared to drinking; poor parking provision; the lack of a tourist information centre. What was needed included: an increased diversity of retail outlets; reduced business rates/rents; upgrading of areas in the City (particularly North Road, Bus Station, Market Place, Riverside); improved provision for pedestrians; improved parking provision; promotion of and support for tourism (e.g. a Tourist Information Office); more entertainment, community, leisure, and cultural facilities.

4.98 In the Forum's survey of the views of young people (Durham City Neighbourhood Planning Forum, 2016a), their suggestions for action included: improve the Bus Station; improve the streetscape of North road, particularly shop fronts; more parking and increase the Park & Ride spaces and operating hours; more events, indoor activities and community facilities for young people; shops more attractive to young people. The older respondents who were school leavers were concerned by the lack of employment opportunities in Durham City. They also felt that the choice of jobs in the City is limited. They would like a wider choice of permanent jobs to choose from and more part-time jobs to be made available to young people, particularly in the proposed new entertainment venues in the City.

4.99 The survey of businesses (Durham City Neighbourhood Planning Forum, 2016c) identified the following things that would improve the development of their business: improved parking (free or cheaper; extension of Park & Ride days and hours); better information and signposting; lower rents and rates; fast broadband fibre connectivity.

4.100 The National Planning Policy Framework supports economic growth through the planning system. Section 1 of the NPPF - Building a strong, competitive economy (para 18 to 22) - states that local authorities should: set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth; set criteria or identify sites for local and inward investment to meet anticipated needs over the plan period; and support existing business sectors, and identify and plan for new or emerging sectors likely to locate in their area. Our Neighbourhood is an important provider of jobs for the wider County and beyond, as well as for local residents.



4.101 Section 2 of the NPPF - Ensuring the vitality of town centres (para 23 to 27) - states that local authorities should: recognise town centres as the heart of their communities and pursue policies to support their viability and vitality; allocate a range of suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community

and residential development needed in town centres. Durham City centre is a significant retail and service centre for a wide catchment area and gives economic support for the heritage assets in Our Neighbourhood; its future economic success is vital. The County Durham Plan Issues and Options consultation document (Durham County Council, 2016c; p.35, paras 4.23 to 4.25) notes the economic challenges facing town centres, e.g.: a change in consumer behaviour and the rise in e-commerce, mobile technology and Internet shopping; out of town retail centres (although more recently there has been a growth in smaller and more local convenience and discount stores). Town centres need to reflect the needs and opportunities of the communities that they serve.

4.102 The Green Paper 'Building our industrial strategy' (UK Government, 2017) Proposes a range of areas of interventions which the evidence shows drive growth. Places with higher rates of investment in research and development, more highly skilled people, better infrastructure, more affordable energy and higher rates of capital investment are places which, the Green Paper asserts, grow faster and have higher levels of productivity. Policies on trade, procurement and sectors are tools to drive growth by increasing competition and encouraging innovation and investment. Through Central Government actions and by strengthening the local institutions that support a more productive economy it is hoped to ensure that growth is driven across the whole country. In Our Neighbourhood, provision for research and technology development by harnessing the strengths of Durham University and New College Durham is essential. It will also be important to cater for innovation through incubator facilities so that ideas can be transformed into advanced processes and products.

4.103 The North East Strategic Economic Plan (North East Local Enterprise Partnership, 2014) builds on the strategic location of the North East, between Scotland and the wider north of England economy: it is well connected to the rest of the UK, Europe and the rest of the world by rail, sea, road and air. The strategic plan is to deliver 100,000 more and better jobs by 2024. The growth opportunities are: Tech North East - driving a digital surge; making the North East's future in automotive and medicines advanced manufacturing; Health Quest North East meaning innovation in health and life sciences; and Energy North East- excellence in subsea, offshore and energy technology. The Strategy recognises the three areas of the service economy for growth are: financial, professional and business services; transport logistics; and education. This is a high level strategy which applies to the whole North East region. In Our Neighbourhood there are opportunities for these distinctive streams of new employment, ranging from confirmation of the prestige strategic employment site at Aykley Heads through various kinds of bespoke units to innovation spin-out incubators, and of the particular requirements of the health and academic sectors.

4.104 The Sustainable Communities Strategy for County Durham 2014-2030 (County Durham Partnership, 2014) has a theme 'Altogether wealthier', with the aims of a thriving Durham City, vibrant and successful towns, sustainable neighbourhoods and rural communities, competitive and successful people, and a top location for business.

4.105 The County Durham Green Infrastructure Strategy (Durham County Council, 2012b) marries economic activity with support for the green infrastructure, e.g. by addressing inequalities in the quality of living environments, supporting industries which depend upon green infrastructure; using the green infrastructure as an asset to improve the image of areas, attract inward investment and provide ecosystem services. Green infrastructure is can be beneficial for the economy of Our Neighbourhood, particularly as a tourist attraction related to the City's heritage.

4.106 The Durham City Regeneration Masterplan (Durham County Council, 2014c) and its update (Durham County Council, 2016f) have a number of implementation projects and actions relevant to the economy of Our Neighbourhood (a subset of the Durham City area covered by the Masterplan), i.e. Business growth - the potential for more and better jobs through regeneration at Aykley Heads, Freemans Reach, North Road, The Gates and Lower Claypath. The Masterplan update notes what has been delivered and outlines key future activities. Completed projects include new developments in the City Centre and the running of successful major events. For Our Neighbourhood it is important that sustainable economic growth utilises, supports and enhances the historic environment of Durham City.

4.107 The saved policies from the Durham City Local Plan include references to a Science Park at Mountjoy, a Business Park at Aykley Heads and office and retail development in the City centre (City of Durham Council, 2004; Durham County Council, 2015a: EMP2, EMP4, EMP12, S2A). A number of these policies have been incorporated into the policies below.

4.3.4 Planning Policies and Proposals for Land Use

4.108

- Policy E1: Larger Employment Sites
- Policy E2: Other Employment Sites
- Policy E3: Retail Development
- Policy E4: Primary and Secondary Frontages

Policy E1: Larger Employment Sites

Support will be given to the development of larger sites suitable for the creation of employment, including the following two strategic employment sites as shown on the proposals map.

1. A business park at Aykley Heads and County Hall, Durham County Council site on non-Green Belt land for prestige office development, business incubators and start-up businesses, which fall within use classes B1a (Business - Offices) and B1b (Business - Research & Development); and
2. A site for science and high technology developments and business start-ups and incubators on the Durham Science Park, Mountjoy, which fall within use class

B1a (Business - offices) and B1b (Business - Research & Development).

4.109 Details of the sites (shown in Map 8 - <http://npf.durhamcity.org.uk/the-plan/maps/>) are as follows:

- Site E1.1 - at Aykley Heads and County Hall - is on the non-Green Belt part of this area. Ancillary uses appropriate to the principal uses at the site will be acceptable in principle. Retain woodland and veteran trees and heritage assets. Design must be appropriate to the settings of the Durham City Conservation Area and the World Heritage Site (particularly heritage Policy H2.2, points 2, 5 and 6), and promote sustainable development as set out in sustainability Policy S2.
- Site E1.2 - Mountjoy - a minimum buffer of 15m of native tree planting is required against the ancient woodland and the wetlands.

4.110 Durham Science Park is owned by Durham University and is situated next to the Mountjoy Research Centre. It has good access both to the University and the City. Science Parks usually consist of low-density development located in close proximity to a university campus, thereby allowing for the creation of close links between academic institutions and business. As such the site is well situated for start-up and incubator businesses.

4.111 A comprehensive Environmental Assessment will need to be undertaken to show the effect that new development will have upon any site and in particular the Aykley Heads and Durham County Council Headquarters area. This site provides an exceptional opportunity to attract and generate high quality jobs to Durham. This Environmental Assessment will include traffic generation, the penetration of public transport into the site, visual impact, and loss of open space and protection of nature conservation interests, as set out in the green infrastructure Policies G1.7 and G1.8. It will include an assessment of the mitigation measures appropriate to the development in a mature parkland landscape. The Environmental Assessment will form the basis upon which individual planning applications will be brought forward for the development of the land at these sites. Developments should favour sustainable transport to minimise any adverse effect created by the development on the environment (see transport Policy T1).

4.112 New commercial development should incorporate a communal open area, outdoor where possible, to enhance the well-being of their employees.

E2.1: Support will be given to the development of the following sites within or well-connected to the City centre, and sites within district centres, for new office and business enterprises, including business incubators, start-up businesses and crafts, which fall within use classes A2 (Financial and Business services) and B1 (Business - Offices):

Policy E2: Other Employment Sites

E2.1: Support will be given to the development of the following sites within or well-connected to the City centre, and to sites within district centres, for new office and business enterprises, including business incubators, start-up businesses and crafts, which fall within use classes A2 (Financial and Business services) and B1 (Business - Offices):

1. Blagdon Depot, Frankland Lane; and
2. Providence Row – old sorting office; and
3. Fowler's Yard.

E2.2: Support will be given to the development of windfall brownfield sites in Our Neighbourhood for mixed use office and business enterprises and also residential, including units for older people, families with children and young professionals.

4.113 Details of the sites (shown in Map 8 - <http://npf.durhamcity.org.uk/the-plan/maps/>) are as follows:

- Site E2.1.1 - the Blagdon Depot - is located in the Green Belt. Only proposals that meet the NPPF exceptions criteria for development in the Green Belt (NPPF para 89) would be acceptable. Retain mature vegetation around the site. The site is in Flood Risk Zone 2 and therefore appropriate infrastructure and design measures will be required and have to meet the requirements of heritage Policy H2.2, and promote sustainable development as set out in sustainability Policy S2. Development proposals for this site should undertake a site-specific flood risk assessment, a sequential test and an environmental assessment to include the impact on, and the protection of, green assets as set out in green infrastructure Policy G1.
- Site E2.1.2 - Providence Row old sorting office - the area for development is located outside the functional floodplain but is in Flood Risk Zone 3a where a high probability of flooding exists and therefore appropriate infrastructure and design measures will be required and have to meet the requirements of heritage Policy H2.2, and promote sustainable development as set out in sustainability Policy S2. Development proposals for this site should undertake a site-specific flood risk assessment, a sequential test and an environmental assessment to include the impact on, and the protection of, green assets as set out in green infrastructure Policy G1. Mature trees around the site should be retained.
- Site E2.1.3 - Fowler's Yard - an area already thriving as craft and specialist shops.

4.114 In recent times, approvals have been given on most of the City's large sites. Some of these have been contentious and remain unsupported by local people, specifically those which have been given for student accommodation which would now be refused under the new interim student accommodation policy (Durham County Council, 2016h). Where an opportunity arises from the renewal or lapsing of an application, modifications will need to be made to meet the requirements of our Neighbourhood Plan, particularly in

respect of the new interim student accommodation policy and our housing Policies D2, D3, D4 and D5 in order to meet the shortfall in provision for affordable housing, and accommodation for the elderly, families with young children and young professionals. Design must be appropriate to the settings of the Durham City Conservation Area and the World Heritage Site (see heritage Policy H2.2) and promote sustainable development as set out in sustainability Policy S2.

4.115 As a general principle, new business development should be located on sites identified in economy policies E1 and E2. Some businesses, however, may be able to meet acceptable environmental standards, without either having a detrimental impact on the amenity of neighbouring occupiers of property or on the character and appearance of the area in which they are located. Such businesses can provide important employment opportunities within their locality and make use of buildings that may otherwise become redundant and/or derelict. This is of relevance in local centres, which can often provide an opportunity for a variety of small-scale business activities to take place.

4.116 Residents and visitors are increasingly seeking 'experiences' to add to their enjoyment of the City; therefore new commercial development in the City should include an external, flexible space wherever possible, which can be used for the well-being of their employees, and for staging community events.

Justification for Policies E1 and E2

4.117 Businesses and residents have requested more land for commercial use: the sites allocated in Policies E1 and E2 are the only suitable land available in Our Neighbourhood which could be used for this purpose. To improve the economy of Durham City it is important to encourage new employment opportunities and to safeguard and assist expansion of existing businesses within the area. A good variety of serviced employment sites will help to attract new businesses and making available underused space as offices for established



businesses will increase the employment opportunities for local people, attract new employees from outside the area, and encourage the retention of graduates from Durham University. New employment opportunities within the city will increase the numbers of people who use the City, and will also strengthen the relationship between local business

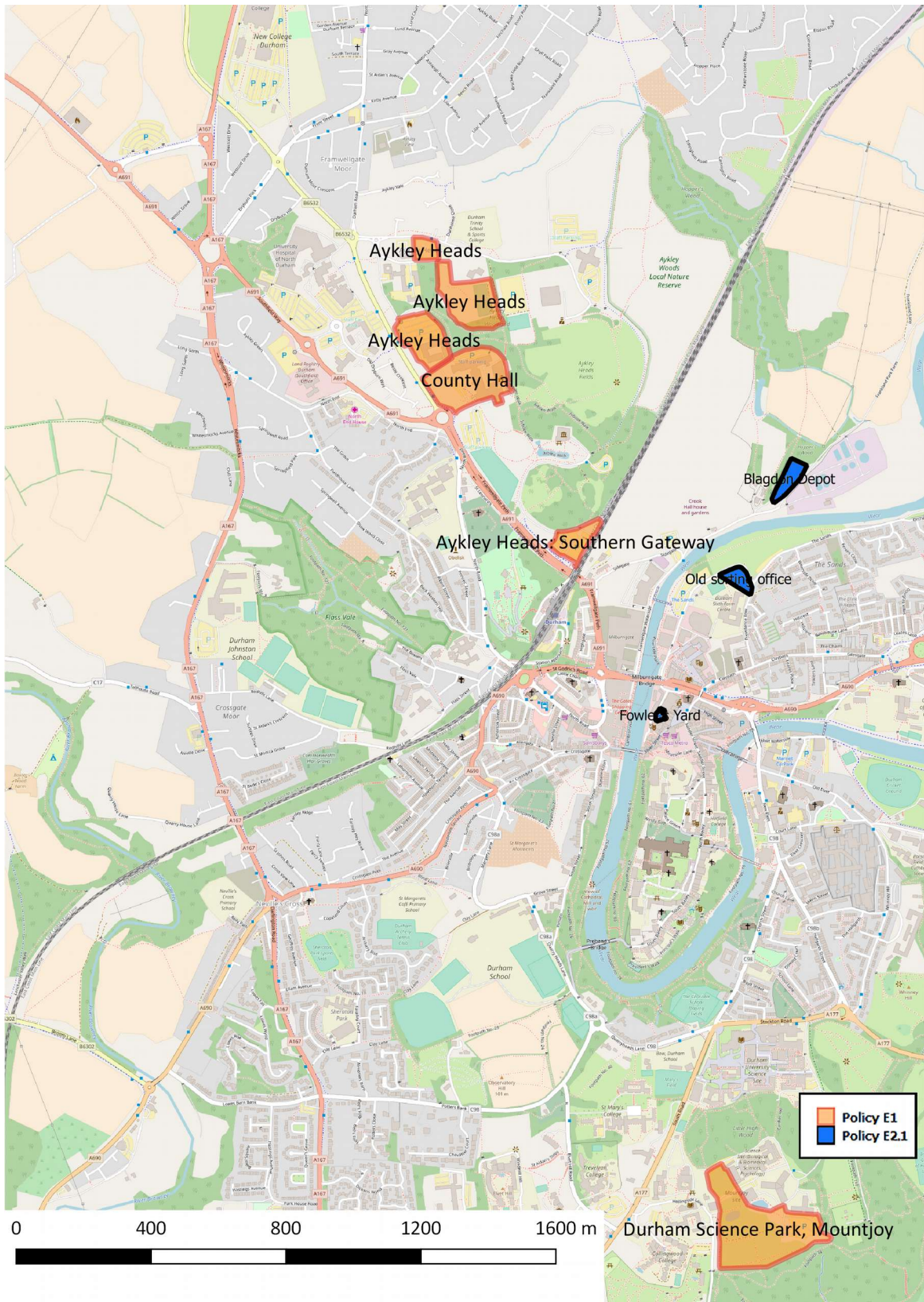
and Durham University. This is recognised in the County Durham Plan Issues and Options consultation document (Durham County Council, 2016c, p.31, para 4.9).



4.118 In accordance with guidance in the NPPF (para. 111), commercial development will be directed to brownfield sites. In satisfying the sustainable design principles of our Neighbourhood Plan, new development will avoid unacceptable impacts on local, national and international designations and physical constraints such as flood risk and topography (Durham

County Council, 2016c, p.18, para. 3.23 and 3.26). So far as flood risk is concerned, it would be highly desirable to have all brownfield employment sites located in Zone 1 (low probability of flooding). Whilst the majority of our sites meet that standard, there are three that fall within Zone 2 (medium probability of flooding) or Zone 3 (high probability of flooding). We are proposing to retain these three sites because they possess established use rights and new buildings can be designed such that occasional flooding of the ground floors is operationally acceptable.

Map 8: Map of Economic Designated Sites



Policy E3: Retail Development

Development proposals within Durham City centre, as defined in the proposals map, will be supported where it is demonstrated that they:

- A) contribute to the creation of a lively and vibrant City centre with:
 - 1) the primary frontage mainly in retail use; and
 - 2) other appropriate town centre uses (defined as retail, leisure, entertainment, sport and recreation, offices, and arts, culture and tourism) located in the City centre but outside the primary frontages; and
- B) enhance the character and attractiveness of the City centre by:
 - 1) conserving and enhancing the historic character of the Conservation Area and World Heritage Site, its setting and historic assets, both designated and undesignated; and
 - 2) sympathetically converting existing buildings outside the primary frontages and re-using redundant upper floors in the secondary frontages for office and other appropriate town centre uses (defined as retail, leisure, entertainment, sport and recreation, offices, and arts, culture and tourism); and
 - 3) safeguarding and enhancing the green setting along the River Wear; and
 - 4) ensuring that new development is of a scale appropriate to the City centre, is well-designed and is of a mass and materials appropriate to the character of the City centre; and
 - 5) improving the public realm; and
 - 6) improving the City centre environment for pedestrians and cyclists.

Policy E4: Primary and Secondary Frontages

E4.1: Within Durham City centre's primary frontage support will be given to retail development (Class A1 uses) which improve the range of shops.

E4.2: Proposals for changes of use of ground floor premises within the primary frontage to non-A1 uses appropriate to a shopping area (defined as retail, leisure, entertainment, sport and recreation, offices, and arts, culture and tourism) will be supported if it can be demonstrated that the use will add to the vitality and viability of the City centre.

E4.3: Within the secondary frontage and in upper floors of the primary frontage the following uses will be supported: shops (A1), financial and professional services (A2), restaurants and cafes (A3), drinking establishments (A4), hot food takeaways (A5), and other uses appropriate to a town centre (defined as retail, leisure, entertainment, sport and recreation, offices, and arts, culture and tourism).

E4.4: Development proposals should demonstrate that the development:

- 1. would not have an unacceptable impact on residential amenity; and

2. would have appropriate access provision; and
3. would not harm the character of the historic environment.

4.119 The NPPF glossary defines 'Main town centre uses' as retail, leisure, entertainment, sport and recreation, offices, and arts, culture and tourism.

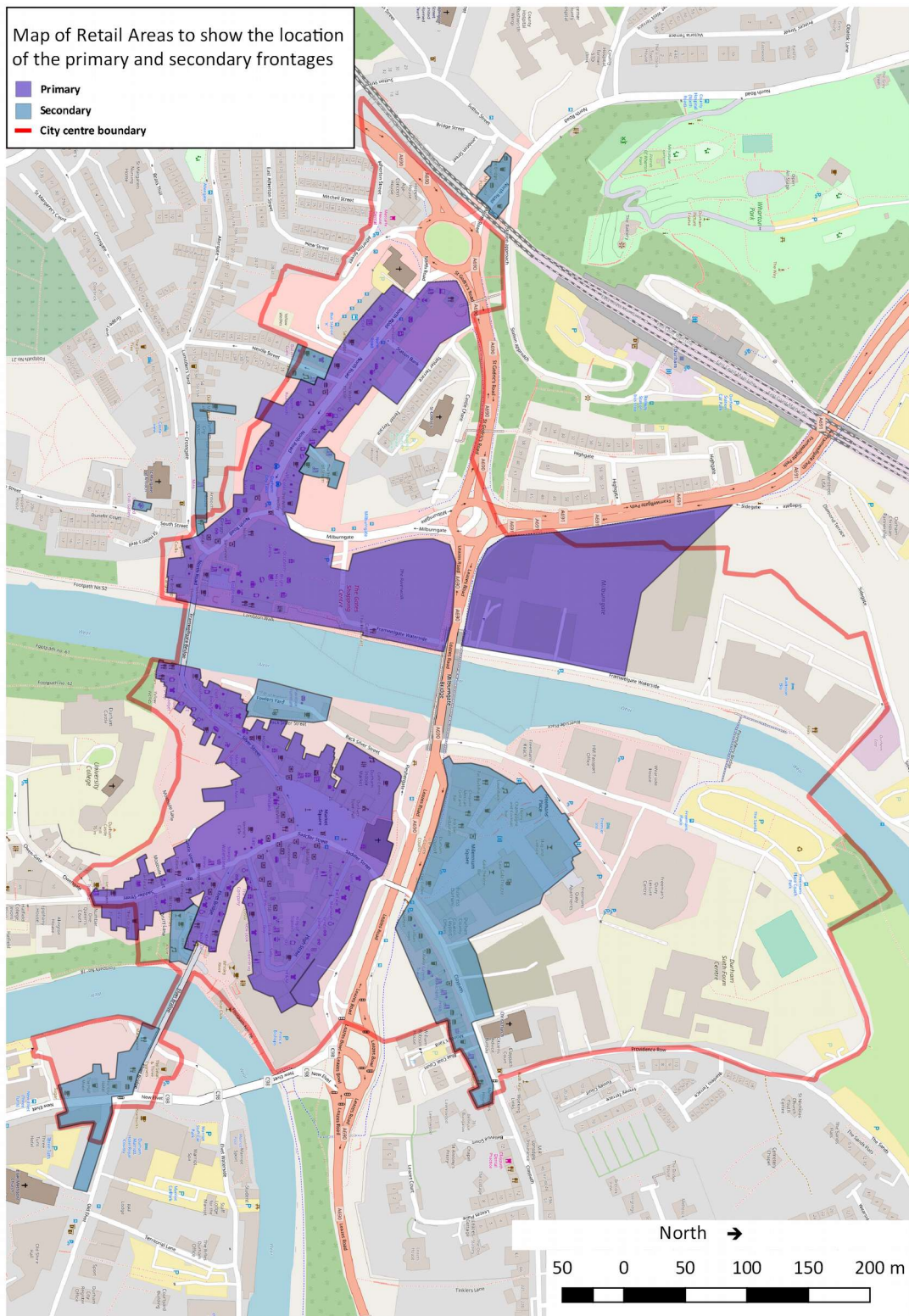
4.120 The extent of the shopping area, where new development may be approved, is expected to remain broadly as it is now. However the need to sustain and enhance Durham City centre means that opportunities to improve its retail provision should be taken when they arise through redevelopment and changes of use.

4.121 Map 9 (<http://npf.durhamcity.org.uk/the-plan/maps/>) which shows the retail areas, with the primary and secondary frontages, for Durham City has been based on a number of sources: the Retail and Town Centre Uses Study (Durham County Council, 2009b) prepared by GVA Grimley for Durham County Council; the allocations from the Durham City Local Plan (City of Durham Council, 2004); and an aspiration to improve the area of North Road, which was highlighted in the Forum's priority survey (Durham City Neighbourhood Planning Forum, 2015). It includes the historic core around the market place and westwards along North Road and extends to the major office and mixed uses at Milburngate and Walkergate. The primary frontages are along Silver Street, Saddler Street from the market place which includes the Prince Bishops precinct, North Road as far as the Methodist Church, and the new Milburngate development on the old Passport Office site. The 2009 report includes The Gates shopping precinct as primary frontage: this area is now being redeveloped as 'The Riverwalk' and will include retail provision. The secondary frontages are defined as Crossgate, Neville Street, Reform Place, North Road (west of the North Road roundabout), St. Godric's Road (north of the North Road roundabout), Walkergate, Claypath to Providence Row, Elvet Bridge and New Elvet.

4.122 Within the town centre as defined in Map 9 (<http://npf.durhamcity.org.uk/the-plan/maps/>) there are a number of sites outside the primary and secondary frontages where planned development will result in an increase of people living or working in the centre. These new development must ensure that the needs of those living, working or visiting the centre are accommodated: this includes mitigation measures for the generation of additional traffic as stated in transport Policies T1 and T2.

4.123 New developments must be designed to the highest standards and respect and enhance the Conservation Area and the historic City centre. Careful consideration should be given to the access requirements of pedestrians, cyclists, public transport, cars and emergency vehicles in the design and layout of new development.

