

## CITY OF DURHAM PARISH COUNCIL DURHAM CITY NEIGHBOURHOOD PLAN 2020 TO 2035

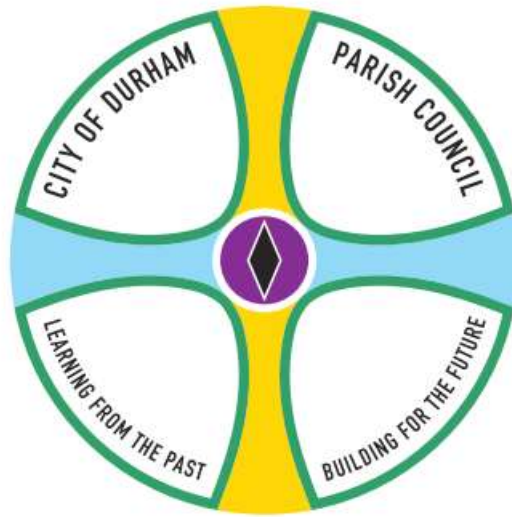
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## **ACKNOWLEDGEMENTS**

The Neighbourhood Plan has been produced by volunteers from the Neighbourhood Plan Working Party. The Working Party reports to the Planning Committee of the City of Durham Parish Council.

- John Ashby
- Pippa Bell
- Sue Childs
- Roger Cornwell
- Ann Evans
- Peter Jackson
- John Lowe
- David Miller
- John Pacey
- Matthew Phillips
- Angela Tracy



# **CITY OF DURHAM PARISH COUNCIL**

## **DURHAM CITY**

### **NEIGHBOURHOOD PLAN**

**2020 to 2035**

The Neighbourhood Plan is available at:

<http://npf.durhamcity.org.uk/the-plan/>



### **Contact Details**

Parish Clerk  
City of Durham Parish Council  
Office 3 D4.01d  
Clayport Library  
8 Millennium Place  
Durham  
DH1 1WA

Email: [parishclerk@cityofdurham-pc.gov.uk](mailto:parishclerk@cityofdurham-pc.gov.uk)

Website: <http://npf.durhamcity.org.uk/>

*This explanatory note was added, post examination, in March 2021*

The Draft Durham City Neighbourhood Plan was submitted to Durham County Council by the City of Durham Parish Council in November 2019. An Independent Inspector examined the Submitted Draft Neighbourhood Plan and put forward Modifications necessary to make the Plan accord with the Basic Conditions. All of his modifications have been implemented here in this document now being put forward for referendum in May 2021.

At the time of submission, the County Durham Plan was also in preparation. It was formally Adopted in October 2020 and, accordingly, all references in the following text to the stage of preparation of the County Durham Plan are superseded; it is now the principal statutory development plan for all parts of County Durham. Similarly, all references to the City of Durham Local Plan 2004 are now redundant as it has ceased to have any status.

Once the Durham City Neighbourhood Plan has passed a referendum, the Parish Council will prepare up-to-date reports to take account of new information. This will form part of the evidence base for a future revision of the Plan. This will be linked to further studies and progress with initiatives set out in the associated 'Looking Forwards' document that the Parish Council adopted alongside the Submission Draft Neighbourhood Plan.

# CONTENTS

## Page No:

FOREWORDS	1
Chapter 1: INTRODUCTION	3
Chapter 2: BACKGROUND	5
Chapter 3: VISION AND OBJECTIVES	15
Chapter 4: PLANNING POLICIES AND PROPOSALS FOR LAND USE	19
Theme 1: A City with a Sustainable Future	21
• Policy S1: Sustainable Development Requirements of all Development and Re-development Sites Including all New Building, Renovations and Extensions	23
• Policy S2: The Requirement for Masterplans or Other Design and Development Frameworks	28
Theme 2a: A Beautiful and Historic City - Heritage	31
• Policy H1: Protection and Enhancement of the World Heritage Site	35
• Policy H2: The Conservation Areas	39
• Policy H3: Our Neighbourhood Outside the Conservation Areas	44
Theme 2b: A Beautiful and Historic City - Green Infrastructure	47
• Policy G1: Protecting and Enhancing Green and Blue Infrastructure	54
• Policy G2: Designation of Local Green Spaces	57
• Policy G3: Creation of the Emerald Network	65
• Policy G4: Enhancing the Beneficial Use of the Green Belt	68
Theme 3: A City with a Diverse and Resilient Economy	73
• Policy E1: The Aykley Heads Business Park	79
• Policy E2: Other Employment Sites	80
• Policy E3: Retail Development	83
• Policy E4: Evening Economy	83
• Policy E5: Visitor Attractions	88
• Policy E6: Visitor Accommodation	89