Map 9: Map of Retail Areas Showing City Centre Boundary and Frontages



Justification for Policies E3 and E4

4.124 The NPPF (para. 23 to 25) and the Council (Durham County Council, 2016c, p.35, paras 4.23 to 4.25) recognise the importance of ensuring the viability and vitality of town centres. The threat to loss of trade in Durham City centre to large retail proposals in nearby centres including out-of-town or edge-of-town centres cannot, unfortunately, be resisted through policy in our Neighbourhood Plan as all of these rivals are outside its influence. Nevertheless, the Durham County Local Plan will include policies for protection of the City Centre and will be able to use policies and proposals in our Neighbourhood Plan in determining such applications.

4.125 The retail sector in Durham City centre is a key driver of the local economy although it is subject to seasonal fluctuations because of the impact of the University terms and vacations. To protect the vitality and viability of the City centre, it is important that a range of retailers is represented, both independent and national, to include a balanced mix of consumer goods, food and services. At present there are too many food outlets (use class A3) in the City, which has decreased the overall retail attractiveness. With the loss of the BHS department store there is a gap in the retail provision in the City centre. Attracting a new department store would be beneficial and would increase footfall. Enabling 'click and collect', online shopping delivery facilities within City centre shops will help to increase footfall through the City.

4.126 Consumers are now looking for a wider experience when visiting shopping centres. Retail development is now 'leisure led development', that is development which includes cafés, restaurants, cinemas and entertainment facilities such as a bowling alley. A more diverse retail offering in Durham City and entertainment events throughout the year will encourage shoppers to visit and revisit the City centre. Also good public transport links are needed between out-of-town shopping areas and the City centre to enable shoppers to access the full range of services, facilities and attractions.

4.127 There is a lack of affordable retail space in Durham City centre for small start-up businesses and creative businesses. One solution is to use the underused and empty buildings and shops in the City centre. These can be used temporarily for new businesses as they become established. The Government, in a written ministerial statement from the Department of Communities and Local Government on 24th January 2013, highlighted the use of empty shops as a vehicle to maintain the vitality and viability of town centres.

Getting empty town centre buildings back into use

To create opportunities for new and start-up businesses and help retain the viability and vitality of our town centres, we will allow a range of buildings to convert temporarily to a set of alternative uses including shops (A1), financial and professional services (A2), restaurants and cafes (A3) and offices (B1) for up to two years.(UK Parliament, 2013)

4.128 The primary frontages are the core of the City centre and where shoppers, visitors and tourists should experience the most lively and attractive environment which will

encourage return visits and maintain Durham City's role in the County's hierarchy of town centres. Durham City has a good mix of shops including independents and the well-loved market but the recent closure of BHS, the anchor of the Prince Bishops precinct, and a number of other vacant shop units means that every effort should be made to support the range of shops within the primary frontage. The new mixed-use development at Milburngate has been included as primary frontage in the expectation that it will attract high quality retailers. Similarly North Road has been included as primary frontage as an aspiration to improve the area, which has recently suffered from a lack of investment and a deterioration of the retail offer as noted in The Retail and Town Centre Uses Study (Durham County Council, 2009b). The County Council is now addressing the decline in North Road with improvements to roads and pavements.

4.129 Close to the primary frontages, the secondary frontages include a greater mix of uses including non-retail such as letting agents, cafes and charity shops and these are also necessary in order to provide a range of services expected in a town centre. In the case of Durham City these secondary frontages have suffered much change over the past 5 to 10 years. The secondary frontage designations as defined in the proposals map will allow opportunities for smaller retailers, including craft outlets, to add to the character and individuality of the city and contribute to a diverse retail offer.

4.4 THEME 4: A CITY WITH ATTRACTIVE AND AFFORDABLE PLACES TO LIVE



4.4.1 Vision and Objectives

4.130

Vision

Provision of a range of housing types to meet the needs of a sustainable mix of local residents, of all ages and abilities, and students living in harmony.

4.131

Objectives

1. To change the imbalance towards student accommodation back to a sustainable, balanced community;
2. To provide housing designed for the needs of older people and for people with disabilities;
3. To provide affordable housing for all sectors of the community, but particularly for families with children and young people starting out.

4.4.2 Context

4.132 Durham City's setting in a surrounding green bowl is of paramount importance. Development of all kinds should be encouraged up to its physical limits. Major physical constraints within the City include the River Wear, its floodplain and its gorge. The scale and design of new buildings need to respect the City's heritage and topography, especially regarding the World Heritage Site and the two Conservation Areas. These special Durham factors require that the best use is made of every piece of land within the urban area and especially the development of 'brownfield' land and the protection of green and attractive open spaces. The over-riding consideration that applies to all development proposals in Our Neighbourhood, including all forms of residential development, is that there shall be no harm to the historic environment, most notably the setting of the World Heritage Site.

4.133 When work started our Neighbourhood Plan there were sites within the urban area capable of providing over 1,500 additional dwellings. However, many of these have subsequently been approved for the construction of Purpose Built Student Accommodation. The few remaining sites are therefore extremely precious; it is imperative that our Neighbourhood Plan uses the sites within Our Neighbourhood to contribute as much as possible to the provision of appropriate new dwellings for Durham City as a whole.

4.134 One of the strongest concerns expressed in consultations has been the 'studentification' of former family housing areas of Durham; the NPPF (para. 50) expects planning bodies to aim to create sustainable, inclusive and mixed communities. The severe imbalance in parts of Durham City is damaging to community relations, to quality of life and to the future sustainability of schools, shops and other services and facilities.

4.135 A further issue now emerging is that the University of Durham (2016) is developing its Masterplan for the growth of the University over the next 10 years. This will be helpful in displaying the University's aspirations for physical development. If adopted it will, however, further squeeze the very limited availability of sites for various forms of residential development.

4.136 Our Neighbourhood Plan does not have a quantitative 'target' for the numbers of dwelling units required for each kind of housing need. Although the new Durham County Plan will set the housing need figure for the whole County and for its five sub-areas, it will not specify figures of need for Our Neighbourhood. To at least be able to retain the long-term number of residents we would need sites for at least 200 additional dwellings (from Appendix D para. 6).

4.137 We do set out qualitative needs: the County's population age structure is projected to shift dramatically (Office for National Statistics, 2016), with the numbers aged 75 and over increasing by over 60% from being 8.6% of the total population in 2014 to 13% in 2033. This makes the provision of suitable accommodation for older people a particular priority. Nevertheless, there are other categories of provision that will be needed, including

students, families with children, professionals and people starting out in the housing market.

4.4.3 Justification

4.138 This justification refers to the Housing theme as a whole. Additional, specific justification for each housing policy is given with the policy itself.

4.139 The results of the Forum survey looking at the public's views about what is good, bad and needs to change about the City (Durham City Neighbourhood Planning Forum, 2015) emphasised housing as a key issue. In particular, there is an urgent need to redress the huge imbalance towards student accommodation, and the various problems this causes and to provide more housing (e.g. affordable housing; housing for families of various kinds including families with children; older people; and young professionals). The particular importance of ensuring provision for families with children is to restore and sustain community balance, inclusiveness and sustainability, notably with regard to school places and children's and parent's facilities.

4.140 The NPPF (para.47) states the need for the local Council to identify a supply of specific, deliverable sites (the Strategic Housing Land Availability Assessment (SHLAA)) in the context of the presumption in favour of sustainable development. The aims are to meet household and population projections, address the need for all types of housing including affordable housing, address the needs of different groups in the community (including families with children and older people) (NPPF para.50), and create sustainable, inclusive and mixed communities. However, the Council should also protect the Green Belt (NPPF paras.87-90) and encourage reuse of brownfield land (NPPF, para.111).

4.141 The recent White Paper 'Fixing our broken housing market' (Department for Communities and Local Government, 2017a) aims to boost housing supply and, over the long term, create a more efficient housing market. It proposes to prioritise the use of brownfield land, incentivise housing for rent, encourage the smaller development firms, discourage 'land-banking' and promote good design.

4.142 The Sustainable Communities Strategy for County Durham 2014-2030 (County Durham Partnership, 2014) has a section 'Altogether greener' with the aim of promoting sustainable design and protecting Durham's heritage.

4.143 The Durham City Regeneration Masterplan (Durham County Council, 2014c) and its update (Durham County Council, 2016f) have a number of implementation projects and actions relevant to housing in Our Neighbourhood (a subset of the Durham City area covered by the Masterplan), i.e. ensuring services are in place including schools, and plan for housing allocations in the Green Belt and on brownfield sites. The Masterplan update notes what has been delivered and outlines key future activities. Completed projects include the introduction of an Article 4 direction and an Interim Student Accommodation

Policy. Housing allocation plans will be updated in the next SHLAA and the emerging County Local Plan.

4.144 Appendix D provides statistics and discussion on population and households in Our Neighbourhood.

4.4.4 Planning Policies and Proposals for Land Use

4.145

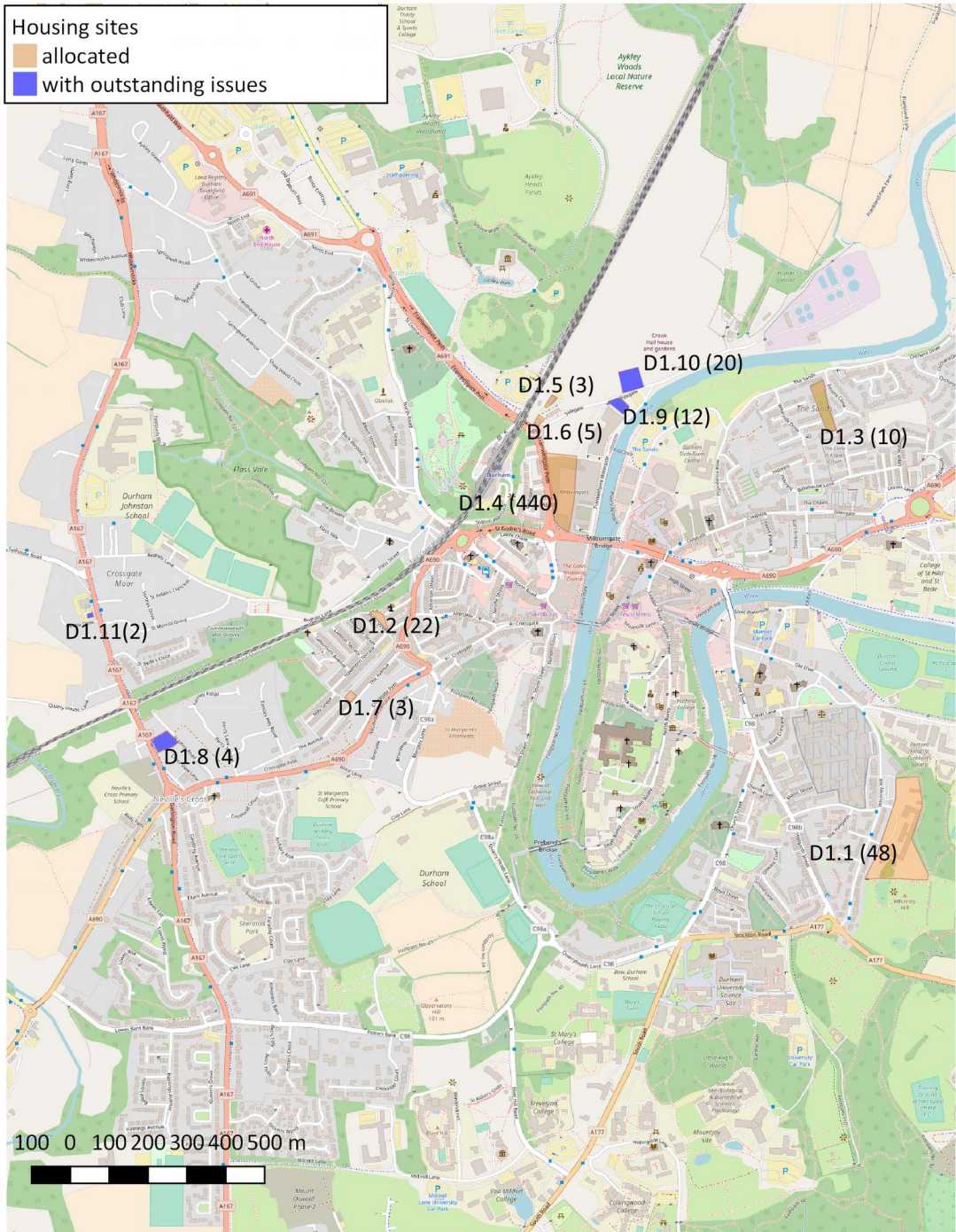
- Policy D1: Land for Residential Development
- Policy D2: Student Accommodation in Houses in Multiple Occupation (HMO)
- Policy D3: Purpose Built Student Accommodation (PBSA)
- Policy D4: Housing for Older People and People with Disabilities
- Policy D5: Meeting Other Housing Needs
- Policy D6: Design of New and Renovated Housing to the Highest Standards

Policy D1: Land for Residential Development

The following sites as shown on the proposals map are allocated for housing development in the quantities indicated:

1. Whinney Hill (former Johnston School) (48)
2. John Street (22)
3. Bernard Gilpin site, The Sands (10)
4. Site of Government Offices, Framwellgate Peth (440)
5. Offices at Diamond Terrace (3)
6. Main Street USA etc. (5)
7. The Avenue (3)

Map 10: Map of Housing Sites



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4.146 The Evidence Base for the withdrawn County Durham Local Plan provided potential sites for residential development as listed in the SHLAA Update (Durham County Council, 2014a). In Policy D1 we endorse these and add other sites that we have identified. The number of housing units given for each site is indicative and numbers can be greater or fewer depending on how proposals are designed to deal with topographical and landscape issues and requirements.

4.147 The following notes provide additional information about the sites (shown on Map 10 - <http://npf.durhamcity.org.uk/the-plan/maps/>). The principles to be followed are: (i) target occupants to rebalance the community away from predominantly student accommodation; (ii) include provision for older people wherever feasible; (iii) style to mirror that of existing housing in the local area; and (iv) use high quality design standards. In all cases the sites have been assessed through the Sustainability Appraisal process to ensure that the potential impact on known heritage assets has been identified and appropriate mitigation and/or enhancement measures will be applied in accordance with the sustainability policies S1 and S2 and the six heritage policies H1 to H6 of this Plan.

- D1.1 Whinney Hill (former Johnston School) (48): now with planning permission for 75 dwellings but the Plan's aspiration is to keep and renovate the main school building; need to protect existing footpath and provide a minimum 15m buffer of habitat creation against the ancient woodland. Accordingly, in order to provide for the retention of these features, Policy D1.1 allocates provision for only 48 dwellings. Very suitable for older peoples' accommodation or for average density two storey family houses consistent with the rest of Whinney Hill.
- D1.2 John Street (22): approved for apartments; a good site for older people or for young professionals/young couples starting out. Also a single terrace house could be sited as an addition to the end of the terrace next to the Spiritualist Church.
- D1.3 Former Bernard Gilpin Society, The Sands (10): although approved for 35 units, it would be better to develop it as a completion of Ferens Close plus houses along the front in existing style as average density 2 storey houses. The very bottom of the site lies in Flood Risk Zone 3 and therefore appropriate infrastructure and design measures will be required. Development proposals for this site should undertake a site-specific flood risk assessment.
- D1.4 Site of Government Offices, Framwellgate Peth (440): planning permission has been given for a mixed-use scheme including apartments. Nevertheless, as by far the largest and most prominent residential development site in Our Neighbourhood, it emerges from the Sustainability Appraisal as an exceptionally sensitive site for which the most rigorous application of sustainability Policies S1 and S2 and heritage Policies H1 to H6 is required for all detailed development proposals. The location is highly suitable for some older peoples' accommodation with appropriate accessibility provision. The area for the housing units allocated in Policy D1.4 is located in Flood Risk Zone 1 above the lower parts of the Government Offices development that lie in Flood Risk Zones 2 and 3.

- D1.5 Offices at Diamond Terrace (3): suitable for terraced houses matching Diamond Terrace, provided that rights of way are protected and there is no incursion on to the Green Belt.
- D1.6 Main Street USA etc.: (2 or 5): existing space could provide for 2 terraced houses; if the business premises are included then the space could provide for 5 terraced houses, provided that rights of way and trees and surrounding woodland are protected. The site's location and visibility make it very sensitive in relation to the paramount consideration of safeguarding the setting of the World Heritage Site when evaluating specific development proposals.
- D1.7 24 a, b and c The Avenue: 3 terraced houses matching The Avenue style.

4.148 In respect of a further four sites shown on Map 10 (<http://npf.durhamcity.org.uk/the-plan/maps/>), the intention is to allocate them in the final Plan if the issues identified below can be resolved:

- D1.8 Former Shell Garage, A167 (4): this site is not a formal allocation at this stage because it has not been possible to contact the owner, but the aspiration is to include it as an allocation in the final Plan. Although approved for 8 units, the surrounding house-style indicates that 4 average to low density 2 storey houses would be more suitable, with access via St Johns Road rather than the A167; important to keep trees on the boundary of the site; may be costly to develop to deal with underground fuel storage tank.
- D1.9 Sidegate electricity sub-station (12): this site is not a formal allocation at this stage because it lies within Flood Risk Zones 2 and 3. If this can be mitigated, It would be suitable for terraced houses matching Sidegate; provided that development proposals protect surrounding trees and woodland habitats and carry out a site-specific flood risk assessment.
- D1.10 Council-owned car park, Sidegate (20): this site is not a formal allocation at this stage because the owner does not agree at present. It is suitable for two or three rows of terraced houses; provided that development proposals protect surrounding trees and woodland habitats.
- D1.11 Small site next to Sainsbury supermarket on A167 (formerly Pot and Glass Public House): this site is not a formal allocation at this stage because it has not been possible to contact the owner, but the aspiration is to include it as an allocation in the final Plan. It is suitable for 1 or 2 family houses, average density 2 storey houses; protect mature black poplar tree.

4.149 To maximise the contribution that these and any other sites make towards appropriate residential developments, high densities will be encouraged in areas that are characterised by existing higher densities, provided that adequate green and open space provision is included.

4.150 Gavin Barwell, former Minister for Housing and Planning, Department for Communities and Local Government (in a talk reported by Horti, 2016) has suggested the introduction of a policy to tackle 'land-banking' by requiring planning permissions to be

implemented or forfeited. If this 'use it or lose it' approach become official Guidance it will be applied within Our Neighbourhood.

4.151 In addition to housing sites allocated in our Neighbourhood Plan (521 new dwellings of various kinds, with a further 38 if particular issues can be resolved), it is estimated that an additional 11% of houses would become available from small 'windfall' sites. This figure is drawn from the new Issues and Options consultation document for the new County Durham Local Plan (Durham County Council, 2016c, p3, para 3.10). Indeed, any new sites that come forward that have the potential for mixed residential development will be supported in principle subject as always to relevant NPPF, County Durham Local Plan and our Neighbourhood Plan policies.

Policy D2: Student Accommodation in Houses in Multiple Occupation (HMO)

D2.1: In order to promote the creation of sustainable, inclusive and mixed communities and maintain an appropriate housing mix, development proposals for new build Houses in Multiple Occupation (both C4 and *sui generis*), extensions that result in additional bed-spaces, and changes of use from any use to:

1. a Class C4 (House in Multiple Occupation), where planning permission is required; or
2. a House in Multiple Occupation in a *sui generis* use (more than six people sharing)

will not be permitted if more than 10% of the total number of properties within 100 metres of the application site are already in use as HMOs or student accommodation exempt from council tax charges or the student population exceeds 20% of the total population in that area.

D2.2: In all cases development proposals will only be permitted where:

1. The quantity of cycle and car parking provided is in line with the Council's adopted Parking and Accessibility Guidelines and Policies T3 and T4 of this Plan; and
2. They provide acceptable arrangements for bin storage and other shared facilities and consider other amenity issues; and
3. The design of the building or any extension would be appropriate in terms of the property itself and the character of the area; and
4. The applicant has shown that the security of the building and its occupants has been considered along with that of other local residents and legitimate users.

D2.3: Changes of use from an HMO to C3 will be supported. Opportunities to enable this will be explored as they arise in order to assist the re-balancing of neighbourhoods.

4.152 Policy Implementation Project 2 in Chapter 5 indicates how policy D2.3 could be taken forward.

Policy D3: Purpose Built Student Accommodation (PBSA)

D3.1: In order to promote the creation of sustainable, inclusive and mixed communities and maintain an appropriate housing mix, any development proposal for new, extensions to, or conversions to, Purpose Built Student Accommodation (PBSA), will be required to demonstrate:

1. that there is a need for additional student accommodation; and
2. it would not result in a significant negative impact on retail, employment, leisure, tourism or housing use, or would support the Council's regeneration objectives; and
3. consultation with the relevant education provider.

D3.2: Development proposals will not be permitted unless:

1. not more than 10% of the total number of properties within 100 metres of the application site are already in use as HMOs or student accommodation exempt from council tax charges or the resulting student population is not more than 20% of the total population in that area; and
2. the development is on or adjacent to an existing university or college academic site, or hospital and research site; and
3. the design and layout of the student accommodation and siting of individual uses within the overall development are appropriate to its location in relation to adjacent neighbouring uses; and
4. the design meets the appropriate criteria for student living accommodation as set out in the Building Regulations; and
5. the internal design, layout and standard of accommodation and facilities is of appropriate standard; and
6. the impacts from occupants of the development will not have an unacceptable impact upon the amenity of surrounding residents in itself or when considered alongside existing and approved student housing provision. Prior to occupation a management plan or draft outline management plan appropriate to the scale of the development shall be provided and approved by Durham County Council; and
7. the quantity of cycle and car parking provided is in line with the Council's Parking and Accessibility Guidelines and Policies T3 and T4 of this Plan; and
8. the applicant has shown that the security of the building and its occupants has been considered along with that of other local residents and legitimate users.

D3.3: Where appropriate, development proposals in accordance with the above requirements should contribute to the re-use of listed buildings, heritage assets and other buildings with a particular heritage value.



Justification for Policies D2 and D3

4.153 Student accommodation in Durham City is one of the most frequently mentioned issues in our consultations (Durham City Neighbourhood Planning Forum, 2015), and the subject of much debate over many years. Working in partnership with the University and residents' groups, the County Council has adopted an Interim Policy (Durham County Council, 2016h) to deal with applications to develop HMOs (houses in multiple occupation) and PBSAs (purpose built student accommodation) and this is incorporated into the County Council's 'Issues and Options' document of the emerging County Development Plan (Durham County Council, 2016c, p.42, para 4.59). This is most welcome as an interim measure. Our Neighbourhood Plan provides the opportunity to make minor but vital improvements, and these are incorporated into Policies D2 and D3. The over-riding consideration within these policies on whether additional HMOs or PBSAs are acceptable is the principle laid down in the NPPF (para. 50) which enjoins local planning authorities to "create sustainable, inclusive and mixed communities". The context section above explains how 'studentification' can be and has been damaging to community harmony and balance. The interim policy carries forward saved policies H9, H13 and H16 from the Durham City Local Plan (City of Durham Council, 2004; Durham County Council, 2015a).

4.154 Implementation of the interim policy depends for HMOs (houses in multiple occupation) upon the introduction of an Article 4 Direction to remove certain householder development rights within a prescribed part of the City. Such a Direction was approved for a large part of the centre of the City and came into force on 17th September 2016. A further Direction for much of Framwellgate and Newton Hall came into force on 17th May

2017. In order to be able to resist the overspilling of HMO developments into the rest of Our Neighbourhood, we propose a third Direction to cover the remaining part of this area. This is an action which will be for the County Council to take forward. Similarly, an Article 7 Direction to control letting boards across Our Neighbourhood, which we also propose, is the responsibility of the County Council who carried out a public consultation in early 2017 and is now proceeding through the statutory procedures for adoption, hopefully in 2018.

Policy D4: Housing for Older People and People with Disabilities

D4.1: In order to help meet the needs of the ageing population in Our Neighbourhood, 10% of private and intermediate housing on sites of 10 housing units or greater must be of types and design appropriate for older people.

Accommodation that would meet this requirement are:

1. level access flats; or
2. bungalows; or
3. sheltered housing; or
4. extra-care schemes.

D4.2: Adaptations to houses and flats to enable a resident to continue to live there rather than go into a nursing or residential care home will be permitted providing they are in keeping with the building and its surroundings.

Justification

4.155 The NPPF (para.50) covers the provision of a mix of housing meeting the needs of different groups in the community, including older people and people with disabilities. The NPPF Annex 2 defines the housing needs of older people as: "People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs." The NPPF notes that:

The need to provide housing for older people is critical given the projected increase in the number of households aged 65 and over accounts for over half of the new households (NPPF PPG para. 021 ID: 2a-021-20160401)

4.156 The increase in the numbers and proportion of the population that are in the older age groups is a challenge across many areas of national policy, not just housing. Locally, it has been highlighted in our consultations as a key issue for our Neighbourhood Plan (Durham City Neighbourhood Planning Forum, 2015). Accordingly, we have set out this policy to implement the expectations of the NPPF and of Parliamentary Committees and pressure groups.

4.157 Durham County Council's (2016d) strategic housing market assessment surveyed housing needs for older people:

... modern properties aimed at the elderly, dementia schemes, extra care schemes, ground floor apartments and 2 bed bungalows were highlighted as key areas. In terms of stock shortages amongst older people stakeholders recognised; energy efficient homes for life, extra care facilities, sheltered accommodation and affordable rent schemes as priorities. (para 6.16)

4.158 As well as providing for older people in new builds through the policy set out above, much of the existing housing stock in Our Neighbourhood could be suitable for older people either as it is or by adaptations and conversions. This is also a good use in principle for surplus PBSAs (purpose built student accommodation).

4.159 New provision for older people should meet particular criteria relating to access to shops, medical services and other essentials, either by being close or by being on a readily accessed public transport and appropriately designed and sited footpaths and cycle paths. Of the specific sites listed in Policy D1, sites D1.2 (John St) and D1.5 (Government offices) would be appropriate.

4.160 The 2011 Census gives a figure of 3% of the population of Durham City who are sick or with disabilities. As with older people, the aim of this policy is to enable independent living in a person's own home. One way is through adoption and use of the relevant optional housing regulations. Housing regulations cover accessible and adaptable dwellings (M4(2) Category 2: UK Government, 2016). This comprises the optional requirement of:

- (1) Reasonable provision must be made for people to—*
 - (a) gain access to; and*
 - (b) use, the dwelling and its facilities.*
- (2) The provision made must be sufficient to—*
 - (a) meet the needs of occupants with differing needs, including some older or disabled people; and*
 - (b) to allow adaptation of the dwelling to meet the changing needs of occupants over time.*

4.161 We would strongly encourage developers to implement this housing regulation in building new houses or renovating existing houses. We also urge Durham County Council to adopt these optional requirements in policies in the forthcoming County Local Plan. (NPPF PPG paras. 005 to 007, 009 to 012 ID: 56-005-20150327; 008, ID: 56-008-20160519).

4.162 Recognising both that people often wish to remain in their own homes for as long as possible, and that in any case places may not be available in care homes, this policy facilitates adaptations to allow people to continue living independently for as long as possible. The County Council's Older Persons Accommodation and Support Services Strategy (Durham County Council, 2010c) supports this approach. In making adaptations it will not usually be possible to bring the accommodation up to the standard of building regulations for access to and use of buildings (M4(1) Category 1: Visitable dwellings;

M4(2) Category 2: Accessible and adaptable dwellings; M4(3) Category 3: Wheelchair user dwellings (UK Government, 2016), but this should be regarded as a target to be approached as far as is possible. Sometimes the only practical way to adapt a home to allow somebody to continue living there will be by carrying out work that is not acceptable as a permanent modification. The policy permits this to be done as a temporary expedient.

4.163 Particular policies for the provision of nursing homes and residential care homes are set out in community Policy C6.

Policy D5: Meeting Other Housing Needs

D5.1: Any scheme for new residential development on sites of 10 housing units, or greater, must include 15% as affordable housing.

D5.2: Proposals by developers/owners of PBSAs to make self-contained suites available for young professionals, young couples starting out, people leaving home for the first time, and/or older people where appropriate, will be supported.

D5.3: Development proposals that provide residential accommodation in upper floors of commercial properties (outside the primary and secondary frontage) for these categories of need will be supported, as long as they do not result in a loss of existing commercial space.

Justification



4.164 Residential development in Durham City has in recent years been predominantly for students and for so-called 'executive housing'. Our consultations (Durham City Neighbourhood Planning Forum, 2015) show that family housing and affordable housing, for renting and for buying, are a particular need in Durham City

and that appropriate provision is needed here for people starting out in the housing market, for families with children and for young professionals. The NPPF (para.50) expects that such categories of need are recognised. Changes in law nationally tilt the provision from renting to owning and do not protect the affordable price in perpetuity. Our Neighbourhood Plan seeks to keep both renting and buying as options. Provision can be made by new build or by conversions of former Houses in Multiple Occupation.

4.165 Large tracts of the centre of Durham City consist of terraced housing that is almost entirely given over to student accommodation. In the interests of fostering balanced and sustainable communities as envisaged by the NPPF (para.50) and our Policy D1, we attach great importance to securing the reversion of some Houses in Multiple Occupation back to family homes and general housing, as covered in Policy D2.3.

Policy D6: Design of New and Renovated Housing to the Highest Standards

D6.1: All new and renovated housing must be of high quality design.

D6.2: Houses and housing developments should meet the Building for Life Criteria, or other national standard of equivalent or higher level.

Justification

4.166 The NPPF (Section 7) sees good design as a key aspect of sustainable development, and states that planning policies should aim to ensure that the design of developments and of buildings will add to the overall quality of the area, establish a strong sense of place, respond to local character and history, create safe and accessible environments, and be visually attractive.

4.167 It was commented on in the results of the survey of local opinion that the City has been blighted by poor building design from the 1960s and 1970s (though some of this is being addressed by new developments in progress to replace such buildings). There are also some examples of modern architecture that complement the historic character of the City such as the Calman Learning Centre on South Road and the café/meeting room in Wharton Park. Newer building developments in the outer areas of the City have tended to be of uninspiring, standard-product semi-detached and detached houses. But options for better design of new housing exist.

4.168 The RIBA (2009) discussion paper noted that “the design quality of many developments built before the credit crunch was inadequate, with only 18% of schemes rated as ‘good’ or ‘very good’” and that “many buyers of new homes have concerns over a lack of space and an inconvenient layout.” (p.1) It concluded that “there is a huge potential for the market for new homes to be expanded by placing more emphasis on design quality and providing a more diverse product.” (p.1) Concerns about lack of space were reiterated in RIBA (2011): consumers felt that new houses failed to provide adequate inner and outer space. Over 90% of these houses did not meet minimum size standards set by the ‘Nationally Described Space Standard’ (Department for Communities and Local Government, 2015) and were smaller than new houses in Western Europe. Ipsos MORI and RIBA (2012) surveyed the housing needs and expectations of consumers and the key findings were (p.4-5):

- Large windows for natural light, large rooms and high ceilings;
- Large main living area for eating and socialising;

- Layouts which take into account technology used within the home;
- Space for private time away from other members of the household;
- Private space outside, particularly for families, or access to green public space in urban locations;
- Long-term and short-term storage for functional items, and for personal possessions;
- Dedicated space for domestic utility tasks, such as, washing, drying and ironing clothes, as well as for storing vacuum cleaners, rubbish bins and recycling;
- Options for different layouts, with flexibility.

4.169 Access to high speed Internet and mobile access in the home for both leisure and home working is crucial. The provision of this technology infrastructure needs to keep pace with new technological developments.

4.170 The Building for Life criteria (Birkbeck and Kruczkowski, 2015) are a set of quality tests agreed nationally by The Design Council and the Housebuilders' Federation to ensure that the design of new homes and their neighbourhood are as attractive, functional and sustainable as possible. There are 20 tests or criteria, and house-building schemes that achieve a score of at least 14/20 meet the Building for Life standard.

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4.5 THEME 5: A CITY WITH A MODERN AND SUSTAINABLE TRANSPORT INFRASTRUCTURE



4.5.1 Vision and Objectives

4.171

Vision

Providing sustainable transport access to economic, educational, training, cultural and social opportunities for all, thereby enabling a swifter transition to a healthier environment and a low-carbon future.

4.172

Objectives

1. To ensure that new developments are well-served by sustainable transport;
2. To make transport healthier and safer for all;
3. To improve the integration of public transport services;
4. To avoid unnecessary travel resulting from new development;
5. To reduce vehicle exhaust emissions in order to meet climate change commitments and national air quality objectives;

6. To create pleasant and healthy streets, public places and areas of natural environment.

4.5.2 Context

4.173 Decisions on transport policy, proposals and investments are crucial in achieving a more sustainable future. Thus it is timely that the 'Sustainable Transport Strategy' (STS) for Durham City for the period 2015 to 2030 has been produced by Durham County Council (2016g) and, indeed, the issues and opportunities identified (p.9 to 14; Durham County Council, 2015b) are the starting point for our Neighbourhood Plan, which emphasises the role of new development in helping to deliver sustainable modes of transport appropriate to the special character of Durham City.

4.174 The context provided by the Sustainable Transport Strategy can be summarised as follows:

- **Highways:** the need to maintain the highway network remains of crucial importance for all forms of movement, but the need to keep motor traffic flowing freely must not continue to take precedence over the needs of other users. The A690 through the city is a barrier to pedestrians and cyclists, and vehicle emissions have an impact on the health of local people. The Sustainable Transport Strategy concludes that the building of a Northern relief road would tackle these problems by removing up to 30% of the 48,000 vehicles per day that use Milburngate Bridge. With traffic volumes over the Milburngate Bridge in decline over the last 16 years, our Neighbourhood Plan considers it unwise to invest heavily in constructing new roads before seeking to meet travel needs by improving alternatives to car use. The building of relief roads is beyond the remit of our Neighbourhood Plan as their proposed locations fall outside Our Neighbourhood, but it is nevertheless a decision that could entrench the dependence of the city on the use of the car.
- **Walking and cycling:** in Durham City, where 35% of people walked to work (in 2011), improvements to the pedestrian networks are a high priority. Cycling accounts for a low percentage of travel currently. The lack of protected space on main roads and an incoherent network mean that most people do not consider cycling to be safe enough for them or for their children, but if this is addressed cycling has great potential in a small city like Durham. The Government's commitment to a national Cycling and Walking Investment Strategy through the 'Infrastructure Act 2015' (UK Parliament, 2015, section 21) presents a new determination to secure greater investment in the future.
- **Public transport:** the Sustainable Transport Strategy identifies issues which prevent the City from realising its full potential including too many services terminating in the City centre making many journeys inconvenient, the poor quality of bus stops, and poor connectivity to Durham railway station. There was support

for upgrading the bus station on the current site as part of regenerating North Road in the Forum's priority survey (Durham City Neighbourhood Planning Forum, 2015). Durham County Council's most recent consultation on its proposals for a new bus station was carried out in the autumn of 2016. The Durham City Neighbourhood Planning Forum submitted views which questioned the desirability of the proposals. The case for building an £8 million bus station in a new location is unconvincing. There are fundamental objections to its location, orientation, scale and materials and in particular the relationship of the building to its surroundings. It has proved to be impossible to satisfactorily integrate a building and its operating area of such a scale and nature into the sensitive and limited site chosen for it. It is therefore contrary to the intentions of heritage Policy H2 in respect of new buildings. There would also appear to be serious and unresolved traffic circulation and pedestrian and cycling problems arising from the proposal. The County Council has developed, costed and consulted on its scheme without providing equivalent assessments for improving the bus station on its existing site and therefore no conclusions can reliably be made of other courses of action. The view of the Forum is that an improved bus station on its existing site is likely to be less costly, less intrusive, more convenient and more popular than the current proposal.

- **Parking:** the Sustainable Transport Strategy highlights the extensive provision of free car parking at major employment sites across the City, which might discourage the uptake of sustainable transport modes. The STS presents somewhat simplified conclusions on parking by comparison with the full Durham Sustainable Transport Plan Issues and Opportunities Report (Durham County Council, 2015b) which better reflected the diversity of opinion on this issue. In particular there are concerns about the continued economic viability of city centre retail which could be alleviated by better management of car parking.

4.175 The transport context and details of facilities are give in section E5 of Appendix E.

4.5.3 Justification

4.176 This justification refers to the Transport theme as a whole. Additional, specific justification for each transport policy is given with the policy itself.

4.177 There is a limit to what our Neighbourhood Plan can achieve with respect to transport, especially when so many people travel to, or through, Our Neighbourhood from other areas. The maintenance and upgrading of the road network is adequately covered by policies that apply across County Durham for assessing the transport impacts of developments. Thus the policies in our Neighbourhood Plan focus on where value can be added, particularly dealing with shorter journeys by walking and cycling, access to bus services, and the design of our streets. Car and cycle parking is also covered, to promote effective use of housing land.

4.178 The main justification for prioritising sustainable modes of transport in our Neighbourhood Plan is the County Council's recognition of the need to deal with competition for road space in its adoption in the Sustainable Transport Strategy of the hierarchy set out in the Department for Transport (2007) 'Manual for Streets'. This accords with the core planning principles of the National Planning Policy Framework (para 17, point 11) to "actively manage patterns of growth to make fullest possible use of public transport, walking and cycling". The Council's earlier 'Transport Strategy' (Durham County Council, 2011b) is also supportive of sustainability. This Local Transport Plan is for the period 2011 onwards and covers the whole of Durham County, with Durham City as a section within this. It is organised under 6 themes, including: Reduce our carbon footprint; Safer and healthier travel; Better accessibility to services; Improve quality of life and a healthy natural environment; Maintain the transport asset.

4.179 The national 'Cycling and Walking Investment Strategy' (Department for Transport, 2017) aims to make cycling and walking the natural choices for shorter journeys, or as part of a longer journey. Its 2020 objectives are to: increase cycling activity, increase walking activity, reduce the rate of cyclists killed or seriously injured on England's roads, increase the percentage of children aged 5 to 10 that usually walk to school. It recognises that insufficient investment has been put into cycling and walking and notes that "walking and cycling should be seen as transport modes in their own right and an integral part of the transport network, rather than as niche interests or town-planning afterthoughts". (p.7)

4.180 Therefore, to meet expectations for a more sustainable city with a modern transport infrastructure, investment in future transport needs will be according to this user hierarchy:

1. Walking;
2. Cycling;
3. Public transport;
4. Specialist services, e.g. emergency vehicles, waste collection;
5. Other motor traffic.

4.181 The second justification can be found in the Forum's surveys of the views of local people and of young people in the city (Durham City Neighbourhood Planning Forum, 2015, 2016a) which reveal a variety of opinions on the transport issues facing us. People appreciate the pedestrianised areas, the compact size of the city and the public transport links, but many raised the poor pedestrian environment, traffic congestion, and parking as issues. The Park and Ride service is valued, but could also be much improved. People would like traffic management and the road system improved, including the pedestrian environment and safe routes for cycling. The Sustainable Communities Strategy for County Durham 2014-2030 (County Durham Partnership, 2014) has the theme 'Altogether safer' including the aim of reducing road casualties.

4.182 There were views also on the need to address climate change, air quality, congestion, and active travel (walking and cycling) to bring health benefits. Active travel suggestions included proposals for network improvements that were needed including specific paths to be improved by better surfaces or lighting. Ideas to improve walking were also gathered at the Eco-Festival held at St John's, Neville's Cross, in June 2016 and

evidence on cycling needs was gathered via a meeting of local cyclists (Durham City Neighbourhood Planning Forum, 2016b).

4.183 A further justification for a sustainable transport approach is to be found in the 'County Durham Climate Change Strategy' (County Durham Environment Partnership, 2015b, p.17)

County Durham will aim to reduce CO2 emissions from transport, through the promotion of travel choices and alternatives to private car travel, ultra-low carbon vehicles, walking, cycling and more integrated travel planning.

4.184 As pointed out in the strategy, 23% of CO2 emissions come from the transport sector. Nationally over a third of journeys under two miles, and 55% of journeys under five miles are made by car or van. If people are given more transport options, through improving public transport and the pedestrian and cycling environment, big reductions in emissions and congestion could be achieved. But it is also important to encourage the use of electric vehicles and cleaner, fuel-efficient cars among those who still need to use cars for their daily travel. Air quality is covered in detail in section 4.1.3 of our Plan.

4.185 The Durham City Regeneration Masterplan (Durham County Council, 2014c) and its update (Durham County Council, 2016f) have a number of implementation projects and actions relevant to transport in Our Neighbourhood (a subset of the Durham City area covered by the Masterplan): i.e. Modern infrastructure - new relief roads (outside Our Neighbourhood) are proposed. In addition, there are projects to improve the bus station, cycle and pedestrian routes, and junctions on the A690. The Masterplan update notes what has been delivered and outlines key future activities. Completed projects include the refurbishment of the road and pavements in North Road, cycle path provision to the railway station, installation of a SCOOT system at the traffic lights on the Gilesgate and Leazes Bowl roundabouts. However, our Plan can only address issues within Our Neighbourhood and consider ways to encourage cycling and walking and the use of public transport.

4.186 A number of saved policies of the City of Durham Local Plan are relevant to transport (City of Durham Council, 2004; Durham County Council, 2015a: T4,13,19,21; Q2,8) and these policies have been incorporated into the policies below.

4.5.4 Planning Policies and Proposals for Land Use

4.187

- Policy T1: Accessibility of Proposed Developments
- Policy T2: Designing for Sustainable Transport
- Policy T3: Residential Car Parking in the Controlled Parking Zone (CPZ)
- Policy T4: Residential Cycle Parking



Policy T1: Accessibility of Proposed Developments

T1.1: Proposals for new development will be required, where applicable, to:

1. demonstrate that any new or altered infrastructure favours sustainable transport; and
2. meet the mobility needs of all including the special needs of people with disabilities.

T1.2: For larger developments, which require a transport statement or transport assessment to be completed, development proposals will be required to:

1. apply the transport user hierarchy above to minimise adverse transport impacts and avoid the need for additional motor vehicle capacity; and
2. contribute to modal shift towards sustainable transport; and

3. demonstrate convenient public transport access to the whole development, with bus stops being available within 400 metres' walk; and
4. provide high quality routes which prioritise foot and cycle traffic within the site, are direct and continuous and segregated from other road users, directly linked to external foot and cycle networks, giving good connections to local services, amenities and public transport.

T1.3: Assessment of accessibility: Where a Transport Assessment is required to be submitted the accessibility of the proposed development by walking, cycling and public transport should be assessed thoroughly, with the object of identifying any constraints on access and any measures, on or off site, which would reduce generated motor traffic or improve the conditions for sustainable transport.

4.188 Transport statements and assessments should examine the feasibility of typical journeys associated with the site. For example, for residential developments the assessment should look at routes to general food shops, community facilities including healthcare, and schools. For student accommodation, routes to the appropriate university or college buildings would also be assessed. For retail and business premises consideration should be given to deliveries, and journeys by employees and customers.

4.189 The quality of walking and cycling routes to and from the development should be assessed through applying objective techniques such as the walking and cycling audit tools found in Appendices B and C of 'Design Guidance: Active Travel (Wales) Act 2013' (Welsh Government, 2014), as adopted for infrastructure audits by Durham County Council's sustainable transport team. It will not be acceptable to describe the walking or cycling catchment area by taking a radius without evaluating the quality or utility of the travel networks. Highways England (2016) interim advice note gives requirements and advice on designing for cycle traffic for the Strategic Road Network (SRN), i.e. roads managed by the Highways England. Its purpose is to ensure that SRN infrastructure facilitates the convenient and safe movement of cycle traffic crossing or travelling along the SRN, where cycling is legally permitted.

4.190 The accompanying maps (Map 11 and Map 12 - <http://npf.durhamcity.org.uk/the-plan/maps/>) are based on consultations carried out during the development of our Neighbourhood Plan (Durham City Neighbourhood Planning Forum, 2016b), and show walking and cycling routes which need improvement. They should not be taken as comprehensive. Assessment of routes extending beyond Our Neighbourhood may be required to demonstrate the acceptability of a proposed development. Durham County Council is compiling and maintaining assessments of current cycle infrastructure, public rights of way, and potential improvements, and these should be used in analysis.

4.191 County Durham Cycling Strategy and Action Plan, 2012–2015 (Durham County Council, 2012a) is the current cycling strategy: a revised policy is being prepared and is expected to be published for consultation in the summer of 2017. The aims of the strategy

include: integrating cycling policies within other strategies; creating consistently high standards for on and off road cycle infrastructure; developing and maintaining a more comprehensive network; contributing to economic growth by encouraging cycling tourism and reducing car travel through Travel Plans; protecting the cycling network from negative impacts of development.

4.192 Potential will often exist for development proposals to encourage accessibility by foot, cycle or public transport through the provision of off-site improvements. Funding to remedy deficiencies in the transport network, or to provide capacity enhancement, may be sought via planning obligations. Improvements may include, but should not be limited to, the following measures:

1. widening footways; or
2. providing cycle infrastructure; or
3. improving the lighting, surface or drainage of footpaths, with solutions that respect their urban or rural nature; or
4. contributing towards construction of new public transport infrastructure; or
5. subsidising public transport services for a number of years until they are viable.

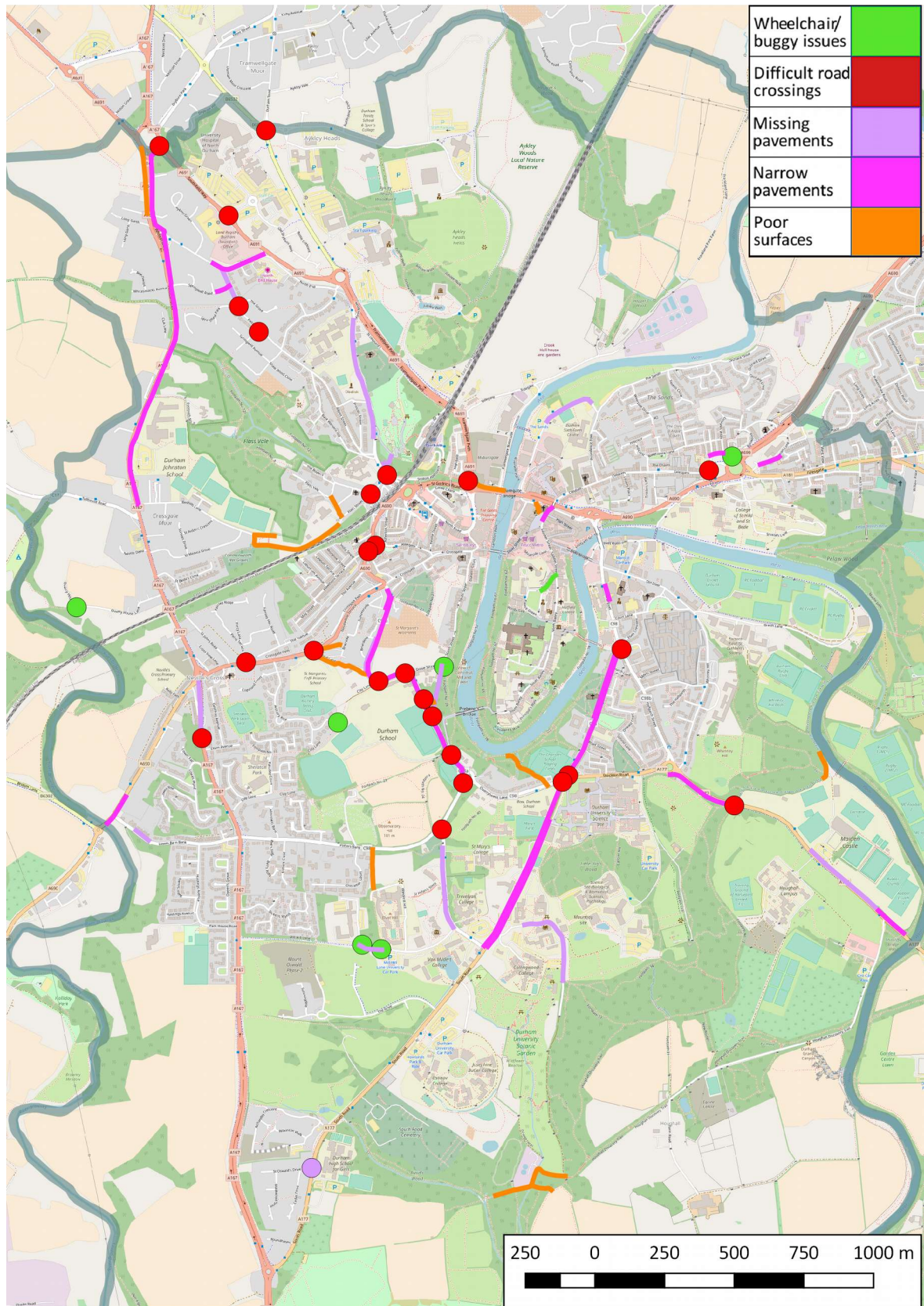
4.193 In assessing the transport impacts of a development, a holistic view is required if the application forms part of a larger development zone, or part of a larger estate in the city. For example, car parking levels provided across the zone or estate should be compared to the prevailing car parking policy, and a commitment made to reduce any excess provision which is not justified.

4.194 As transport is a key issue in Durham City, travel plans and transport assessments accompanying development proposals should incorporate local detail, rather than being desk-based exercises. Developers and their consultants are encouraged to engage from the outset with local groups such as the Durham City Cycle Forum (a focus group convened by the County Council), Durham City Access for All Group, and other relevant bodies.

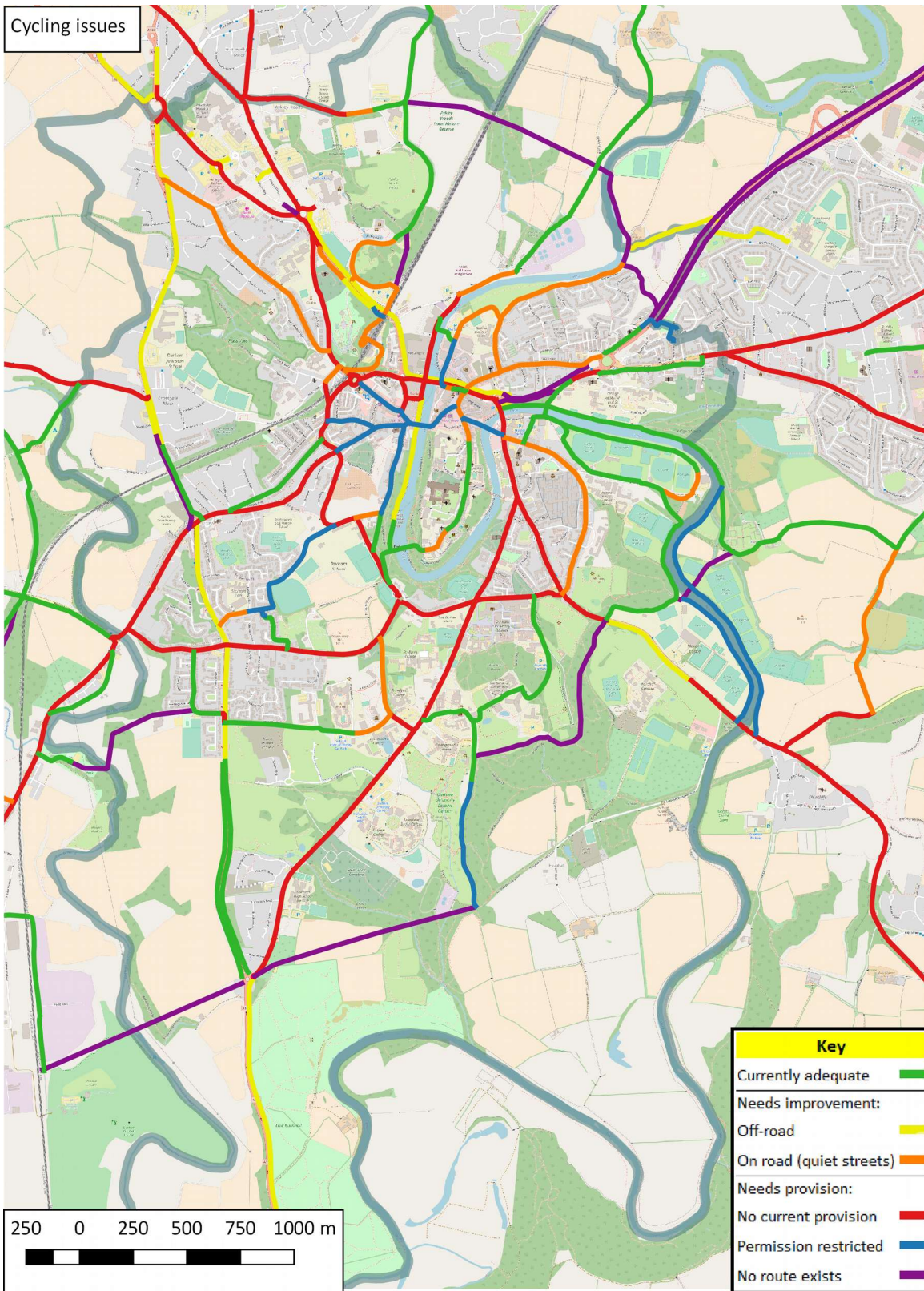
Justification

4.195 The definition of a Transport Assessment in the glossary of the NPPF lays particular emphasis on the need to identify measures to improve accessibility for walking, cycling and public transport. To meet climate change commitments, and to build a healthier, more liveable environment, a sustained shift towards sustainable transport modes will be required, and new developments present an opportunity to increase the proportion of sustainable transport journeys over the average in the local area.

Map 11: Map of Pedestrian Issues



Map 12: Map of Cycling Issues



4.196 Map 12 (<http://npf.durhamcity.org.uk/the-plan/maps/>) shows a possible cycle network. Residential streets are not included unless they act as important through routes. Only those routes coloured green or yellow currently have specific provision for cycling. For the routes coloured red, purple or blue, it may be appropriate to provide a cycle route which parallels the indicated route, providing it is not much less direct or much steeper. Upgrading or redesignation of any routes would be subject to the usual consultation processes: this map indicates possibilities for the density of network needed if people are to be able to make cycle journeys throughout Our Neighbourhood.

Policy T2: Designing for Sustainable Transport

Where development is of a scale that requires the provision of new or extended streets or service roads, or the upgrading of existing infrastructure on or off site, the following requirements should be met:

T2.1: Design of walking and cycling infrastructure throughout Our Neighbourhood should accord with Design Guidance: Active Travel (Wales) Act 2013.

T2.2: Residential access roads and residential streets should be designed according to these principles:

1. Designed as part of the public realm enabling a family-friendly environment and safe conditions for walking, cycling and play; and
2. Car traffic minimised, through-routes for motor vehicles excluded and with streets designed to 20mph design speeds; and
3. Direct, continuous and prioritised routes for walking and cycling provided throughout the site, with good connections to the walking and cycling network of the surrounding area; and
4. Provision for car parking within the curtilage of each property or within a nearby neighbourhood parking area. Where on-street parking is necessary, it should be provided in designated bays, and designed to ensure the safety and convenience of pedestrians, cyclists and public transport users; and
5. Designed to minimise the potential for crime and to foster personal safety.

4.197 The 'Design Guidance: Active Travel' (Welsh Government, 2014) covers topics such as surfaces, lighting, the need for seating, for managing street clutter, and for good maintenance, along with advice on determining how pedestrian and cyclist priority at side roads should be handled, when separated cycling infrastructure is appropriate, and facilities at bus stops. A full range of design elements is provided, which embody best practice, including minimum dimensions. Highly congested pavements are a particular problem in Durham. Objective techniques for assessing footway capacity are provided which will determine what level of enhancement is required.

Justification

4.198 Durham County Council (2014d) 'Highways Design Guide For Residential Development' lays down the standards which should be complied with for roads to be adopted for maintenance at the public expense. It includes some guidance on design for walking, but very little guidance on satisfying cycling needs. As acknowledged in the 'Durham City Sustainable Transport Strategy' (Durham County Council, 2016g), the relatively small, compact nature of the city suits the promotion of sustainable modes of travel, and thus higher standards and a stronger emphasis on good design are required in Our Neighbourhood. The NPPF (para. 58) indicates that neighbourhood plans should develop policies relating to design quality, including policies aiming to optimise the potential of development sites to support local transport networks. Regarding land use planning, the Sustainable Transport Strategy (p. 19-20) recommends the highest possible design standards should be applied to the design of sites and of access on foot, by cycle and by public transport.

4.199 The 'Design Guidance: Active Travel' (Welsh Government, 2014) is currently the most comprehensive and up to date walking and cycling design guide to have received approval through a UK legislative process, and is in accord with UK highways practices. It gathers in one document best practice from earlier publications such as the 'Manual for Streets' (Department for Transport, 2007), 'Inclusive Mobility' (Department for Transport, 2005), and 'Cycle Infrastructure Design' (Department for Transport, 2008). Designing walking and cycling infrastructure in accordance with this guidance will enable the fullest uptake of walking and cycling in Our Neighbourhood. The guidance should be applied to all types of roads and off-road routes so that a network of consistently high quality can be developed.

Policy T3: Residential Car Parking in the Controlled Parking Zone (CPZ)

T3.1: Encouragement will be given to development proposals making provision at less than the minimum car parking levels prescribed in the County Durham Parking and Accessibility Standards if the following conditions are satisfied:

1. It can be demonstrated that there will be no adverse impact on existing car parking users in the vicinity; and
2. The applicant has demonstrated that genuine demand exists for car-free or low-car housing in the proposed location; and
3. The proposal site should be within 400 metres' walk of a high daytime frequency (every 15 minutes) direct bus route to the city centre; and
4. Key local services (e.g. small supermarket, newsagent, pharmacy) are conveniently and safely accessible by foot within 800 metres' walk; and
5. Residents have a choice of safe and convenient walking and cycling routes to key local services and the city centre; and
6. Visitors' access needs, and the needs of occupiers and visitors with disabilities have been considered; and

7. Information is provided as to how any on-site parking will be allocated, which might include residents renting an allocated space.

T3.2: Access to off-street car parking should be designed to minimise additional vehicle movements on residential streets. Provision of car club spaces for residents and neighbouring users is encouraged.

4.200 If planning permission for a development with a reduced level of car parking is granted, conditions will be applied to keep the development car-free or low-car. Car-free proposals will require a Transport Assessment to demonstrate full consideration of accessibility, mitigation and enforcement.

4.201 The following questions will be considered when assessing car-free or low-car development, including infill development:

1. Does existing street character rule out on-site parking?
2. Is the application fully evidenced, for example, by parking surveys, highway safety audit, or public transport impact assessment?

4.202 This policy will be applied pragmatically. For example, additional car parking up to, but not exceeding, the levels prescribed in the 'County Durham Parking and Accessibility Standards' (Durham County Council, 2014b) may be required if a development is close to the edge of the Controlled Parking Zone, in order to mitigate against residents keeping cars on residential streets outside this zone.

4.203 New developments outside the Controlled Parking Zone must provide the minimum levels of car parking set out in the County Durham Parking and Accessibility Standards. Applications providing less than the minimum level of car parking will only be considered in conjunction with an extension of the Controlled Parking Zone to the development and possibly to neighbouring streets. Such extensions would be subject to acceptance by the local authority and consultation with affected residents. In such cases the costs of extending the Controlled Parking Zone may be sought via planning obligation. Situations which might justify Controlled Parking Zone extension include:

1. a development close to, or accessed from, an area which is currently in the Controlled Parking Zone; or
2. a development close to the city centre or to a major employment site, such that parking controls would be necessary to maintain residential amenity and avoid use for long-stay commuter car parking; or
3. development of student accommodation within or adjoining a residential area, in which case extending the Controlled Parking Zone to the residential area may help to manage competition for parking spaces from students keeping cars in the residential area.

Justification



4.204 This policy applies to infill developments in areas already subject to controlled parking. Owing to the historic nature of the streets within the Controlled Parking Zone, the supply of on-street parking space is limited in some areas, as is evidenced by the Council having ceased to provide resident or visitor permits for occupiers of new developments or conversions

since 2000.

4.205 Reducing off-street car parking provision generally has a direct bearing on the potential for achieving higher densities, and for good quality amenity space such as landscaping, green space, and areas for children to play.

4.206 In setting parking standards the NPPF (para. 39) recommends authorities consider:

- the accessibility of the development; and
- the type, mix and use of development; and
- the availability of and opportunities for public transport; and
- local car ownership levels; and
- an overall need to reduce the use of high-emission vehicles.

4.207 The current county-wide policy, the 'County Durham Parking and Accessibility Standards' (Durham County Council, 2014b), sets different rates of provision for town centres and areas outside town centres. Its definition of the town centre for Durham City is problematic, being based on a simple radius of 400m centred on the market place, which does not take into account the geography of the city. Outside this area, car parking is required on a sliding scale depending on the size of the dwelling. Yet within the Controlled Parking Zone, much of which lies beyond the 400m radius, student accommodation may be built with no car parking provision for residents. This has the effect of reducing the viability of ordinary residential development by comparison with the more profitable development of student accommodation.

4.208 Seeking to restore a better community balance within neighbourhoods is a key aim of our Neighbourhood Plan. This policy therefore allows for residential accommodation to be built with a lower level of car parking than the norm, but only under strict conditions designed to achieve high quality, higher density developments which do not generate extra traffic, support the viability of public transport services, and bring residential life back into the city centre.

Policy T4: Residential Storage for Cycles and Mobility Aids

Residential development proposals should provide storage facilities for cycles and mobility aids as follows:

T4.1: A minimum of two covered, secure cycle parking spaces should be provided per residential dwelling, with step-free access convenient for the front of the property. The space and access must also be suitable for storage of other mobility aids, including powered wheelchairs, mobility scooters, children's buggies and prams. Electric power must be available to allow recharging of powered mobility aids and e-bikes.

T4.2: Where cycle parking is provided communally for a number of dwelling units (such as in the case of apartment blocks or purpose-built student accommodation) then the provision may be reduced to 2 spaces per 5 occupants. The travel plan should include a commitment to active management of communal storage spaces and provision of additional space when needed.

4.209 In houses with garages, cycle and mobility aid storage may be catered for simply by providing extra garage space. In other properties, cycle storage may be provided through dedicated cycle lockers, but then particular attention will need to be paid to the storage of other mobility aids. Multi-storey occupancy buildings must provide storage facilities on the ground floor or in a basement of the building, or in an adjacent secure building or lockable shelter. In all properties storage areas should be easily accessible, and any ramps should comply with guidelines for wheelchair accessibility. Buildings (including garages) should be designed to enable access to and from the storage unhindered by parked cars or other stored items. Cycle parking and mobility aid storage should be at least as conveniently located as any secure car parking provision.

4.210 Note that the Durham County Council Parking and Accessibility Standards (Durham County Council, 2014b) also require visitor cycle parking to be provided at purpose-built student accommodation at the rate of one space per 20 residents. It should be located near the main entrance(s) to the accommodation to promote awareness and security of the facility.

Justification

4.211 A policy requiring provision of residential cycle parking formed part of the 2003 'Durham County Council Accessibility and Parking Guidelines' but was not included in the 2014 'County Durham Parking and Accessibility Standards' (Durham County Council, 2014b). The justification for the omission of the residential cycle parking policy in 2014 is not clear. On page 21 of the Sustainable Transport Strategy (Durham County Council,

2016g) it is stated that higher provision of high quality cycle parking within developments is required, including in residential development within the city, and suggests that this be formalised within planning policies. 'The National Travel Survey' (Department for Transport, 2016, Table NTS0608) shows that for adult age bands around 40% of people own or have use of a bicycle, dropping to about 20% only for the 60+ age bracket. However, for the older age brackets use of other mobility aids would take the place of the need for cycle storage. In the absence of local data the scale of provision in policy T4 takes its cue, therefore, from the level of need identified nationally. Facilities for recharging for electric equipment are important for mobility aids, but also for e-bikes. The Department for Transport's recommended 'Propensity to Cycle Tool' predicts that, because of the hilly nature of the city, wider uptake of e-bikes would have the potential to almost double cycling trips in Our Neighbourhood. This policy therefore seeks to ensure that lack of storage, or poor storage design, is no obstacle to uptake of sustainable travel modes in Our Neighbourhood, and that residential properties are adapted to the changing mobility needs of individuals and families at different stages in their lives.

4.6 THEME 6: A CITY WITH AN ENRICHED COMMUNITY LIFE



4.6.1 Vision and Objectives

4.212

Vision

Promoting a proactively supported community life, including health and well-being, with an enriched artistic and cultural life for the benefit of residents and visitors alike. Residents will be supported and encouraged to be active citizens with a keen interest in their neighbourhood and how it develops.

4.213

Objectives

1. To encourage and promote the provision of a range of the highest quality health, educational, artistic, cultural, social and general community facilities to meet the needs of the residents of Our Neighbourhood and visitors to it;
2. To retain and improve existing artistic, cultural, social and community facilities, including open spaces, within Our Neighbourhood;

3. To improve the built environment in order to increase community participation in generating and experiencing the arts;
4. To ensure that residents and visitors can access information about the City in an accessible, central location.

4.6.2 Context

4.214 Details of the social profile of Our Neighbourhood is available in Section D1 of Appendix D. Appendix E, Table E3, provides details of public and community services and facilities in Our Neighbourhood.

4.6.2.1 Cultural activities and facilities

4.215 Durham City has a strong cultural identity. The City is rich with cultural activities such as the annual International Brass Festival, the Durham Miners' Gala, the Book Festival, Durham Streets Summer Festival, the Folk weekend and the biannual Lumiere light festival. In terms of infrastructure the City has one large, two small theatres and an open air stage in Wharton Park. It has a cinema, (soon to be three), small gallery spaces in different locations across the City, and a small number of art and crafts courses in local community association buildings. Residents and visitors have access to some University facilities, such as The Oriental Museum, Palace Green Library, and The Wolfson Gallery. The Cathedral is used on a frequent basis throughout the year for cultural events and now offers the new Open Treasure Gallery as well as the World Heritage Site visitors centre.

4.216 There are many visual artists creating ceramics, drawing, painting, sculpture, printmaking, design, crafts, photography, video and filmmaking. Most work from home. A small number have studio space (e.g. in Fowlers Yard) but most have no ongoing commercial outlet. There also many residents and visitors who take great interest in experiencing the range of visual arts.

4.6.2.2 Health and social care facilities

GP Practices:

4.217 There is currently only the Claypath surgery in Our Neighbourhood available to permanent residents. Most of the students are registered with the University Health Service, which is part of the Claypath and University Medical Group and has separate premises in Green Lane. With the University planning to expand student numbers by 5,700 over the next ten years it seems reasonable to infer that some expansion of the University Health Service will be necessary.

4.218 There is the possibility, outside Our Neighbourhood, of large housing developments on what is now Green Belt land. Were this to happen then surgeries might alter their catchment areas to accommodate these new residents, and exclude Our Neighbourhood or parts of it. However, all surgeries in and around Durham City are accepting new patients.

4.219 There is an urgent care centre (previously known as a GP out-of-hours centre) at the University Hospital of North Durham This is close to the A&E department.

Dentists:

4.220 As opposed to GPs, most of the dentists in the wider Durham area are in Our Neighbourhood, so it is reasonable to infer that they draw their clients from further afield. While not all dentists accept NHS patients, and of those that do several do not take all classes of patient, there are practices in Our Neighbourhood that are accepting all classes of NHS patients. There is anecdotal evidence that many dental surgeries are on upper floors and only accessible via stairs.

Hospitals:

4.221 The University Hospital of North Durham is an NHS hospital situated towards the north of the Our Neighbourhood. It was opened in 2001 as a replacement for Dryburn Hospital. There are no private hospitals in Durham City.

4.222 The University Hospital of North Durham handles emergency trauma surgery and other major surgery and hosts specialist services in dermatology and plastic surgery, as well as treating patients from Sunderland, South Tyneside and Gateshead. The hospital has an A&E department that is not large enough to meet current demand. There are 22 wards (including maternity and neonatal), four outpatients, and a number of other services. However patients may be treated at other local hospitals if they specialise in their condition, and similarly patients may come to The University Hospital of North Durham for its specialist services.

4.223 The County Durham and Darlington NHS Foundation Trust also provides community-based services (some covering mental health) as well as the hospital services noted above. Mental health services are also provided by the Tees, Esk and Wear Valleys NHS Trust whose main County Durham site is Lanchester Road Hospital just outside Our Neighbourhood.

4.224 The NHS is producing Sustainability and Transformation Plans (STPs) which will result in a massive reorganisation and contraction of health services. North Durham, including Durham City, lies within the Northumberland, Tyne, Wear and North Durham STP Footprint. The effect this will have on health care services within Our Neighbourhood, and accessibility to services outside Our Neighbourhood, is currently unknown.

Nursing homes and residential care homes:

4.225 Statistics obtained from the website of the Care Quality Commission show that there are three nursing homes in Our Neighbourhood with a combined capacity of 207 people. There are no residential care homes, but in the nearby Newton Hall and Framwellgate Moor there are three care homes which can cater for 133 people.

4.6.3 Justification

4.226 This justification refers to the Community theme as a whole. Additional, specific justification for each community policy is given with the policy itself.

4.227 The Sustainable Communities Strategy for County Durham 2014-2030 (County Durham Partnership, 2014) has two aims for County Durham: (i) An altogether better place, (ii) Altogether better for people. There are five priority themes and high level objectives. The ones relevant to this theme are:

- **Altogether better for children and young people** - Children and young people realise and maximise their potential; Children and young people make healthy choices and have the best start in life; A Think Family approach is embedded in the Council's support for families
- **Altogether healthier** - Children and young people make healthy choices and have the best start in life; Reduce health inequalities and early deaths; Improve quality of life, independence and care and support for people with long term conditions; Improve mental and physical wellbeing of the population; Protect vulnerable people from harm; Support people to die in the place of their choice with care and support they need
- **Altogether safer** - Reduce anti-social behaviour; Protect vulnerable people from harm; Reduce re-offending; Alcohol and substance misuse harm reduction; Embed the Think Family approach; Counter terrorism and prevention of violent extremism; Reduce road casualties.

4.228 The Durham City Regeneration Masterplan (Durham County Council, 2014c) has a number of implementation projects and actions for Our Neighbourhood (a subset of the Durham City area covered by the Masterplan). Ones relevant to this theme are: Ensuring services are in place including schools, health, and security.



4.6.4 Planning Policies and Proposals for Land Use

4.229

- Policy C1: Community Arts Facilities
- Policy C2: Information Hub
- Policy C3: Provision of New Community Facilities
- Policy C4: Protection of an Existing Community Facility
- Policy C5: Protection of Open Spaces
- Policy C6: Health Care and Social Care Facilities

Policy C1: Community Arts Facilities

Development proposals to create community arts facilities will be supported either on an appropriate site or through the conversion of an existing building. Any site should be well related to public transport, walking and cycling routes and should be accessible.

4.230 The Forum is in the first stage of identifying sites or buildings that have potential for accommodating community arts facilities. This policy could include a single large building or a range of smaller facilities. Land and buildings are in short supply in the City Centre. Discussions have taken place as to whether a new build should be proposed or whether we use an empty existing building or buildings. The Forum believes a more sustainable option would be to renovate an existing empty building. Our preferred option therefore is the former DLI Museum and Art Gallery. Other possible options include the old Miners' Hall in North Road.

4.231 The Forum is aware of the great sadness in the community when the DLI Museum closed and the DLI collection was moved to storage in Spennymoor, as well as having some exhibition space in Palace Green Library. The building was a valuable resource for the community and used by the young and older people, but the County Council has made it clear that the collection will not return to the building which will be considered for a range of alternative uses. Durham City Conservation Area Appraisal identified the DLI Museum as a non- designated heritage asset/building of local interest:

While not possessing sufficient interest to be listed as of national importance, such buildings add to the general architectural richness and character of the area and it will be important that careful consideration is given to any development proposals that are likely to affect such building. (Durham County Council, 2016e, Character Area 2: Framwellgate p.36)

4.232 The Neighbourhood Planning Forum is presently looking into the possibility of bringing the DLI building back to life as a community asset. This policy links with green infrastructure Policy G2 which includes the designation of the DLI grounds as a Local Green Space.

4.233 The Forum is aware that the design of such facilities needs to be flexible to meet the needs of diverse audiences, changing patterns of use and demands of different art forms. There will be a need to ensure the proposal is deliverable and to establish arrangements for managing the facility over our Neighbourhood Plan period. Policy Implementation Project 3 in Chapter 5 indicates how this policy could be taken forward.

Justification

4.234 In 2014 the Arts Council England published 'The Value of Arts and Culture to People and Society.' The report outlined a range of benefits that can be observed at individual, communal and national levels. Their findings concluded that arts and culture can:

- illuminate our inner lives and enrich our emotional world;
- boost local economies by attracting visitors, creating jobs and developing skills; attracting and retaining businesses, revitalising places and developing talent;
- impact positively on our health and wellbeing;
- contribute to community cohesion and reduce social exclusion and isolation;
- improve educational outcomes.

4.235 The Forum's priority survey with the community (Durham City Planning Forum, 2015) and its more recent detailed Arts and Culture Survey of local arts facilities (Durham City Neighbourhood Planning forum, 2017) reveal real gaps in facilities for the arts. For example, the only art gallery, together with the DLI Museum, was closed in 2016 and to date there are no plans for an 'equivalent alternative facility,' as is required in the saved policy C9 from the Durham City Local Plan (City of Durham Council, 2004; Durham County Council, 2015a). Durham City with a population of 47,785 must be one of the few Cities in the UK without an art gallery or community arts centre or facilities.

4.236 The following gaps in provision have been identified at public events and in questionnaires:

- a lack of community arts facilities, including studio space for artists that can be hired at reasonable rates, rooms for courses and rehearsal space, arts and crafts workshops for residents of all ages, and rooms for meetings of art organisations;
- the need for a City Art Gallery, including gallery space for permanent and temporary exhibitions by national and local artists;
- a lack of a City or County Museum;
- lack of a central 'information hub';
- potential for local artists to use empty shops;
- need for a creative business centre for local artists and/or more independent shops to help small creative businesses to sell their products, build a consumer base and give local artists more exposure.

4.237 National and local policies and strategies also promote the importance of the cultural sector. The NPPF recognises the importance of the planning system in creating

accessible local services that reflect the community's needs and support its cultural well-being (paras 7 and 17). It states (para 70) that policies should:

plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments

4.238 The Culture White Paper (Department of Culture, Media and Sport, 2016, p.34) states: "Greater local and national partnerships are necessary to develop the role of culture in place-making. We will require national institutions to back local vision".

4.239 'The Sustainable Communities Strategy for County Durham 2014-2030' (County Durham Partnership, 2014, p.20) states that a high level objective to achieving its 'Altogether Wealthier' vision by 2030 is a "Thriving Durham City ... To deliver the cultural and tourism ambitions for the City which benefit the entire County. Through a variety of approaches, specifically the County Durham Cultural Programme we will improve the cultural offer within the county and increase opportunities for people to experience and take part in cultural activities."

4.240 Durham County Council's Service Plan, Neighbourhood Services, 2016- 2019 (Durham County Council, 2016j, p.18), itemises actions to achieve the 'Thriving Durham City' objective, including: "Identify new visual art space(s) within Durham City centre and the wider county" and "Review service format and future approach of the DLI Museum and gallery".

4.241 On the 'Arts development' section on the Durham County Council website, the Council lists the following aims:

- to support great art: encouraging and supporting arts activity that is both innovative and excellent
- to increase the opportunities for people to take part in arts activity
- to support arts activities that help to deliver the council's vision of an 'Altogether Better' Durham

4.242 ixia (a public art think tank) organised three free briefing events on 'public art, cultural well-being and the National Planning Policy Framework' in 2012. John Holden (2012) in his presentation spoke of how:

The built environment can promote a rich cultural life for a community, but that environment needs to be animated in the right way, if it is to increase the cultural capacities and cultural well-being of individuals and communities.

4.243 He suggests that the elements needed, so that a community can both generate and experience cultural well-being, should include:

- buildings of various sorts in both the public and commercial sectors for professional and community performance and display (such as village halls; art galleries; music venues that range from opera houses to pubs);
- buildings that enable creative practice (for example artists' studios, rehearsal rooms);
- buildings for cultural education and learning (including archives, libraries);
- cultural / commercial spaces (small scale retail used for cultural purposes, and food outlets as well).

Policy C2: Information Hub

Development proposals to create an Information Hub in the City Centre, for the benefit of visitors and residents alike, will be supported. Any site should be well related to public transport, walking and cycling routes and be accessible.

4.244 The Hub (possibly to be named 'Love Durham') would act as a portal, signposting residents and visitors to what the City has to offer (attractions, retail services and facilities, services from statutory bodies, community groups and classes, events (ranging from small-scale to large scale)) and also to attractions outside of the City Centre. This Hub would house the function (and appropriate staff expertise) to obtain / link to / keep up to date all the necessary information and make it available via all types of media (print, Web, mobile devices, interactive screens throughout the City, mass media etc.) and via the Durham Pointers. The staff would advise providers of attractions, services and events on how to set up their own high quality information sources, so such sources can be automatically harvested. The Hub could incorporate, depending on funding and size, bookable rooms for meetings. Potential locations for the Hub could be the Town Hall or the City Public Library. Policy Implementation Project 4 in Chapter 5 indicates how this policy could be taken forward.

Justification

4.245 Information for residents and tourists is scattered in physical locations around the City and on a variety of websites (with their own social media connections). There is no central focal point for information, for residents and visitors. The Tourist Information Centre, which previously provided an Information Hub for tourist attractions and 'what's on' in the City, was closed by the Council in 2011. The results of the Forum's priority survey (Durham City Neighbourhood Planning Forum, 2015) showed that residents wanted the Tourist Information Centre to be restored, in a central location, but for its remit to be extended to cover general local information. They thought such a centre would provide the information to encourage visitors to stay longer in the City. Durham County Council aims to encourage visitors to stay longer and this policy would support that aim – all information would be in one place and made accessible by a variety of methods. Such a facility would foster greater local community activity and support the success of local events: a common reaction from residents is 'we didn't know it was on!'



Policy C3: Provision of New Community Facilities

Development proposals for the provision of new community facilities (e.g. community centres, youth centres, village halls, sports fields and pitches, libraries, post offices, public houses and places of worship) or for extensions to existing facilities will be permitted, provided that such a proposal:

1. is not in the Green Belt, except for the exceptions listed in paragraph 89 of the NPPF; and
2. is well related to residential areas and local facilities; and
3. is, wherever possible, of a flexible design which could serve more than one use; and
4. would not adversely affect the amenity of occupiers of nearby or adjoining land or property; and
5. allows access to people with disabilities; and
6. does not create or contribute to a traffic hazard; and
7. is accessible to users of all modes of travel including public transport, cycling and walking.

Policy C4: Protection of an Existing Community Facility

Development proposals which would result in the loss of an existing community facility identified in Policies C3 and C6 will not be permitted unless it has been demonstrated that:

1. The facility is no longer financially viable; or
2. There is no significant demand for the facility within that locality; and
3. An equivalent alternative facility is available nearby to satisfy the needs of the local community.

Policy C5: Protection of Urban Open Spaces

C5.1: A development proposal of 0.4 hectares or 12 housing units (or equivalent), or greater, will be supported if:

1. it provides additional good quality urban open space on site for new and existing residents' needs; or
2. the provision of urban open space is appropriate to the context, having regard to the landscape, townscape and ecology of the locality and where appropriate the setting of heritage assets, and is well designed, or
3. it addresses deficiencies of urban open spaces within Our Neighbourhood.

C5.2: A development proposal that would result in the loss of existing urban open spaces will be refused unless:

1. the affected site or feature or asset does not have a significant recreational, cultural, ecological, landscape or townscape value; or
2. the affected site or asset can be demonstrated to be surplus to local requirements (with e.g. reference to the current Open Space Needs Assessment); and
3. a compensatory amount of urban open space of an equivalent or better quality can be provided within easy walking distance.

Justification for Policies C3, C4 and C5

4.246 Urban open spaces include civic spaces, such as market squares, hard surfaced areas designed for pedestrians, open areas within a development, play grounds and outdoor sports facilities. This policy complements green infrastructure Policy G1 which covers green open spaces as a green asset. The NPPF states the importance of open space of public value as it provides health and recreation values to people living and working in the vicinity, and to visitors (NPPF para. 70, 73 and 74; PPG ID: 37, para. 001 to 003, 014). Saved policies of the City of Durham Local Plan are also relevant (City of Durham Council, 2004; Durham County Council, 2015a: E5, Q8, R1). The County Durham Green Infrastructure Strategy (Durham County Council, 2012b) recommends that existing public open spaces should be protected, new development should contain sufficient open space for new and existing residents' needs and open spaces should be of good-quality, attractive and functional. A key document is the 'County Durham Open Space, Sport and Recreation Needs Assessment' (2016b; currently being updated - previous versions Durham County Council, 2010a,b). This document assesses open space, sport and recreation facilities in County Durham by: identifying local needs; auditing local provision and assessing this against quality, quantity and access standards. Public open spaces are used by a range of different people for different purposes. A well-designed open space should be located near to the community it serves, have connectivity, be accessible, flexible in meeting different needs, adaptable to meet future needs, welcoming, safe and secure, clean and well maintained. (CABE Space, 2007) CABE, The Commission for Architecture and the Built Environment, was the government's advisor on architecture, urban design and public space from 1999 to 2011.

4.247 The complementary 'Playing Pitch Strategy' (Durham County Council, 2011a, 2012c) contains an audit of provision and aims to ensure that the quantity and quality of playing pitches and accessibility of playing pitches meets the needs of the local population now and in the future. Policy recommendations for the Durham City Area Action

Partnership (which is wider than Our Neighbourhood) include:

- Safeguard existing playing fields: as there is an overall sufficient supply of pitches in Durham City decisions must be made about which pitches to safeguard
- Obtain contributions towards off site or on-site provision of playing pitches from all housing developments: As, in general, supply is good, but quality is poor in Durham City, this contribution could be in the form of investment in the existing stock (i.e. off site contributions)
- Secure community use of educational facilities
- Develop new, and support existing, multi pitch/ multi sport 'hub' sites
- Improve the quality of pitches

Policy C6: Health Care and Social Care Facilities

Proposals for the development of Health Centres, Surgeries, Clinics, Nursing Homes and Residential Care Homes will be permitted provided that such a proposal:

1. is not in the Green Belt; and
2. is well related to residential areas; and
3. is located close to public transport routes and is accessible by a choice of means of transport; and
4. would not have a detrimental affect upon the amenity of occupiers of nearby and adjoining properties or on highway safety; and
5. allows level access for pedestrians and people with disabilities.

And in the case of Nursing Homes and Residential Care Homes, in addition:

6. Is well related to shops, community and social facilities; and
7. both the location and the form of the development itself provide satisfactory standards of amenity and open space for the residents; and
8. does not detract from the character or the appearance of the surroundings or from the amenities of existing residents.

Justification

4.248 With only one GP practice within Our Neighbourhood many residents are having to travel some distance to see their GP. This is a particular problem for older people who may not have access to a car and whose journey may involve a change of bus. We would therefore welcome a further GP practice within Our Neighbourhood, which would also meet the needs of a growing population. An obvious solution would be to bring St Margaret's Health Centre back into use as a regular GP practice: Policy C4 will prevent this facility from being converted to another use unless an alternative in the same general

area is provided in its place. This policy will also support the extension of the University Health Centre or the building of a satellite health centre for students in a different location.

4.249 While there does not appear to be a shortage of dental surgeries, this policy will ensure that any new or relocated surgeries are appropriately situated with proper access.

4.250 In the following text, 'care homes' means both nursing homes and residential care homes. Both are regulated by the Care Quality Commission and offer care and support throughout the day and night. In addition nursing homes have 24-hour medical care from a qualified nurse.

4.251 It seems reasonable, given the existing location of care homes, to consider the provision within Our Neighbourhood plus the electoral divisions of Belmont and Framwellgate and Newton Hall as a whole. At the 2011 census there were 3,180 people aged 75 and over living in this wider area, 1,020 of whom live in Our Neighbourhood. There are currently places for up to 340 people in the care homes in this wider area. As a rule of thumb, then, we can say that there is a requirement for one place in a care home for every 10 people over the age of 75.

4.252 It is predicted (for reasoning see Appendix D) that there will be approximately 500 more people in Our Neighbourhood aged over 75 by the end of the Neighbourhood Plan period. This equates to a requirement of an extra 50 beds in care homes, just to cater for residents of Our Neighbourhood, with a possible further 100 for the wider area. To meet this need it will be necessary either to expand existing care homes or to build new ones.

4.253 Access to shops and community facilities is more important for people living in residential care homes rather than nursing homes, as it enables them to retain contact with the local community. Satisfactory access to public transport for staff and visitors is essential.

4.254 Care homes must relate well in scale and appearance to adjacent development; careful design and generous amenity space will often be required to prevent large institutional buildings from dominating their surroundings. Areas of amenity space are similarly essential for the well-being of residents, to provide private sitting out and walking areas as well as pleasant surroundings. Care homes require satisfactory access and adequate parking in order that they do not impinge upon the neighbouring areas. Similarly, proposed extensions should not result in the over-development of sites. Sites suffering from high levels of noise or pollution, from traffic or other sources, are not suitable for these uses.

4.255 In addition we consider that our Neighbourhood Plan should support people who wish to make modifications to their houses in order to let them continue to live there rather than go into care homes. This is addressed by housing Policy D4 which covers housing for older people and people with disabilities.

CHAPTER 5: IMPLEMENTATION AND MONITORING

5.1: PROGRESSING THE PLAN

5.1 The City of Durham Neighbourhood Planning Forum will not be the body that undertakes implementation and monitoring of Our Neighbourhood Plan. Its role is limited by legislation to producing the plan, with no on-going role. It is also important that the projects to improve the economic, social and environmental realm, summarised in Appendix A, are taken forward. The involvement of community organisations is invaluable, and such grass-roots bodies may often take the initiative in progressing and implementing the actions.

5.2 For the time being the Durham Area Action Partnership is a very good possible vehicle as it includes all of the main agencies - Police; Fire & Rescue; Health; Durham University; Community Action; public representatives; and above all the County Council with its wide range of functions including planning.

5.3 The setting up of an elected Parish Council for Our Neighbourhood has recently been agreed by Durham County Council (20 September 2017). The City of Durham Parish Council will become a recognised legal entity on 1 April 2018, with inaugural elections taking place in May 2018. This body will then assume the role of successor to the Forum once the Neighbourhood Plan is formally in place. Alongside it there will need to be an implementation agency (or perhaps more than one such agency) such as a Durham City Regeneration Body (a company limited by guarantee), able to give executive action to a series of projects that make a difference for the better and part-funded from the Community Infrastructure Levy and Section 106 receipts.

5.2: PROJECTS TO IMPLEMENT PLAN POLICIES

5.4 Some of our Neighbourhood Plan policies would benefit from implementation projects in addition to any relevant planning proposals that might be brought forward by interested parties.

Policy Implementation Project 1: Policy G3 - Creation of the Emerald Network

5.5 The Emerald Network could be set up via community action of wildlife groups and friends associations in partnership with statutory and other relevant bodies. The implementation strategy would comprise:

- setting up a management group
- writing an implementation plan
- engaging the local community (local residents and friends groups, schools, university and colleges)

- liaising with key stakeholders, such as Durham County Council, the City of Durham Parish Council, the Durham City Area Action Partnership, the Woodland Trust, the Durham Wildlife Trust
- negotiating with landowners, e.g. the Cathedral, the University, owners of individual Local Wildlife sites etc., owners of land incorporating footpaths
- seeking funding to carry out assessments of existing sites and paths and need for new sites and paths, and then for site and path management and maintenance, signposting and interpretation boards.

Policy Implementation Project 2: Policy D2.3 - Reconversion of Some Houses in Multiple Occupation Back to Family Homes and General Housing

5.6 Mechanisms for taking this forward include:

- use of Community Infrastructure Levy receipts/Section 106 monies
- developers of private PBSAs (purpose built student accommodation) and of University colleges donating into a fund, the level of the donation as a proportion of the number of beds in the PBSA/college
- purchase of properties by housing associations – to renovate and bring back into normal use
- forming a regeneration trust or company - the Durham City Regeneration Company - that acquires HMOs (houses in multiple occupation) in a pilot area, converts them to be suitable for families with children, young couples starting-out, and older people, and recycles the resultant capital or revenue into further project areas. The Viaduct area of the City is proposed as the first such pilot area.

Policy Implementation Project 3: Policy C1 - Community Arts Facilities

5.7 During the process of public consultation the need for improvements in facilities for the arts in the City were identified (Durham City Neighbourhood Planning Forum, 2017). This project includes three key aspects:

- a range of community arts facilities - studio spaces for artists, rooms for courses and rehearsal space, art and crafts workshops for residents of all ages and rooms for meetings of art organisations;
- a City art gallery, including gallery space for permanent and temporary exhibitions by national and local artists;
- a creative business centre for local artists and/or more independent shops to help small creative businesses to sell their products, build a consumer base and give local artists ore exposure.

5.8 In order to implement this project when the Forum ceases to exist, it will be necessary to do two things:

1. The Forum will continue to consult with organisations and partnerships involved with the arts and culture in Our Neighbourhood during the development of the Plan. This will be in order to support their existing strategies to improve facilities for

the arts in the City and to encourage them to address elements of this project in any of their future strategies for the City. This includes working with Durham County Council, the City of Durham Parish Council, the Durham City Action Area Partnership, Durham University; the Cathedral Dean and Chapter, Durham BID (The Durham Business Improvement District Committee), the Chamber of Trade, the County Durham Cultural Partnership, Durham Creatives, Visit County Durham, The Empty Shop and other local and regional organisations.

2. A Durham City Regeneration Body (a company limited by guarantee) could be set up in the future. The improvement of facilities for the arts would be part of its brief and the Body could work alongside a possible future Town Council.

Policy Implementation Project 4: Policy C2 - Information Hub

5.9 There is no central 'information hub' in the City. The need for one for the benefit of both residents and visitors has been identified during the process of public consultation as an essential facility (Durham City Neighbourhood Planning Forum, 2015, 2017). In order to implement this project it will be essential to do two things:

1. The Forum will need to work with Durham County Council, the City of Durham Parish Council, and other key stakeholders.
2. A Durham City Regeneration Body (a company limited by guarantee) could be set up in the future. The development of an Information Hub would be part of its brief and the Body could work alongside the Parish Council.

5.3: MONITORING THE PLAN

5.10 All plans require regular monitoring and this causes particular difficulties when there is no organisation charged with the responsibility. By its nature, our Neighbourhood Plan is a wide ranging one with its six themes and many objectives and policies.

5.11 It is necessary to monitor the Plan on a regular basis and important that the maximum assistance is available from bodies that hold information particularly Durham County Council. The recommendation is that a monitoring report is produced on an annual basis by the City of Durham Parish Council. This report could be informed by an annual qualitative questionnaire survey of residents. Monitoring by the County Council of the Durham City Masterplan will also provide extremely useful information.

5.12 It will be the role of the City of Durham Parish Council body to establish appropriate policy indicators and targets. The Forum suggests possible ones below. It should be noted that some of the indicators/targets are, by the nature of the policy in question, qualitative.

5.13

Theme 1: A City with a sustainable future

Policy S1: Sustainable Development Requirements of All Development and Re-development Sites

Policy S2: Sustainable Development Requirements of All New Building Developments Including Renovations and Extensions

Indicator for policies S1 and S2: Compliance with policies for new developments and conversions

Target: 100% compliance

5.14

Theme 2a: A beautiful and historic City - Heritage

Policy H1: Protection of the World Heritage Site

Indicator 1: Impact of new developments on the Outstanding Universal Value of the World Heritage Site

Target: No damaging impact

Indicator 2: Impact of new developments on views in Our Neighbourhood from and to the World Heritage Site

Target: No damaging impact

Policy H2: The Conservation Areas

Policy H3: The Character Areas

Policy H4: Our Neighbourhood Outside the Conservation Areas

Indicator for policies H2, H3 and H4: Compliance with policies for new developments and conversions

Target: 100% compliance

Policy H5: Listed Buildings, Scheduled Ancient Monuments, Registered Parks and Gardens and Registered Battlefields

Indicator 1: Inappropriate development of designated assets

Target: Zero

Indicator 2: Demolition of designated heritage assets

Target: Zero

Indicator 3: Impact of developments on the local environment of designated heritage assets

Target: No damaging impact

Indicator 4: Designated assets repaired and returned to appropriate compatible use

Target: No target set

Policy H6: Non-designated Heritage Assets

Indicator 1: Demolition of non-designated heritage assets

Target: Zero

Indicator 2: Non-designated assets at risk preserved and returned to use

Target: No target set

5.15

Theme 2b: A beautiful and historic City - Green infrastructure

Policy G1: Preserving and Enhancing Green Infrastructure

Indicator 1: Existing green assets

Target: None lost, or if lost they are replaced by green assets of an equivalent or better value elsewhere in Our Neighbourhood.

Indicator 2: Number and type of new green assets created

Target: No target set

Policy G2: Designation of Local Green Spaces

Indicator: Development on Local Green Spaces

Target: No development except that consistent with NPPF policy for Green Belt land

Policy G3: Creation of the Emerald Network

Indicator: Status of Emerald Network sites

Target 1: No damaging developments

Target 2: Enhancement of sites and connecting footpaths

Policy G4: Enhancing the Beneficial Use of the Green Belt

Indicator: Developments that enhance Green Belt land, consistent with NPPF policy

Target: No target set

5.16

Theme 3: A City with a diverse and resilient economy

Policy E1: Larger Employment Sites

Policy E2: Other Employment Sites

Indicator 1 for policies E1 and E2: Number and type of new business developments

Target: No target set

Indicator 2 for policies E1 and E2: Increase in employment

Target: No target set

Policy E3: Retail Development

Policy E4: Primary and Secondary Frontages

Indicator 1 for policies E3 and E4: Number and type of new commercial developments

Target: No target set

Indicator 2 for policies E3 and E4: Occupancy of buildings

Target: 100% occupancy

Indicator 3 for policies E3 and E4: Improved character and attractiveness of the City centre

Target: No target set

5.17

Theme 4: A city with attractive and affordable places to live

Policy D1: Land for Residential Development

Indicator 1: Number of units approved on each allocated housing site each year (April to March)

Indicator 2: Number of units completed on each allocated housing site each year (April to March)

Indicator 3: Number of units approved on non-allocated sites each year (April to March)

Indicator 4: Number of units completed on non-allocated sites each year (April to March)

Target for all indicators 1, 2 and 3: No target set as no need requirement.

Policy D2: Student Accommodation in Houses in Multiple Occupation (HMO)

Indicator: Number and capacity of HMOs (houses in multiple occupation) approved and number and capacity completed where within 100 metres of the site more than 10% of the total number of properties are already in use as HMOs or student accommodation exempt from council tax charges or the student population exceeds 20% of the total population in that area.

Target: None approved and none completed.

Policy D3: Purpose Built Student Accommodation (PBSA)

Indicator 1: Number of PBSAs (purpose built student accommodation) built and total number of student beds provided

Target: Matches the need for additional student accommodation;

Indicator 2: Location of PBSAs (purpose built student accommodation) in relation to existing university or college academic site, or hospital and research site

Target: All developments to be on or adjacent to an existing university or college academic site, or hospital and research site

Indicator 3: Number of PBSAs (purpose built student accommodation) approved and completed where within 100 metres of the site more than 10% of the total number of properties are already in use as HMOs (houses in multiple occupation) or student accommodation exempt from council tax charges or the student population exceeds 20% of the total population in that area.

Target: None approved and none completed

Policy D4: Housing for Older People and People with Disabilities

Indicator 1: Percentage of approved and completed housing units that meet the specific needs of older people by housing type

Target: 10%

Indicator 2: Loss of housing units meeting the specific needs of older people by housing type

Target: None lost

Policy D5: Meeting Other Housing Needs

Indicator 1: Percentage of affordable housing units

Target: 15% housing provided on all sites of 0.4 hectares or 12 dwelling units, or larger, to be affordable

Indicator 2: Loss of affordable housing units

Target: None lost

Indicator 3: Number of conversions of HMOs (houses in multiple occupation) (Use Class C4) back to conventional residential use (Use Class C3)

Target: No target set

Policy D6: Design of New and Renovated Housing to the Highest Standards

Indicator: Number of housing developments that meet the Building for Life criteria, or other national standard of equivalent or higher level

Target: 100%

5.18

Theme 5: A City with a modern and sustainable transport infrastructure

Policy T1: Accessibility of Proposed Developments

Indicator 1: Number of planning applications identifying measures to improve conditions for sustainable transport.

Indicator 2: Value of Section 106 contributions secured for sustainable transport improvements

Indicator 3: Resolution of issues identified in maps 11 and 12, and improvement in the quality and connectedness of the walking and cycling networks throughout Our Neighbourhood.

Target for indicators 1, 2 and 3: No target set

Indicator 4: Percentage of access by sustainable modes proposed in travel plans, and percentage achieved over the course of the travel plan

Target: Improvement by 10 percentage points of travel to work by sustainable modes compared with neighbourhood average for 2011 census

Policy T2: Designing for Sustainable Transport

Indicator: Use of appropriate design guidance for new infrastructure

Target: 100% conformance with design guidance

Policy T3: Residential Car Parking in the Controlled Parking Zone (CPZ)

Indicator 1: Number of planning applications brought forward within the Controlled Parking Zone, and number approved, proposing reduced car parking provision for residential properties

Target: No target set

Indicator 2: Impact of new development on neighbouring residential on-street car parking

Target: No measurable impact

Indicator 3: Number of car club spaces provided

Target: No target set

Policy T4: Residential Cycle Parking

Indicator 1: Compliance with policy for new developments and conversions

Target: 100% compliance

Indicator 2: Quality of provision and convenience of access

Indicator 3: Uptake of cycle parking spaces

Target for indicators 2 and 3: No target set

5.19

Theme 6: A City with an enriched community life

Policy C1: Community Arts Facilities

Indicator: Presence of community arts facilities

Target: Community arts facilities set up

Policy C2: Information Hub

Indicator: Presence of an Information Hub

Target: Information Hub set up

Policy C3: Provision of New Community Facilities

Indicator: Number of new community facilities

Target: No target set

Policy C4: Protection of an Existing Community Facility

Indicator: Existing community facilities

Target: No existing facilities lost, unless an equivalent alternative facility is made available nearby

Policy C5: Protection of Open Spaces

Indicator: Existing open spaces

Target: No loss of existing open spaces, unless a compensatory amount of open space of an equivalent or better quality is provided within easy walking distance

Policy C6: Health Care and Social Care Facilities

Indicator: Number of new health care and social care facilities

Target: No target set

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APPENDIX A: PROJECTS TO IMPROVE THE ECONOMIC, SOCIAL AND ENVIRONMENTAL REALM

A.1 The statutory requirement of a neighbourhood plan is to set out planning policies and proposals for the use and development of land. This has been done in Chapters 1 to 5. Nevertheless, the preparation of our Neighbourhood Plan provides the opportunity for the public to express views on other types of improvements that are seen to be necessary and desirable. The ideas and proposals expressed during the consultation process so far have been brought together as possible projects under each element of the vision for further consideration by the public and action by the most appropriate bodies. An important part of the draft plan consultation will be to begin the process of establishing the popularity and feasibility of the 22 resulting projects with the public and the potential implementers of the projects.

A.2 There are many bodies that could potentially implement these projects, either individually or in partnership. These bodies include, but are not restricted to: Durham County Council; the City of Durham Parish Council; the Durham City Action Area Partnership; a Durham City Regeneration Body (a company limited by guarantee which could be set up in the future with the aim of implementing aspects of regeneration in the Plan); Durham University; the Cathedral Dean and Chapter; Durham BID (The Durham Business Improvement District Committee); the Chamber of Trade; the North East England Chamber of Commerce; businesses in the City; housing associations; the County Durham Cultural Partnership; Visit County Durham; The Empty Shop; Durham Wildlife Trust; Transition Durham; the Durham and Darlington NHS Foundation Trust; residents groups; community, amenity, interest and lobby groups; friends associations; local charities; religious organisations; the Students Union; the public.

A1: A CITY WITH A SUSTAINABLE FUTURE - PROJECTS

Project 1: Durham Sustainable City. An annual report on the (ultimately) adopted social, environmental and economic realm projects to establish the extent to which the City is moving towards or away from a sustainable future with recommendations. All major building projects and in particular public sector schemes including the University, Primary Care Trust and the County Council must demonstrate best practice in construction and use.

Project 2: Clean Air Zone. The declaration of a Durham City Centre Clean Air Zone with formal monitoring and reporting procedures.

A2: A BEAUTIFUL AND HISTORIC CITY - PROJECTS

Project 3: Clean Durham Forum. A forum of to seek ways of achieving a cleaner public realm including innovation in waste collection, street cleaning and litter control.

Project 4: 'To Let' Sign Control. Stricter control and enforcement of regulations on outdoor advertising and in particular 'To Let' and 'Have Let' boards. The prospective Article 7 (Planning) Direction should be extended to cover the whole of Our Neighbourhood to control 'To Let' and 'Have Let' boards.

Project 5: Designation, Protection and Enhancement of Community Assets.

Comprehensive review of status, management and use of all open space including cemeteries, sites with wildlife, allotments, sports fields, the Green Belt, individual trees and groups of trees, and of buildings with heritage value, with a view to enhanced designation and management. Mapping of green corridors within Our Neighbourhood will be required. Consideration should be given to the designation and management of the County Council land at County Hall as an extension of Wharton Park. Modern buildings, structures and artworks of aesthetic, visual and architectural interest whose appearance, character and cultural value contribute to the future heritage of Our Neighbourhood should be listed as non-designated heritage assets and recommended for statutory designation. Appendix C gives a list of non-designated heritage assets in Our Neighbourhood. Appendix E, Table E1, gives a list of landscape and natural environment sites in Our Neighbourhood.

A3: A CITY WITH A DIVERSE AND RESILIENT ECONOMY - PROJECTS

Project 6: Aykley Heads Business Park. The preparation, promotion and realisation of a master plan as an outstanding opportunity for diversification of the local economy and of sustainable economic development, with particular importance attached to its landscape and ecological design.

Project 7: Travel to work plans. Commercial enterprises and retailers either based on a business park or in the City centre will be encouraged to prepare travel to work plans for their employees to help mitigate the effect of increased traffic created by their development.

Project 8: Broadband Upgrade. Action to ensure that the City is served by fast broadband and full mobile connectivity as soon as possible and at the latest by 2018.

Project 9: Improvements to the City Centre. Actions to improve not only the vitality and diversity of the economy, but also its cultural and environmental attractiveness and well-being. Priority measures could be to:

- improve shop frontages including removal of illuminated signs;
- maintain the fabric of buildings, property boundaries i.e. walls and railings, and street furniture;

- upgrade the environment of the back lanes and paths;
- improve rear access to properties for servicing i.e. deliveries and waste collection;
- contribute to the promotion of a sign-posted circular shoppers' route and the rationalising of existing signs to move shoppers around and through the City;
- improve accessibility to all users, particularly older people, people with disabilities, and people with young children;
- use empty shops temporarily by start-up businesses for two years under permitted development rights;
- contribute to a community hub incorporating a crèche where shoppers can leave children;
- designate parking bays which provide free disc parking for a maximum stay of an hour to allow for brief shopping trips and the collection of click and collect items;
- offer flexible use of private car parking to enable public use at specified times.

Project 10: City Centre Retail Revival Action Plan. New initiatives to attract shoppers and repeat visits through more events such as the biennial Lumière, the annual Book Festival and the Christmas market and to rebalance the daytime and evening economies by a measure such as 'Live after Five' where attractions remain open into the early evening.

Project 11: Shop Front Improvement Grant Scheme. Bring up-to-date and republish the Durham City shop front guide and introduce a grant scheme to encourage improvement of both primary and secondary shopfronts.

Project 12: Places in Durham. Action to achieve enhancement and good management of important places and spaces in Durham including Millennium Place, the Market Place, Reform Place and Fowler's Yard, to achieve the fulfilment of their potential.

Project 13: North Road Regeneration. Ongoing work requires the comprehensive redevelopment of key sites which include the post war shops and offices and the bus station. The bus station should be redeveloped on its existing site, including the demolition of the existing frontage and new provision of retail, café, toilets and public transport information and services.

Project 14: Visitors and Tourists. Actions to provide new and improved facilities for visitors and tourists which would enhance the experience, lengthen the stay, help secure the future of the City as a tourist destination, and increase prosperity deriving from tourism expenditure. Such measures could include:

- a new visitor centre providing a service to local people and visitors including the story of Durham City and its people;
- improve welcoming facilities including new digital displays for visitors and tourists at 'gateways' to the City including the coach park and Millennium Place, bus station, and park and ride terminals; or
- provide new visitor accommodation and extensions to existing accommodation; or

- set up a heritage/leisure/arts trail which relates to the 'Emerald Network' of riverside and countryside attractions and the World Heritage Sites, incorporating new signage and interactive interpretation boards; or
- maintain community open space and identify potential sites which can be used to stage events, e.g. events organised by Durham BID, Christmas market and the Book Festival; or
- improve coordination with other tourist and visitor attractions in County Durham including transport connections; or
- provide new and improved public conveniences; or
- promote information about the City through smart phones, tablets and other electronic devices, in association with the proposed 'Information Hub'.

A4: A CITY WITH ATTRACTIVE AND AFFORDABLE PLACES TO LIVE - PROJECTS

Project 15: Article 4 (Planning) Direction. The extension of the Article 4 Direction to cover the rest of Our Neighbourhood in anticipation of widening pressure for HMOs (houses in multiple occupation) and purpose built student accommodation (PBSAs) resulting from the growth of demand for student accommodation.

A5: A CITY WITH A MODERN AND SUSTAINABLE TRANSPORT INFRASTRUCTURE - PROJECTS

Project 16: Public Transport Integration. Seek cooperation by operators towards greater integration of services in the City and the early introduction of electric or hybrid buses. Improvements could include flexible ticketing allowing use of multiple operators, and extension of routes across the city centre to provide through journey opportunities especially to major employment and educational sites.

Project 17: Walking and Cycling Durham. Funding of a rolling programme of physical improvements and other measures to achieve greater shift to active transport modes and reduction of traffic conflicts. The programme should be developed via annual consultation and publication of progress reports including network audits, and should take into account the findings from the Forum's public engagement summarised in Maps 11 and 12 (<http://npf.durhamcity.org.uk/the-plan/maps/>).

Project 18: Rights of Way Durham. Registration of rights of way that are not currently registered (unrecorded footpaths and bridleways created before 1949 need to be recorded before 2026).

Project 19: Car Parking Provision. Review of existing city centre car parking arrangements to favour short term parking in recognition of changes in demand including development of 'Click and Collect' services. Consideration is needed of the potential for

additional Park and Ride sites on the south-west and south-east sides of the City, and extension of services into the evenings.

Project 20: Rail Service Enhancement. Working with Transport for the North, NECA and Nexus to improve early morning and late evening rail services, local services to Chester-le-Street, and to seek provision of rail connections to destinations such as Washington, Sunderland and Teesside.

Project 21: Taxi Service Modernisation. Upgrading of taxi ranks, introduction of emission controls on standing and idling of taxis in the City centre, and the limitation of use to electric and hybrid vehicles by 2023.

A6 A CITY WITH AN ENRICHED COMMUNITY LIFE - PROJECTS

Project 22: Local Sustainable Food. Implementation of the principles of healthier food availability and local sustainable food production through support for local initiatives including Transition Durham.

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APPENDIX B: DESCRIPTION OF THE CHARACTER AREAS IN THE DURHAM CITY CONSERVATION AREA

B1 THE PENINSULA CHARACTER AREA

B.1 The dramatic position of the Norman Cathedral and Castle on the raised plateau of the Durham Peninsula created a formidable citadel protected by encircling medieval defensive city walls incorporating fortified gateways and the natural defence afforded by the River Wear. The earliest Market Place and settlement were on Palace Green before being cleared by Bishop Flambard. The network of narrow streets radiating out from the Peninsula lead down Saddler Street, the site of a heavily fortified gateway, to the Market Place and out through the site of the Clayport Gate to Claypath and Gilesgate.

B.2 The evolution of the Peninsula from a fortified citadel with Cathedral and Castle, dominating the Market Place and town at the lower northern end, to a romantic landscape with ornamental gardens combine to create a distinctive character and identity of exceptional significance. The survival of the medieval street layout with key pilgrimage routes has remained largely unaltered. The physical and visual experience of narrow medieval streets obscuring views of the Cathedral and Castle and then suddenly revealing glimpses of the World Heritage Site add to the enjoyment of the environment. The variety, scale and character of the buildings, including a high percentage of Grade I, II & II* listed buildings and scheduled monuments, contribute to a quality of the multi-layered historic environment and its sense of place.

B2 THE FRAMWELLGATE CHARACTER AREA

B.3 The Framwellgate Character Area forms the north-western part of the Durham City Conservation Area. It includes the medieval streets of Framwellgate, Sidegate and Claypath; the eastern boundary is partially defined by Tinklers Lane. The area stretches westward to Wharton Park and the southern end of the Aykley Heads Estate leading across the railway line to Diamond Terrace, Sidegate and Crook Hall. The gentle bend of the river from Milburngate Bridge to The Sands includes new development at Walkergate and Freemans Reach; above the terraced Walkergate scheme is the Gala Theatre in Millennium Place and Claypath. On the south side of Claypath stand a terrace of businesses with residential cul-de-sacs located at intervals backing onto Leazes Road.

B.4 The setting is reinforced by the dramatic topography dominated by the Cathedral and Castle, below which lie the Market Place and St. Nicholas Church at the neck of the Peninsula, once protected by the Clayport Gate. The land falls dramatically to the riverbanks at Milburngate House and opposite at Walkergate. The land rises steeply to the north with an extensive open area above Crook Hall and beyond including the southern end of Aykley Heads.

B.5 The Framwellgate Character Area is of significant historical interest. The medieval town plan of the City, based on four 'boroughs', changed little over 600 years. The Bishops Borough included Framwellgate and Sidegate incorporating the medieval church of St. Margaret's, the parish of which included the whole of Framwellgate and the later mid-19th century church of St. Cuthbert; along the riverside at Walkergate stood the Bishops Mill. In 1450 the ancient Fram Well, an ancient monument located at the top of Sidegate, was given to the inhabitants of Durham. Sidegate benefited from the use of the well and became an important route into the City and the medieval manor house, Crook Hall. A leper hospital was established near the present St. Cuthbert's graveyard and close by was St. Leonard's hospital. On the eastern side of the area, Claypath was the main route to the City leading through the Clayport Gate. Pilgrims stayed at Kepier Hospital and took the route along the river arriving at the Clayport Gate.

B3 THE CROSSGATE CHARACTER AREA

B.6 The Crossgate Area occupies the western side of the River Wear and comprises two distinctive components. First the urban area which has developed around the main streets, roads and junctions running from Framwellgate Bridge (Crossgate, Allergate, South Street, North Road, Albert Street). The second part is formed by the green fringes such as Flass Vale in the north and Observatory Hill in the south. The northern boundary extends from Framwellgate Bridge following North Road as far as St. Leonard's School and then travels along the edge of Flass Vale. To the west the boundary extends to Newcastle Road at the junction of Nevilles Cross. To the south it reached the roundabout at Quarryheads Lane and to the east the incised river gorge of the River Wear.

B.7 The Crossgate Area, is one of the oldest sections of the City. Historically it constituted a separate borough containing the principle streets of Crossgate, Allergate and South Street. Its current primarily residential character is at least partly the result of 19th century residential expansion of this part of the City alongside the construction of North Road as a principal shopping street. The area's medieval origins and history, combined with multi-layered development, creates a rich variety of buildings and diverse historic streetscapes, while the area's rising topography creates magnificent views across the River Wear to the World Heritage Site. Also on the land rising away from the river is the green and wooded Flass Vale, while to the south of the area is the Observatory. These factors give rise to Crossgate's local distinctiveness and character and which make a significant contribution to the wider Durham City Conservation Area.

B4 THE ELVET CHARACTER AREA

B.8 The Elvet area comprises the historic boundaries of the two former medieval sub-settlements of the City; these being the Borough of Elvet which includes Old Elvet and New Elvet; the Barony of Elvet which was centred on St. Oswald's Church and today includes Hallgarth Street, Church Street, Whinney Hill, and part of Quarryheads Lane. The defining characteristic is the juxtaposition of the built form with the surrounding landscape. The area's western edge is formed by the gorge of the River Wear; to the east the flatter, open aspect around the racecourse and Green Lane, provides an important transition

between open countryside and the urban environment. The character area has the impressive backdrop of the Cathedral and Castle with many outstanding views.

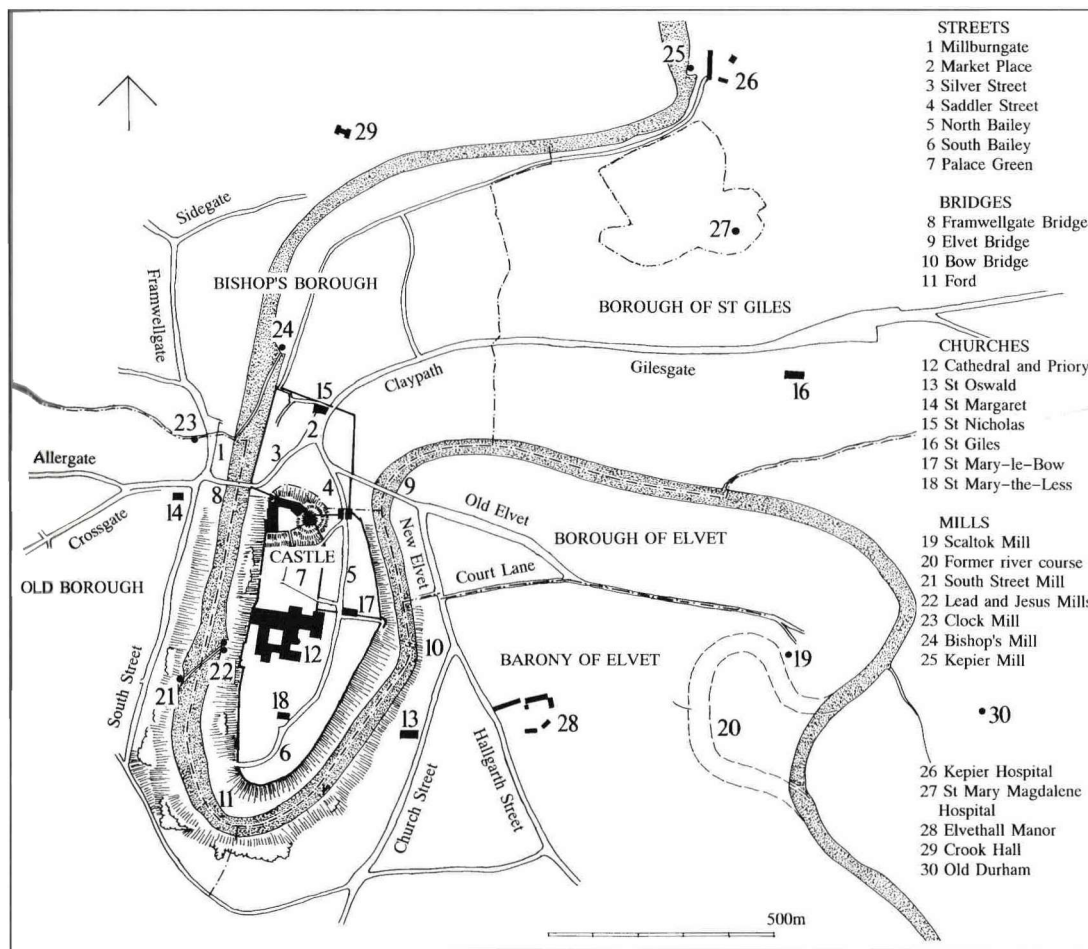
B.9 The area is significant for the surviving medieval street pattern, particularly in Old Elvet and Hallgarth Street, with historic buildings pressed tightly together directly onto the back of pavements, with evidence of medieval burgage plots at the rear; such house plans were the common design within the city centre. Old Elvet, one of Durham's most impressive streets, is noteworthy for its graceful Georgian facades along a medieval route. Vennels or passageways connect the riverside to the urban landscape, a characteristic of the whole City, contributing to pedestrian permeability.

B5 THE GILESGATE CHARACTER AREA

B.10 The Gilesgate Area occupies the north-eastern part of the Durham City Conservation Area. It is bounded to the north by the River Wear, just west of the medieval Kepier Hospital and its associated lands. It then wraps around the modern developments to the west of the Kepier site and meets the Framwellgate area at the eastern end of the Sands. At its eastern end the boundary runs tightly round the edge of the historic core of Gilesgate, along Young Street and down the eastern edge of Pelaw Woods and along the river until it meets the Elvet Area.

B.11 Gilesgate forms the north eastern boundary of the Durham City Conservation Area. Historically the area constituted one of the city's four separate boroughs which were essentially single street settlements which expanded towards the Peninsula. The Borough of St. Giles was a continuous street connection to Claypath, the borough boundary marked by Tinklers Lane, but was dissected in the 1960s by the construction of the A690. Notwithstanding this, the original street pattern is still distinguishable. The historic streetscape formed around the evolved village green that is lined with buildings from the 17th and 19th centuries. It has a dramatic setting resulting from the steeply rising land from which the World Heritage Site monuments can be seen from numerous vantage points.

Map of Durham in the late medieval period: its boroughs, churches and important buildings



Map and quote from 'Durham – 1000 years of history' by Martin Roberts with permission of the author.

At the end of the twelfth century the fortified peninsula at Durham was a citadel – an exclusive concentration of religious and political power. Within its castle walls lay the bishop's palace and his cathedral church. Between them were laid out around Palace Green the courts, exchequer and other great offices from which the bishop wielded his temporal power over much of Northumbria. Beyond the cathedral lay the Benedictine monastery, the successor of the Community of St. Cuthbert and custodian of his shrine ... This core of power, this command centre was not self-supporting. Durham's success as a political and religious capital lay as much in its ability to develop a community that serviced these two great institutions as the institutions themselves. The third element in the sustaining power of Durham was the medieval town.

(See <http://npf.durhamcity.org.uk/the-plan/maps/>)

APPENDIX C: HERITAGE ASSETS

LIST OF NON-DESIGNATED HERITAGE ASSETS, AND OF HERITAGE AT RISK (BOTH DESIGNATED AND NON-DESIGNATED)

C.1 In Durham County Council's Durham City Conservation Area Character Areas Appraisal (Durham County Council, 2016e) there are lists of listed buildings, notable unlisted buildings and heritage at risk (both listed and unlisted). Historic England (Historic England. Heritage at Risk Register) also lists heritage at risk. This information supports heritage Policies H5 and H6 and Project 5: Designation, Protection and Enhancement of Community Assets.

Table C1: List of Non-Designated Heritage Assets in the Durham City Conservation Area

| Character Assessment Area | Character Assessment Sub-area | Non-Designated Heritage Asset |
|----------------------------|-------------------------------------|---|
| Area 1 Peninsula | Palace Green | The Pace Building (extension to Palace Green library) |
| | | Former detached garage at Moyners Garth |
| | | No. 1 Dun Cow Lane |
| | The Baileys | No. 50 North Bailey |
| | | Hatfield College private chapel |
| | Saddler Street | 62, 66 Saddler Street |
| | Market Place | No: 8 to 10 Market Place |
| | Silver Street / Fowlers Yard | Silver Street No: 9a, 9b, 10, 11, 13/15, 18, 24, 29 |
| Area 2 Framwellgate | Aykley Heads | Garden House public house |
| | | County Hall |
| | | DLI Museum |
| | | Amphitheatre and walls, Wharton Park |
| | North Road | WW1 War Memorial, St Godric's |
| | | The Presbytery, Tenter Terrace |
| | | The school buildings, St. Godric's and St. Anne's Court, Castle Chare |
| | | The stone boundary walls to St. Godric's and St. Anne's Court |
| | | Railway walls leading to station approach |
| | | Tenter Cottage, No. 25 Tenter Terrace |
| | | Shakespeare Hall, 71, 72, 73 North Road |
| | | North Road No: 5 to 12, 65 (Weatherspoons, |

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|-------------------------|---|---|
| | | formerly Water Board), 64b |
| | | Reform Place, No: 74, 75, 76 North Road |
| | | The former Cinema, North Road |
| | | Milburngate No: 31, 32, 34, 35 |
| | Milburngate / Sidegate / Crookhall | Pennyferry Bridge |
| | | Crook Hall Farmhouse (south west of Crook Hall) |
| | | The Old Granary (west of Crook Hall) |
| | | The Old Coach House (north of Crook Hall) |
| | | Milburngate House |
| | The Sands, Riverside | Remnants of the Mill and Millrace |
| | | Former Durham County School (now Sixth Form Centre) Buildings |
| | | Former Durham County School (now Sixth Form Centre) walls |
| | | The Mortuary Chapel, St. Nicholas Cemetery |
| | | St. Nicholas Cemetery stone walls and gravestones |
| | Claypath Area | Claypath No: 18 (former Oldfields restaurant), 25, 26 (former Palladium Cinema), 29, 33 (former Post Office headquarters), 41, 43, 44, 48, 55/54, 58, 59, 60, 60a, 60b, 60c, 65, 79, 80 (Rajpooth restaurant), 81 (Blue Coat Cottage), 84a, 84b, 85, 86, 87, 88, 88a, 89, 90, 92, 92a |
| | | No: 1 – 5 Blue Coat Buildings |
| | | St Anthony's Vicarage |
| | | St Anthony's Cottage |
| | | Quaker Burial Ground |
| | | Kepier Court (former County Penitentiary), Bakehouse Lane |
| Area 3 Crossgate | | |
| | Western Hill | King's Lodge |
| | | St. Leonard's School main original building |
| | | St. Leonard's School Gatehouse |
| | | St. Leonard's School stone walls |
| | | St Cuthbert's Vicarage, Western Hill |
| | | No. 36 Albert Street |
| | | Field Houses Back Western Hill/Fieldhouse Lane |
| | | Industrial buildings near bottom of Back Western Hill |
| | | Grey House |
| | | Milburn House |
| | | Durham Light Infantry Cottages |
| | Viaduct | County Hospital, North Road |
| | | County Hospital walls (North Road, Waddington Street, Sutton Street) |
| | | Railway walls leading to the Viaduct up Flass Street/Redhills |
| | | The Bridge Hotel, North Road, Sutton Street |
| | | Bees Cottage, Sutton Street |
| | | Flass Well, Flass Street |
| | | Miners' Hall Villas (2) in Miners' Hall grounds |
| | | Miners' Hall walls, Flass Street/Redhills |
| | | Miners' Hall gatehouse, Redhills Lane |
| | | Redhills Villa, Flass Street |
| | | Flass House, Ainsley Street |
| | | United Reformed Church, Waddington Street |
| | | St Bede's Cemetery walls and some gravestones |
| | Crossgate / South Street | Crossgate No: 5, 6, 8, 12 and 13 (Elm Tree public house), 26, 27, 28, 51, 52, 64, 65, 69, 70 |
| | | Fighting Cocks public house, Crossgate |

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|--|--------------------------------|---|
| | | Allergate No: 19, 20, 27, 28, 29 |
| | | South Street No: 38, 22, 39, 40, 22 (East side), 21 |
| | | St. Margaret's Rectory, South Street and walls |
| | | Walls/railings, South Street |
| | | Walls/railings, Gravestones, Crossgate churchyard/Grape Lane |
| | | St. Margaret's former C of E School, Margery Lane |
| | | St. Margaret's former C of E School walls, Margery Lane |
| | | Former Crossgate Hospital Site, Crossgate Centre |
| | | Stone walls and railings of former Crossgate Hospital facing A690 |
| | | St. Margaret's Garth |
| | | St. Margaret's Chapel, corner of St. Margaret's Mews |
| | | Neville Street No: 19 to 23 |
| | Hawthorn Terrace | Byland Lodge, Laburnum Avenue |
| | | Harrison and Harrison former organ works, Hawthorn Terrace |
| | | Rington's Tea, former workshop/office HQ, John Street |
| | | Jubilee Cottage, May Street |
| | | Farnley Tower, The Avenue |
| | | Tower Cottage, The Avenue |
| | | Codeslaw House, No: 24 The Avenue |
| | | Rosslyn House, The Avenue |
| | | Oak Lea, The Avenue |
| | | Dunster House, The Avenue |
| | | Avenue House, The Avenue |
| | | Neville's Court and Coach House, The Avenue |
| | | Hillcrest, Farnley Hey Road |
| | | Farnley Hey/Lynhurst, Farnley Hey Road |
| | | Percy House, Percy Lane |
| | | Percy Lodge, Percy Lane |
| | | Sunnybrae, Percy Terrace |
| | | The Hermitage, Percy Terrace |
| | | Rokeby, Percy Terrace, No: 1 St Johns Road |
| | | Cross View Heights, No: 1c St Johns Road |
| | | Hilda House, St Johns Road |
| | | Baliol House, St Johns Road |
| | | St Johns Road No: 25 to 8 |
| | | Rokeby Villa, Crossgate Peth |
| | | Cross House, Crossgate Peth |
| | | Cross View House, Crossgate Peth |
| | | Cross View Cottage, Crossgate Peth |
| | | Neville's Cross Social Club, Crossgate Peth |
| | | Crossgate Peth No: 25 to 22, 11 to 20 (excludes Lodge) |
| | Pimlico / Durham School | Observatory House, Potters Bank |
| | | Walls to the rear of the Observatory |
| | | Trinity Hall, Grove Street |
| | | The Caffinites, Grove Street |
| | | Poole House, Margery Lane |
| | | Pimlico numbers 4, 6 |
| | | Walls to riverbanks in Pimlico |
| | | Grove Street No: 1, 2, 3 |
| | | The Chapel, Durham School |
| | | Sanatorium, Durham School |
| | | Frontage building, Durham School |
| | | Swimming Pool Building, Durham School |
| | | Walls of Durham School |

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|-------------------------|--|---|
| | | Nevilledale Terrace No: 9 to 25 |
| Area 4 Elvet | <i>New Elvet and Old Elvet</i> | The Cathedrals (former police station), Court Lane |
| | | The Masonic Hall, Old Elvet |
| | | Elvet Methodist Church and Sunday School, Old Elvet |
| | | Old Elvet No: 2 to 3a |
| | | Dunelm House, New Elvet |
| | | New Elvet No: 3 to 9, |
| | | Swan and Three Signets Public House, Old Elvet Bridge |
| | <i>Riverside</i> | Former Public Swimming Baths, Elvet Riverside |
| | | The original cricket pavilion |
| | | The original Bowling Club building |
| | | The brick railway bridge abutments associated with Elvet Railway |
| | <i>Green Lane / Whinney Hill</i> | Mount Joy farmhouse and associated farm buildings |
| | | Former Durham Johnston School, Whinney Hill |
| | | Random rubble sandstone boundary wall to south of Green Lane associated with former Elvet railway |
| | <i>Church Street / Hallgarth Street</i> | Victorian railway cottages at eastern end of Green Lane |
| | | Church Street No: 8,9 |
| | | St Oswald's Vicarage (No: 27 and 27a), Church Street |
| | | Hallgarth Street No: 60 to 62 |
| | | Mount Joy Crescent |
| | | Bow School |
| Area 5 Gilesgate | <i>Upper Gilesgate</i> | Gilesgate No: 10 to 19, 57 to 66, 98-99 (former Methodist Chapel, now funeral directors), 113 to 115, 137 to 139 |
| | | Charles Stranks House |
| | | Grove House, Gilesgate |
| | | Gilesgate war memorial |
| | | Manor House |
| | | York House |
| | | Alma House |
| | <i>College of St. Hild and St. Bede / Riverside</i> | Historic stone St. Hild College buildings, including former chapel |
| | | The former Hall (now gymnasium) to the south of the Chapel and the half brick half-timbered building tucked to the north of this Hall |
| | | Historic stone Bede College buildings including former Model School |
| | | Detached white rendered Edwardian dwelling (former Principal's house), Pelaw Leazes Lane |
| | | Former Victorian school building, Hild's Lane |
| | <i>Lower Gilesgate</i> | Ravenworth Terrace |
| | | Gilesgate No: 10 to 19, 57 to 66 |
| | | Kepier House |
| | <i>Kepier / Riverside / St Mary Magdalene's</i> | 19 th century brick kiln to north of Kepier Hospital |

Table C2: List of Heritage at Risk in the Durham City Conservation Area

| Character Assessment Area | Character Assessment Sub-area | Heritage at Risk (listed buildings marked with *) (in the national Heritage At Risk Register = ‡) |
|--|--|---|
| Area 1 Peninsula | | Castle Walls*‡ |
| | Saddler Street | 34, 35 and 35a Saddler Street* |
| | Riverbanks | Count's House* |
| | | Prebends Bridge*‡ |
| Area 2 Framwellgate | North Road | The Former Miners Hall, 15-17 North Road* |
| | | The former Cinema |
| | | The United Bus Company Canteen, North Road* |
| | | Railway walls leading to Station Approach |
| | Milburngate / Sidegate / Crookhall | Milburngate House (demolished 2017) |
| | The Sands, Riverside | The Mortuary Chapel, St. Nicholas Cemetery |
| | | St. Nicholas Cemetery stone walls and graveyard |
| Claypath Area | Claypath No: 18 (former Gas Board offices and latterly Oldfields restaurant), 25, 26 (former Palladium Cinema), 29 (demolished 2017) | |
| Area 3 Crossgate | Western Hill | Industrial buildings near bottom of Back Western Hill |
| | Viaduct | County Hospital and its walls (North Road, Waddington Street, Sutton Street) |
| | | Flass Well, Flass Street |
| | | The Bridge Hotel, North Road |
| | | St Bede's Cemetery walls and some gravestones |
| | Pimlico/Durham School | Walls to the rear of the Observatory |
| Area 4 Elvet | New Elvet and Old Elvet | Dunelm House, New Elvet |
| | Riverside | Former Public Swimming Baths, Elvet Riverside |
| | | The brick railway bridge abutments associated with Elvet Railway |
| | | Mount Joy farmhouse and associated farm buildings |
| | Green Lane/Whinney Hill | Former Durham Johnston School, Whinney Hill (planning permission given for demolition) |
| | Church Street/Hallgarth Street | Church Street No: 31, 32, 33* |
| The Tithe Barn Durham Prison Officers Club, Hallgarth Street*‡ | | |
| Area 5 Gilesgate | Upper Gilesgate | Vane Tempest Hall and Stable Blocks* |
| | | York House, St. Hild's Lane |
| | Lower Gilesgate | Kepier House |
| | Kepier / Riverside / St Mary Magdalene's | Chapel of St Mary Magdalene* |
| | | 19 th century brick kiln to north of Kepier Hospital |

C.2 The Durham City Neighbourhood Forum, based on public feedback, has identified non-designated heritage assets in Our Neighbourhood outside the Durham City Conservation Area:

- Sheraton House, Merryoaks

C.3 And additional heritage at risk

- Dryburn House (Grade II listed), University Hospital of North Durham grounds (planning permission given for demolition)

APPENDIX D: POPULATION, HOUSEHOLDS, HOUSING AND SITES

D1 POPULATION

D.1 The evidence for the social profile of Our Neighbourhood comes principally from the Super Output Areas of the April 2011 national census (Office for National Statistics, 2011), recording a total of 20,616 people living in Our Neighbourhood. 10,605 of these were boys or men, and 10,011 girls or women. Most of this discrepancy is accounted for by 514 male prisoners in Durham Jail. (The prison has a capacity of 1,017 but only 514 of them have been recorded in the census statistics.)

D.2 Over half (53%) of the residents were students, who numbered 10,916. Some of these are sixth-formers who had attained the age of 18, but the vast majority are at Durham University or New College. It should be noted that the University of Durham's own figures show 12,733 for the Census year, but this difference can be explained by the fact that not all students live within Our Neighbourhood. The area with the highest concentration of students (87%) is the South Road group of colleges. Here there are 4,494 persons comprising 3,924 students and 570 long-term residents.

D.3 The long-term (i.e. non-student) population of 9,700 has roughly the same age balance as for the rest of County Durham, except that 11% are aged 75 or over as opposed to 8% in the County as a whole. 33% of the long-term residents are retired (25% in the County), and only 3% are sick or with disabilities (7% in the County). These comparisons indicate that Our Neighbourhood will have a greater demand for elderly accommodation of varying degrees of shelter and care, for day centres and for domiciliary care services but less proportionate need than in the County as a whole for provision for school places, playgrounds and so on. The nature of retailing and other leisure activities will also be affected by the greater proportion of elderly people. As to whether the lower proportion with sickness and disability will offset the health care needs for a more elderly population is not clear. Only 15.7% of the population is non-White British, but this is not typical of County Durham which has just 3.4% non White British. The main minority ethnic groups in Our Neighbourhood are Chinese (2.7%); Indian (1.3%); and Other Asian (1.2%), reflecting the international nature of the University.

D.4 In terms of the level of economic activity of the residents of Our Neighbourhood, 32.5% of residents (including students) are recorded in the 2011 Census as being economically active as against 57.3% in County Durham as a whole. This contrast can be explained on the basis of the presence of students, and to a lesser extent by the higher proportion of retired people.

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| Ward | Total persons 16-74 years old | Econ active full-time employees | Econ active part-time employees | Econ active self employed | Total econ active | % econ active |
|--------------------|-------------------------------|---------------------------------|---------------------------------|---------------------------|-------------------|---------------|
| Elvet & Gilesgate | 9,586 | 681 | 200 | 134 | 1,015 | 10.6% |
| Neville's Cross | 7,995 | 2,118 | 634 | 490 | 3,242 | 40.6% |
| Durham South* | 4,908 | 633 | 2,108 | 312 | 3,053 | 62.2% |
| Our Neighbourhood* | 22,489 | 3,432 | 2,942 | 936 | 7,310 | 32.5% |
| County Durham | 383,796 | 50,595 | 143,922 | 25,309 | 219,826 | 57.3% |

* Durham South Ward extends to Shincliffe Village outside the area of Our Neighbourhood

D.5 The dominant occupations of the residents in Our Neighbourhood who are in employment are education (25.6%); health and social services (11.12%); and retail and wholesale (10.7%). These figures demonstrate the role of Durham City as a major centre for the whole County through being the location of County Hall, the University Hospital of North Durham and the University of Durham, though of course most of the people who work at these locations live outside Our Neighbourhood and indeed outside Durham City.

| Ward | Total residents in employment | Retail and wholesale | Accom'n and food services | Professional and scientific services | Education services | Human health and social services |
|--------------------|-------------------------------|----------------------|---------------------------|--------------------------------------|--------------------|----------------------------------|
| Elvet & Gilesgate | 2,175 | 228 | 447 | 134 | 656 | 151 |
| Neville's Cross | 3,873 | 338 | 303 | 335 | 1,179 | 474 |
| Durham South* | 3,158 | 423 | 188 | 200 | 524 | 402 |
| Our Neighbourhood* | 9,206 | 989 | 938 | 669 | 2,359 | 10,27 |
| Percentages | 100.0% | 10.7% | 10.2% | 7.3% | 25.6% | 11.2% |
| County Durham | 227,894 | 33,261 | 12,257 | 8,789 | 23,836 | 31,923 |
| Percentages | 100.0% | 14.6% | 5.3% | 3.9% | 10.4% | 14.0% |

* Durham South Ward extends to Shincliffe Village outside the area of Our Neighbourhood

D.6 The residents of Our Neighbourhood also notably hold more qualifications than is the case across the County: some 37% hold Level 3 ('A' level equivalent) qualifications compared with 14% in County Durham.

| Ward | Total persons over 16 years old | Number with Level 3 | % with Level 3 |
|--------------------|---------------------------------|---------------------|----------------|
| Elvet & Gilesgate | 9,958 | 5,645 | 59% |
| Neville's Cross | 8,629 | 2,751 | 32% |
| Durham South* | 5,543 | 598 | 11% |
| Our Neighbourhood* | 24,130 | 8,994 | 37% |
| County Durham | 425,258 | 57,957 | 14% |

* Durham South Ward extends to Shincliffe Village outside the area of Our Neighbourhood

D.7 The health of the residents of Our Neighbourhood is above average: about 89% are in good or very good health, somewhat better than the figure of 76% for County Durham which reflects the long-standing damage to health and well-being caused in the traditional industries of County Durham beyond Durham City: coal-mining, railway engineering, ship-building and heavy engineering.

| Ward | % with good or very good health |
|--------------------|---------------------------------|
| Elvet & Gilesgate | 91% |
| Neville's Cross | 90% |
| Durham South* | 79% |
| Our Neighbourhood* | 89% |
| County Durham | 76% |

* Durham South Ward extends to Shincliffe Village outside the area of Our Neighbourhood

D.8 The Index of Multiple Deprivation 2015 (Department for Communities and Local Government. OpenDataCommunities) reveals the legacy from those former industries: many communities of the County are amongst the 10% most deprived neighbourhoods in England. In contrast, Our Neighbourhood is in the 30% least deprived; indeed Neville's Cross is in the 10% least deprived. Put another way, out of a score of 100 for the least deprived places in England, Neville's Cross stands at 96.

| Area | Deprivation rank (out of 32844, where 1 is the most deprived in England) | In decile cluster of least deprived neighbourhoods in England | Ranking out of 100 |
|------------------------------------|--|---|--------------------|
| Claypath/The Sands | 23,986 | 30% | 73 |
| Elvet East | 11,502 | 40% | 35 |
| Elvet West | 24,697 | 30% | 75 |
| Crossgate North | 21,968 | 40% | 66 |
| Crossgate South | 32,457 | 10% | 99 |
| North End | 29,553 | 20% | 90 |
| Neville's Cross North | 31,767 | 10% | 97 |
| Neville's Cross South | 31,421 | 10% | 96 |
| Our Neighbourhood* (approximately) | 26,000 | 30% | 79 |

* Durham South Ward extends to Shincliffe Village outside the area of Our Neighbourhood.

D2 HOUSEHOLDS

D.9 At the time of the 2011 Census there were 20,616 people in 5,410 households in Our Neighbourhood, representing a crude overall household size in 2011 of 3.811. This displays the severely distorting effects of student households. The number of non-student households is estimated on the basis of the County average household size to be about 4,200.

D.10 The University's figures show that there were 12,733 students in the academic year 2011/12 and there are now 15,475 in 2016/17. These figures show that 9,123 of this number live outside of Colleges, nearly all in rented accommodation known as Houses in Multiple Occupation.

D.11 The area with the highest concentration of students (87%) is 030G - the Hill colleges and Houghall. Here there are 4,494 persons comprising 3,924 students and 570 long-term residents.

D12 Owner-occupation is 53% (as compared with 66% for County Durham as a whole); 8% is social housing (20% in County Durham); and private rental is 36% whereas for

County Durham it is just 12%. These comparisons indicate that housing tenure in Our Neighbourhood is distinctly shaped by student rentals.

D.13 If we aspire to a stable long-term population in Our Neighbourhood of 9,700 right through our Neighbourhood Plan period then, at national rates of household size decline, there would be about 4,400 households in 2033. This calculated increase of about 200 households therefore requires at least 200 more dwellings over the period in order for the resident population of Our Neighbourhood to be able to stay at 9,700.

D3 STUDENT ACCOMMODATION

D.14 The base-line figures for the numbers of University of Durham students - undergraduates and postgraduates, full-time and part-time - are for 2016/17 (in Table D1):

Table D1: Accommodation location and student numbers

| Accommodation location | Home | Rented | College | Other | Total |
|------------------------|-------|--------|---------|-------|---------|
| Durham Campus | | | | | |
| Undergraduate | 246 | 5,680 | 4,755 | 470 | 11,151 |
| Postgraduate/distance | 1,229 | 1,495 | 1,597 | 3 | 4,324 |
| Total | 1,475 | 7,175 | 6,352 | 473 | 15,475 |
| Stockton Campus | | | | | |
| Undergraduate | 256 | 1,049 | 967 | 63 | 2,335 |
| Postgraduate/distance | 16 | 48 | 52 | 1 | 117 |
| Total | 272 | 1,097 | 1,019 | 64 | 2,452 |
| Both Campuses | | | | | |
| Undergraduate | 502 | 6,729 | 5,722 | 533 | 13,486 |
| Postgraduate/distance | 1,245 | 1,543 | 1,649 | 4 | 4,441 |
| Total | 1,747 | 8,272 | 7,371 | 537 | 17,927* |

**Note that 417 students in the School of Medicine, Pharmacy and Health have now transferred to Newcastle University, leaving the total for the University of Durham as 17,510*

Source: Durham University, Student Registry, Online Statistics, College Statistics, Accommodation (numbers surveyed in December 2016: Table 1.9 Term time accommodation)

D.15 Durham University (2016, 2017a) has published its Strategy and Estate Masterplan for the development of the University over the decade 2016/17 to 2026/27. The key points are to base the majority of the 2,500 students from the Stockton Queen's Campus in Durham City from 2018/19, joining the 15,500 students already in the City, and to increase

the student population to 21,500 by 2027. The Masterplan states that the University will have an additional 4,000 students, maximum, by 2026/27. It follows that the number to be accommodated in Durham City is planned to increase by about 6,000 by 2026/27. We calculate that this is an approximately 40% increase.

D.16 Further, the University aims to increase the proportion of students living in University accommodation from 42% now to between 50% and 55% in 2026/27. On that basis, there would need to be an increase in University accommodation from the present (2016/17) level of 6,352 beds in Durham to up to 11,825 beds in 2026/27 i.e. about +5,500 beds.

D.17 The University has planning permission for a new 1,000-bed College at Mount Oswald. It will therefore need to identify sites for up to a further 4,000 beds somewhere in Durham City.

D.18 There were, as of the base date of 2016/17, already built, under construction, approved or proposed PBSAs (purpose built student accommodation) in the wider Durham City for over 5,000 extra bed-spaces (Durham City Neighbourhood Planning Forum, Large student residences). Under current interpretations these do not count as 'living-in' University accommodation and thereby fail to contribute to the University's aim of up to 55% living-in. However, the University is considering entering into partnership arrangements such that at least some PBSAs could be classified as College-affiliated and thereby 'living-in'. In any case, some of the approved or proposed PBSAs are in unsatisfactory locations, and some of the existing PBSAs are not 100% occupied.

D.19 The University's aspiration for between 50% and 55% of its students to 'live in' means that up to 50% would 'live out'. In 2026/27 this would amount to 10,750 students 'living out'. At present a total of 9,123 live out, so the University's plans would imply that up to 1,600 or so additional bed spaces outside of University and University-affiliated accommodation will be needed. These may be provided in non-affiliated PBSAs but far more likely is that most would be in yet more homes being converted to houses in multiple occupation (HMOs). There is, however, an important issue on what students themselves prefer by way of accommodation. First year students must 'live in'. Thereafter, they can choose and the indications from the Geography Department survey (Durham University, Geography Department, 2015) of students' accommodation preferences are that most prefer to 'live-out'. If say 50% of the 6,400 extra students prefer HMOs (houses in multiple occupation) then (at about 5 students per HMO) about 640 existing family houses will be lost, causing the resident population to decline by about 1,400 people.

D4 OLDER PEOPLE ACCOMMODATION

D.20 Within the long-term resident population in Census year 2011 of 9,700 11% were aged 75 or over as opposed to 8% in the County as a whole. The population aged 80 and over is projected by the County Council to increase by 89% (Durham County Council (2016c) 'Issues and Options' document adopts the ONS 2012-based population

projections for County Durham as being the latest official projections available at the time the document was prepared (February 2016)).

D.21 The implications for residential accommodation are profound:

- Downsizing, whether voluntary or compulsory (the "bedroom tax"), creates a demand for more smaller dwellings of various kinds - for example, bungalows, apartments, and re-occupation of terraced housing. This in turn releases larger properties which, in Durham City, can be family homes.
- The increase in independent older people is creating a demand for good quality accommodation located conveniently for services.
- As independence declines, whether through physical or mental decline, more specialised accommodation is required. This can range from merely the presence on-site of a warden through to full nursing support.
- From Forum consultations with developers it is clear that there is a market opportunity in Durham City for good quality independent living accommodation.

D5 ACCOMMODATION FOR YOUNG PROFESSIONALS, SINGLETONS, COUPLES STARTING OUT

D.22 Although the Forum's public consultation (Durham City Neighbourhood Planning Forum, 2015) expressed a particular need for accommodation for these groups, there is a lack of evidence to substantiate the provision that should be made. It may be that some of the high specification PBSAs (purpose built student accommodation) will prove to be attractive to these groups, especially for those who wish to rent so as to remain mobile.

D.23 However, couples starting out are being priced out of the owner-occupier market and this has led to a pre-occupation with providing so-called 'starter homes' (defined as costing no more than 80% of prevailing local prices). In Durham City subsidised prices can only be achieved by either setting a percentage requirement within planning policies or by the use of land currently held in the public sector. Both remedies are used nationally.

D6 HOUSING SITES

D.24 The following analysis (Table D2) is drawn from Durham County Council's latest available SHLAA (Strategic Housing Land Availability Assessment) (2013 updated to 2014; Durham County Council, 2014a). When a more up-to-date SHLAA becomes available we will revise these details. It is noteworthy that, throughout Our Neighbourhood, there are student accommodation developments on land that would otherwise be suitable for 'normal' residential units e.g. County Hospital, Chapel Heights, Kepier Court, Berendsen's laundry.

Table D2: Housing sites in Durham County Council SHLAA 2014

| Durham County Council's Deliverable SHLAA 2014 sites | Housing capacity In SHLAA 2014 | Comments in SHLAA 2014 |
|--|--------------------------------|------------------------|
| Sites under construction | | |
| 4/DU/79 Mount Oswald | 291 | Under construction |
| 4/DU/128 Former Bus Depot, Waddington Street | 19 | Under construction |
| 4/DU/40 Potters Bank | 22 | Under construction |
| 4/DU/84 Former Dryburn Hospital site | 27 | Under construction |
| 4/DU/44 Durham Johnston School Annexe | 14 | Under construction |
| Sub-Total | 373 | |
| Sites approved but not yet started | | |
| 4/DU/25 Durham Johnston School, Whinney Hill | 77 | Permitted, not started |
| 4/DU/19 Police Headquarters | 268 | Permitted, not started |
| Sub-Total | 345 | |
| TOTAL | 718 | |

Note: Some of these developments have now been completed

D.25 We contend that many of the brownfield sites classified in SHLAA 2014 as 'unachievable' within 5 years to 2019 should be included in the reckoning for the fourteen year period 2019 to 2033. We continue to challenge the Council's assertion in paragraph 4.202 of the withdrawn County Local Plan that a full assessment of brownfield sites has been undertaken within SHLAA 2013. The sites included and assessed in SHLAA 2013 were only those put forward by representatives of the County Council, the Home Builders' Federation, local land agents, planning consultants and a registered social landlord. There appears to have been no input from local community groups or residents' associations.

D.26 SHLAA 2013 accepted the rejection by house-builder representatives of many brownfield sites apparently without independent assessment of the reasons for rejection. Many of the rejected sites in Durham City are able to accommodate viable housing development schemes, if not within the five years 2014 to 2019 then in the subsequent fourteen years 2019 to 2033.

D.27 Our list of such longer-term achievable sites is as follows in Table D3:

Table D3: Longer-term achievable sites

| Additional SHLAA 2013 housing sites within the built-up area of Durham City (with SHLAA 2013 rating in brackets) | SHLAA 2013 capacity (no. dwellings) | Our comments |
|---|--|---|
| 4/DU/56 Kepier House (amber - unachievable) | 35 | In fact it received approval in June 2015 for 35 units |
| 4/DU/131 Former Shell garage, A167 (green - not achievable) | 8 | Why not between years 6 and 20? Especially as it has now been cleared and is operating as a temporary car park |
| 4/DU/129 Passport Office, Framwellgate Peth (amber - not achievable) | Up to 60 | This site is now approved for a major development including a high-quality residential scheme for 440 units i.e. 380 more |
| TOTAL ADDITIONAL SITES | Up to 103 | Plus 380 more i.e. up to 483 |

D.28 Adding these up to 483 dwellings on longer-term achievable sites to the total of 718 from Table D2 gives a total of sites for 1,201 dwellings within Our Neighbourhood.

D.29 There will, in addition, be 'windfall' sites (SHLAA 2014 calculates for the Central Durham Delivery Area an average of 23 per annum, so 437 over 19 years) and also the contribution from sites under 0.4 hectares (SHLAA 2014 estimates for Central Durham an average of 34 per annum, so 646 over 19 years). These together add 1,083 units in the Central Durham Delivery Area over the nineteen year period 2014-2033. Assuming that perhaps a quarter might be in Our Neighbourhood part of Central Durham, these two sources would together provide 270 dwellings over the period. Adding this to the 1,201 dwellings on identified sites summarised in paragraph 21, the total capacity is for 1,471 new dwellings in Our Neighbourhood by the year 2033.

D.30 If further houses become available for the long-term residents of Our Neighbourhood through the release of houses currently occupied by groups of students, this could amount to perhaps 500 over the period.

D.31 Even without the potential release of HMOs (houses in multiple occupation) and without the uncertain sites, we have sites for at least 1,000 new dwellings. This allows plenty of choice for developers. If all these sites are developed to accommodate long-term residents, we could see the resident population of Our Neighbourhood increase by as much as 2,000. This, however, does not balance against the University's plans to increase the student population by about 6,400 over the next 10 years and the consequent consumption of available development sites by PBSAs and conversion of homes to HMOs.

D7 THE CONSULTATIVE HOUSING WHITE PAPER, FEBRUARY 2017

D.32 The Government published a consultative Housing White Paper 'Fixing Our Broken Housing Market' (Department for Communities and Local Government, 2017a) in February 2017 setting out ideas for increasing the production of new housing. That consultation closed just before the General Election in June 2017 and a finalised version has not yet been produced. One of the initiatives in the White Paper is to introduce a standardised approach to assessing housing requirements. Consultations on the proposed standardised methodology were launched in September 2017 (Department for Communities and Local Government, 2017b), accompanied by the resulting rate of house-building for each local planning authority: 1,368 per annum in the case of County Durham. The County Durham Local Plan Issues and Options report of June 2016 envisaged rather higher annual rates for the 17 year period of the Plan up to the year 2033. A total of 23,256 additional dwellings would be required in County Durham under the Government's proposed standardised methodology, as compared with between 26,061 and 29,189 portrayed in 'Issues and Options'. At the time of writing (September 2017) Durham County Council's response to the proposed lower rate has not been determined.

D.33 Specific recognition is given in the September consultation on the proposed standardised methodology to the needs of neighbourhood plan preparation. Normally the local planning authority would provide a figure, derived from the relevant development plan. However, many development plans are out-of-date and of course do not use the proposed standardised methodology. The Government suggests that a simple pro-rata approach should be used: the population in the neighbourhood plan area as a proportion of the population of the whole local planning authority area, and this proportion applied to the total housing requirement. Our Neighbourhood's population is 4% of the County Durham total, so 4% of 23,256 i.e. 930 new dwellings would be required. However, this approach is inappropriate given that half the population in Our Neighbourhood are University students whose accommodation is in Colleges, PBSAs (purpose built student accommodation) and HMOs (houses in multiple occupancy). The 9,700 non-student population is 1.9% of the County Durham total, and this proportion represents a need for 442 new dwellings by the year 2033

D.34 In housing Policy D1 we identify land for 521 new dwellings, with a further 38 if particular issues can be resolved. This is more than sufficient to meet the requirement established under the Government's proposed approach.

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APPENDIX E: ASSETS IN OUR NEIGHBOURHOOD

Table E1: Landscape and Natural Environment Sites in Our Neighbourhood

| | |
|--|---|
| Green Belt area within Our Neighbourhood | Aykley Heads, Sidegate, Franklands Lane |
| | Maiden Castle |
| | Land south of the A177 |
| | Land west of the A167 |
| Agricultural Land | Arbour House Farm |
| | Baxter Wood Farm |
| | Elvet Moor Farm |
| | Farewellhall Farms |
| | Frankland Farm (part in Our Neighbourhood) |
| | Houghall Farm at East Durham College's Houghall Campus |
| | Fields: Merryoaks, Mountjoy, Potters Bank, Whinney Hill |
| Allotments and Community Gardens | Crossgate Community Garden, Laburnum Avenue |
| | Green Lane allotments |
| | May Street allotments |
| | North End allotments |
| | St Margaret's allotments, Margery Lane |
| | Wharton Park Community Garden |
| Cemeteries | Bow Cemetery, Potters Bank |
| | Durham Cemetery and Crematorium, South Road |
| | Redhills Roman Catholic Cemetery, Redhills Lane |
| | St Cuthbert's Anglican Church Cemetery, Framwellgate Peth |
| | St Margaret's Cemetery, Margery Lane |
| | St Nicholas' Cemetery, Providence Row |
| | St Oswald's Cemetery, Church Street |
| | Stockton Road Cemetery |
| Green Assets | |
| Sites of Special Scientific Interest (SSSI) | None |
| Local Nature Reserves (LNR) | Aykley Wood |
| | Flass Vale |
| Local Wildlife Sites (LWS) | Baxter Wood |
| | Blaid's Wood |
| | Flass Vale |
| | Hopper's Wood |
| | Houghall, Maiden Castle and Little High Woods |
| | Moorhouse Wood |
| | North Wood |

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| | |
|---|--|
| | Pelaw Wood |
| | Saltwell Gill Wood |
| Ancient Semi-Natural Woodland (ASNW) | Blaid's Wood |
| | Borehole Wood |
| | Farewell Hall Wood |
| | Great High Wood |
| | Hollinside Wood |
| | Hoppers Wood |
| | Maiden Castle Wood |
| | Moorhouse Wood |
| | North Wood |
| | Pelaw Wood |
| | Saltwell Gill Wood |
| Protected habitats/species | |
| Habitats: | Ancient and/or species-rich hedgerows |
| | Ancient semi-natural woodland |
| | Veteran trees |
| | Ponds |
| | Rivers and streams |
| | Road verges of conservation importance |
| Species: | Amphibians (frogs, toads and newts), particularly the Great crested newt |
| | Badgers |
| | Barn owls |
| | Bats (all species) |
| | Hedgehogs |
| | House sparrows |
| | Otters |
| | Salmon |
| | Sea trout |
| | Wild birds, their nests and eggs |
| County Geological Site | River Wear Gorge at Durham City |
| Footpaths | Many Public Rights of Way |
| Trees | Trees with preservation orders |
| Parks, Gardens and Woods | Botanic Gardens, Durham University, South Road |
| | The Houghall Arboretum and Pinetum, East Durham College, Houghall Campus |
| | Crook Hall Gardens |
| | Linear Park, Mount Oswald (proposed) |
| | Low Burnhall, Woodland Trust wood |
| | Peninsular Woodlands |

| | |
|--------------------------|---|
| | Wharton Park |
| Open Green Spaces | Aykley Heads |
| | Bowling Green (now unused), Elvet Waterside |
| | Gilesgate Green |
| | Hollow Drift (field adjacent to Durham City Rugby Club ground) |
| | Observatory Hill |
| | Peskies Park |
| | The College |
| | The riverbanks (the parts of the riverbanks that are not just pavements) |
| | Roundabouts, e.g. Gilesgate Roundabout |
| | The Sands |
| Urban Open Spaces | Fowler's Yard |
| | High Street |
| | Market Place |
| | Millennium Place |
| | Palace Green (with some characteristics of an open green space) |
| | The riverbanks in the City Centre (the parts of the riverbanks that are just pavements) |

Table E2: Summary of Heritage Assets in Our Neighbourhood

| | |
|---------------------------------------|--|
| World Heritage Site | Durham Cathedral and Castle |
| Registered battlefield | Battle of Neville's Cross 1346 |
| Registered park and garden | Burn Hall |
| Scheduled ancient monument | Prebends Bridge |
| | Chapel of St Mary Magdalene, A690 |
| | The Watergate, South Bailey |
| | Framwellgate Bridge |
| | Elvet Bridge |
| | Maiden's Bower round cairn, Flass Vale |
| | Maiden Castle promontory fort |
| Listed buildings/structures | 457; 42 Grade I; 27 Grade II*, 388 Grade II |
| Conservation areas | Durham City Burnhall Shincliffe (adjacent to Our Neighbourhood) Sunderland Bridge (adjacent to Our Neighbourhood) |
| Non-designated heritage assets | 331 |

Note: Non-designated heritage assets as listed in the Durham City Conservation Area Appraisal report (Durham County Council, 2016e)

Table E3: Public and Community Services and Facilities in Our Neighbourhood

| | |
|---|---|
| Health and Social Care Establishments | Child and adolescent mental health services (CAMHS), North End House, North End |
| | Claypath and University Medical Group, Gilesgate and Green Lane |
| | Claypath Dental Practice, Claypath |
| | Durham City Smiles, Crossgate (dental practice) |
| | Durham City Centre Youth Project, North Road |
| | Elvet Dental Practice, Old Elvet |
| | Food Bank, Framwellgate Peth |
| | Hallgarth Care home, Hallgarth Street |
| | Kingsgate Dental, Church Street |
| | mydentist, Framwellgate Bridge |
| | Neville Court (care home), Darlington Road, Nevilles Cross |
| | St Cuthbert's Hospice |
| | St Margaret's Care Home, Crossgate |
| | St. Margaret's Health Centre, Crossgate (specialist NHS clinics) |
| | St. Margaret's Centre, Margery Lane (mental health) |
| | University Hospital of North Durham |
| Waddington Street Day Centre, Waddington Street (mental health) | |
| Public Services | Council offices, Millennium Place |
| | Central Library, Millennium Place |
| | Durham City Police Station, New Elvet |
| | Durham Constabulary Headquarters, Aykley Heads |
| | Durham County Council, County Hall, Aykley Heads |
| | Durham County Court and Family Court Hearing Centre, Green Lane |
| | Durham Crown Court, Old Elvet |
| | HM Prison Durham |
| | National Savings and Investments, Durham Office |
| | Passport Office Durham |
| | Post Office, WH Smith, Marketplace |
| | Public Toilets: Cathedral, Clayport Library, Durham Bus Station, Durham Indoor Market, Gala Theatre, Palace Green, Prince Bishops multistorey car park, Railway Station, Wharton Park |
| | Community Facilities |
| Antioch House, Crossgate | |
| Community Centre, Merryoaks (proposed), Park House Road | |
| Durham City Workmen's Club and Institute, Crossgate | |
| Durham Miners Hall, Redhills | |
| Elvet Methodist Church Hall, Old Elvet | |

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| | |
|---------------------------------|---|
| | Masonic Hall, Old Elvet |
| | North Road Methodist Church, North Road |
| | Nelson Hall Scout Hut, behind St. John's Church, Nevilles Cross |
| | Redwood Lodge Community Centre, behind St. Oswald's School between Church Street and Stockton Road |
| | Shakespeare Hall, North Road |
| | St. John's Church Centre, Nevilles Cross |
| | St. Oswald's Institute, Church Street |
| | Wharton Park meeting room, Wharton Park |
| Cultural Facilities | Crook Hall |
| | Crushed Chilli Gallery |
| | Durham Cathedral (Cathedral, Library, Open Treasure) |
| | Durham City Theatre, Fowler's Yard |
| | Durham Museum and Heritage Centre, North Bailey |
| | Durham Student Theatre, North Bailey |
| | Durham University (Castle Museum, Library (public access for reference purposes), Museum of Archaeology, Musicon, Oriental Museum, Palace Green Library) |
| | Empty Shop |
| | Events and festivals (Book Festival, Brass Festival, Christmas Market, Durham City Run, Fire and Ice, Lumiere, Miners' Gala, New Year's Eve Lantern Parade, Regatta, Seasonal Markets, Street Festival) |
| | Fowler's Yard Creative Workspaces |
| | Gala Theatre and Cinema (plus two more cinemas approved) |
| | World Heritage Site Visitor Centre, Owengate |
| Religious Establishments | Christchurch Durham, Claypath |
| | Durham Cathedral |
| | Durham City Spiritualist Church, John Street |
| | Durham Islamic Society Mosque, Old Elvet |
| | Durham Presbyterian Church, Laburnum Avenue |
| | Durham Vineyard, Framwellgate Peth |
| | Elvet Methodist Church, Old Elvet |
| | King's Church Durham, DSU, Kingsgate House, New Elvet |
| | North Road Methodist Church, North Road |
| | Sanctuary 21, Salvation Army, North Bailey |
| | St Cuthbert's Anglican Church, Framwellgate Peth |
| | St Cuthbert's Catholic Church, Old Elvet |
| | St Godric's Church, Castle Chare |
| | St John's Church, Neville's Cross |
| | St Margaret's Church, Crossgate |
| | St Oswald's Church, Church Street |
| | St Nicholas Church, Marketplace |

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| | |
|-------------------------------------|---|
| | Society of Friends, North Bailey |
| | Waddington Street United Reformed Church, Waddington Street |
| Sports Fields and Facilities | Banks Sports Field, Sheraton Park |
| | Bow School |
| | The Chorister School |
| | Durham Archery Lawn Tennis Club |
| | Durham City Cricket Club, Green Lane |
| | Durham City Rugby Football Club, Hollow Drift |
| | Durham High School for Girls |
| | Durham Johnston Comprehensive School |
| | Durham School |
| | Durham University, Graham Sports Centre, Maiden Castle |
| | Durham University, individual College provision (e.g. Grey College. Collingwood College, St Mary's Field) |
| | Freeman's Quay Leisure Centre, Walkergate |
| | Lowes Barn Park, Nevilles Cross |
| | Nevilles Cross School |
| | The Racecourse |
| | St Cuthbert's / Merryoaks bowling club and sports field, Parkhouse Road |
| | St Leonard's Catholic School |
| | St. Margaret's Primary School |
| Children's Playgrounds | Allergate |
| | Bakehouse Lane |
| | Church Street |
| | Merryoaks, Park House Road |
| | Mount Oswald (proposed) |
| | Wharton Park |

Table E4: Employers and Educational Establishments in Our Neighbourhood

| | |
|------------------|---|
| Employers | Durham Constabulary |
| | Durham County Council |
| | Durham University |
| | HM Prison Durham |
| | National Savings and Investments, Durham Office |
| | NHS (See Table 8 for further details) |
| | Passport Office Durham |
| | Schools (state and private) (See below) |
| | A1 Shops (indoor market, food shops, clothing shops, and other types of shops including hairdressers, travel and ticket agencies, post office, sandwich bars, dry cleaners) |

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| | |
|-----------------------------------|---|
| | A2 Financial and professional services (e.g. banks, building societies, solicitors, accountants, estate agents, dentists, pharmacies) |
| | A3 Restaurants and cafés |
| | A4 Drinking establishments |
| | A5 Hot food takeaways |
| | B1 Business - Offices |
| | C1 Hotels (Garden House Inn, Framwellgate Peth; Premier Inn, Freemans Place; Kingslodge Inn, Waddington Street; Radisson Blu Hotel, Frankland Lane; Royal County Hotel, Old Elvet; Travelodge Durham, Station Lane) |
| | C2 Residential institutions (including residential care homes, nursing homes) (See Table 8 for further details) |
| | D1 Non-residential institutions (including places of worship, law courts) (See Table 8 for further details) |
| | D2 Assembly and leisure |
| | Sui Generis (including betting offices/shops, nightclubs) |
| Educational Establishments | Bow School, Quarryheads Lane (private, primary; Prep provision of Durham School) |
| | The Chorister School, The College (private, primary and secondary) |
| | Durham High School for Girls, South Road (private, primary and secondary) |
| | Durham Johnston Comprehensive School, Newcastle Road (secondary) |
| | Durham School, Quarryheads Lane (Private, secondary) |
| | Durham Trinity School and Sports College (part inside Our Neighbourhood) (special school, primary, secondary) |
| | Durham University |
| | East Durham College, Houghall Campus |
| | Kids First, Old Dryburn Way (Nursery) |
| | Nevilles Cross Primary School, Relly Path |
| | St Leonard's Catholic School, North End (secondary) |
| | St Margaret's Church of England Primary School, The Peth |
| | St. Oswald's Church of England Primary and Nursery School, Church Street |
| | Sixth Form Centre, Providence Row |
| | Stepping Stones Nursery, St. Margaret's Garth, Crossgate |
| | Yellow Wellies, North Road (pre-school) |

E.1 Online maps are available covering some of the assets in the above tables, e.g.

Environment Agency. Flood map for planning. <https://flood-map-for-planning.service.gov.uk/>

Historic England. National Heritage List for England. Map search. <https://historicengland.org.uk/listing/the-list/map-search>

Historic sites in Durham from MAgic. <http://bit.ly/2uTEq7X>

Natural England. MAgic. <http://www.natureonthemap.naturalengland.org.uk/>

Durham County Council. Maps. <http://www.durham.gov.uk/maps>; relevant maps given below

- Durham County Council. Allotments. <http://www.durham.gov.uk/allotments>
- Durham County Council. Cemeteries.
<http://www.durham.gov.uk/article/2229/Cemeteries>
- Durham County Council. Conservation areas.
<http://www.durham.gov.uk/conservationareas>
- Durham County Council. Definitive Public Rights of Way map.
<http://www.durham.gov.uk/definitivemap>
- Durham County Council. Schools. (see individual pages for maps)
<http://www.durham.gov.uk/schools>
- Durham County Council. Tree Preservation Orders map.
<http://www.durham.gov.uk/article/3914/Protected-trees>

Durham Landscape. Maps. <http://www.durhamlandscape.info/article/10014/Maps>.

Relevant maps given below

- Durham Landscape. County Character Areas map.
<http://www.durhamlandscape.info/article/10431?Layer=1>
- Durham Landscape. Wear Lowlands Local Landscape Types Map.
<http://www.durhamlandscape.info/article/10431?Layer=52>
- Durham Landscape. Areas of High Landscape Value Map.
<http://www.durhamlandscape.info/article/10431?Layer=13>
- Durham Landscape. Conservation Areas Map.
<http://www.durhamlandscape.info/article/10431?Layer=14>
- Durham Landscape. World Heritage Site Map.
<http://www.durhamlandscape.info/article/10431?Layer=12>
- Durham Landscape. Conservation and Improvement Priority Areas Map.
<http://www.durhamlandscape.info/article/10431?Layer=6>
- Durham Landscape. Spatial Strategy Map.
<http://www.durhamlandscape.info/article/10431?Layer=5>

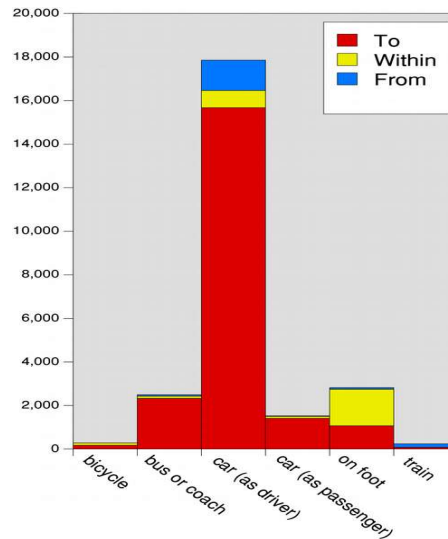
- Durham Landscape. Woodland Strategy Priority Map.
<http://www.durhamlandscape.info/article/10431?Layer=7>
- Durham Landscape. Native Woodland Zone Map.
<http://www.durhamlandscape.info/article/10431?Layer=9>
Native woodland types, classified using the National Vegetation Classification System (NVC), found in Our Neighbourhood comprise: Lowland Oak Woodland (W10); Lowland Oak Birch Woodland (W16); Alder Carr Woodland (W5); Valley Fen Alder Woodland (W6); Alder Ash Woodland (W7)
- Durham Landscape. Woodland Sensitivity Map.
<http://www.durhamlandscape.info/article/10431?Layer=8>

E5 Transport Context and Facilities

E.2 Many of the transport characteristics of Our Neighbourhood stem from the constraints posed by the River Wear as it cuts through the landscape, and by the hilly terrain which has necessitated various engineering solutions to ease transport by road and rail. While modern footbridges such as Pennyferry Bridge, Kingsgate Bridge, Baths Bridge and Maiden Castle Bridge help to connect neighbourhoods, the transport network is largely limited and defined by the flood-plains and bridges of the River Wear, and the historic approaches to the city. The A167 bypasses Durham City centre on the west (though this road now passes through built up areas) and the A1(M) passes Durham beyond the eastern boundary of Our Neighbourhood. The east-west route through the City is the A690. Some routes, such as those to the west and south-east via Crossgate Peth and Shincliffe Peth are still constrained to an extent by the cuttings created to ease the passage of vehicles over the hills of the outer bowl in which the city is set.

E.3 The Durham City Traffic Survey 2015 (JACOBS, 2016) found that around 33% of vehicular traffic trips passed through Durham City and 47,000 vehicles cross Milburngate bridge every day; only 5% of vehicular trips were made wholly within the City centre. Most of the traffic is to and from locations within County Durham but there were also journeys to and from Sunderland, Newcastle and Gateshead. Using 2011 Census travel to work data (Office for National Statistics, 2011; collated via DataShine Commute)) we can total commuting journeys originating in the area and those starting outside with the work destination being in the area to get a picture of travel patterns. The majority of journeys are by car (77%), with 11% on foot, 10% by bus, 1% by bicycle and 1% by train. If we look just at journeys to work which both start and end in the area, 60% are on foot, 32% by car, 4% by bus and 4% by bicycle.

E.4 The chart is coloured to show work journeys to the area, within, and starting from the area, and demonstrates the importance of the area for employment, as far more people travel into Our Neighbourhood to work than live here and travel elsewhere. The chart also shows the modal share, as summarised above in paragraph E.3.



E.5 Data from the University annual travel surveys (Durham University, 2013b, 2014) provide a useful picture of trends, as well as information on the potential for changing travel mode and the barriers to doing so. From the latest figures we were given for the Durham campus, staff travel to the University in 2014 was 76% by car, 9% on foot, 9% by bus, 4% by bicycle and 2% by train. Student travel in 2013 was 82% on foot, 5% by car, 6% by bus, 5% by bicycle, 2% by train. The Review of Durham University's Sustainable Travel Plan Targets 2008-2016 (Durham University, 2017b) shows small fluctuations in modal share over the period but no discernible long-term shift.

E.6 Our Neighbourhood is quite compact, which makes it a walkable environment. Most of the built-up area can be reached in 30 minutes from the market place, and there is an extensive network of footpaths sometimes providing short-cuts by comparison with footways alongside roads. On the other hand, the steeper routes and steps can be difficult to negotiate for those with mobility issues, and there are many deficiencies such as narrow, badly-lit or poorly maintained routes, making walking less attractive. Some pavements are heavily congested during the University terms. Severance of pedestrian routes by the A690 and other major roads is also an issue, but walking is very much encouraged in the historic core of the city, with pedestrian areas on Silver Street and Elvet Bridge, and the congestion charge limiting vehicular access to Saddler Street and the rest of the peninsula.

E.7 Most of the built-up area of Our Neighbourhood can be reached from the Market Place by bicycle in 15 to 20 minutes. There is little dedicated provision for cycling aside from a few routes sharing pedestrian footways. The Durham City Sustainable Transport Strategy (Durham County Council, 2016g, p.11) notes that cycling levels in Durham City are low for a compact university town. Durham University (2013a) 2013 staff travel survey asked respondents what would encourage them to cycle to work: 54% said nothing would encourage them to cycle, but 22% could be encouraged with cycleway improvements or traffic-free routes.

E.8 Bus routes from Durham reach all the main towns in the county and adjoining centres although many are infrequent and limited to daytime only. Although there are some express services, most call at a number of villages on the way and so commuting to or from places such as Sunderland and Middlesbrough is generally much faster by car. Buses from central Durham serve most of the employment and education sites around the City, but the lack of through services means that commuting by bus is less attractive, and the timekeeping can be affected by peak time traffic congestion as there are few bus priority measures. There are two main bus companies but no interoperability of tickets.

E.9 Durham railway station had over 2.5 million entries and exits in 2015/16 (Office of Rail and Road, 2016) and a 2012 study found that 45% of journeys were between Durham and Newcastle (Durham County Council, 2015b, p.52). Journeys by train can be made throughout the UK, but locally only Newcastle and Darlington are well-served owing to the closure of most railway lines in the county. Other major destinations such as Sunderland, Stockton and Middlesbrough are much easier to reach by road than by rail, as are the airports at Newcastle and Durham/Tees Valley. Reopening the Leamside line is an aspiration which would increase the local journey opportunities.

E.10 The Durham City Sustainable Transport Strategy (Durham County Council, 2016g) found that the cost of car parking in Our Neighbourhood is comparatively cheaper than other small historic cities in the UK. There were 1,700 off-street spaces, 70% of which are privately owned: Prince Bishops with 400 spaces, the Gates with 204 spaces, Walkergate 500 spaces and the railway station 358 spaces. The council controlled off-street provision amounts to 262 spaces (Durham County Council. Durham City car parks), and in addition there is controlled parking on many residential streets. Car parking is also found at the large employers in the City: County Hall has 900 free spaces; University Hospital has 245 spaces which are charged; New College has 850 free spaces (outside Our Neighbourhood); the Arnison retail centre (outside Our Neighbourhood) has 1,400 free spaces; Durham University has 2,600 spaces which are free but require a permit; Aykley Heads has 280 spaces and charges £2.00 per day and the Riverside centre has 170 free spaces. The recently developed Passport Office and National Savings Office deliberately have no spaces for employees.

E.11 Park and Ride facilities have been developed on the northern, western and southern approaches to the City centre and operate Monday to Saturday from 7.00 am to 7.00 pm, but currently require subsidy from the County Council. In 2015 they catered for 1.1 million passengers with 1157 spaces (Durham County Council, 2015b, p.50). There is space for 11 coaches at the Sands and there are 5 taxi ranks (in North Road, the Railway station, Claypath slip road to Leazes Road, and slip road by Prince Bishops car park) and 2 car clubs.

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