Theme 4: A City with Attractive and Affordable Places to Live	91
• Policy D1: Land for Residential Development	96
• Policy D2: Housing for Older People and People with Disabilities	100
• Policy D3: Affordable Housing	102
• Policy D4: Building Housing to the Highest Standards	104
Theme 5: A City with a Modern and Sustainable Transport Infrastructure	107
• Policy T1: Sustainable Transport Accessibility and Design	112
• Policy T2: Residential Car Parking	115
• Policy T3: Residential Storage for Cycles and Mobility Aids	118
Theme 6: A City with an Enriched Community Life	121
• Policy C1: Provision for Arts and Culture	126
• Policy C2: Provision of New Community Facilities	129
• Policy C3: Protection of an Existing Community Facility	129
• Policy C4: Health Care and Social Care Facilities	132
 Chapter 5: MONITORING THE PLAN	 135
 PROPOSALS MAPS	
Proposals Map 1: Our Neighbourhood	7
Proposals Map 2: Local Green Spaces	63
Proposals Map 3: Emerald Network	67
Proposals Map 4: Green Belt - areas for improvement	69
Proposals Map 5: Economic Designated Sites	82
Proposals Map 6: City Centre Boundary and Frontages	85
Proposals Map 7: Housing Sites	97
 MAPS FOR INFORMATION OR ILLUSTRATION	
Map 1: World Heritage Site Boundaries	37
Map 2: World Heritage Site Inner Setting	38
Map 3: The Conservation Areas	41
Map 4: Durham City Conservation Area with Character Areas Shown	42
Map 5: Green Belt in Our Neighbourhood	71
Map 6: Studentification	93
Map 7: Durham in the late medieval period: its boroughs, churches and	140

important buildings	
Map 8: Pedestrian issues	173
Map 9: Cycling issues	174
APPENDICES	
Appendix A: Description of the character areas in the Durham City Conservation Area	137
Appendix B: Heritage assets. List of notable unlisted buildings, and of heritage assets at risk (both designated and non-designated)	141
Appendix C: Population, households, housing and sites	149
Appendix D: Assets in Our Neighbourhood	161
REFERENCES TO EVIDENCE BASE	177



## FOREWORDS

### Introduction from the Member of Parliament for the City of Durham 2005 to 2019

I am delighted that after many years of hard work from the Durham City Neighbourhood Planning Forum, and latterly the City of Durham Parish Council, we now have a Neighbourhood Plan for Durham City.

Durham represents a unique set of challenges for a Neighbourhood Plan, as it encompasses housing and commercial areas, as well as a UNESCO World Heritage Site. To now be at the point of having a plan for the City is testament to the time and effort of everyone involved in the process of gathering evidence, speaking to the public, businesses and other stakeholders, and putting together policies for the future for the City.



This plan seeks to provide local, detailed planning policies to enable the right development in the right places; to protect the City's wonderful heritage, as well as protecting vital green spaces, and making sure that the City is accessible and welcoming to residents, visitors and businesses.

There has been a significant level of support from residents and groups in the City towards this Plan, and I hope that everyone who lives, works and spends their leisure time in the City will see the benefits of having a robust Neighbourhood Plan for the whole Parish.

Roberta Blackman-Woods  
Member of Parliament for the City of Durham 2005 to 2019

### Introduction from the Chair of the Parish Council

Durham is a unique, beautiful, historic City and the challenges involved in devising a Neighbourhood Plan to preserve and enhance those qualities for future generations have been considerable, but I am now pleased to be able to commend and present the Durham City Neighbourhood Plan.

The idea that Durham City should have a Neighbourhood Plan was first floated more than nine years ago, even before the Localism Act which made it possible was passed. It has been a long journey, one with two essential aims.

The first of these is that this is a Plan shaped by the residents of what is now the City of Durham Parish, meeting your hopes and aspirations for the next fifteen years. This has involved extensive consultations, ranging from primary school children to older members of the community, using face-to-face meetings, exhibitions, and an extensive web site. There have now been two formal consultation exercises and the comments made in both have been carefully considered and the Plan is much improved because of them.



The second is the theme of sustainability that runs like a golden thread through the Plan, to be read alongside every other policy. All new development will contribute to a long-term sustainable future for Durham City by ensuring a balanced relationship among environmental, social and economic outcomes.

When the Parish assumed responsibility for the Neighbourhood Plan in April 2018 it was able to build on the work of a team of dedicated volunteers who had formed the Neighbourhood Planning Forum. Most of these were pleased to join the Parish Working Party set up to complete their work. Their names are listed inside the front cover, and we owe them a debt of gratitude.

Councillor Elizabeth Scott  
Chair of the City of Durham Parish Council

## CHAPTER 1: INTRODUCTION

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. However, until April 2018 Durham City was 'non-parished'. In order for the local community's wish in 2012 for a neighbourhood plan to be prepared, the County Council enabled the setting up of the Durham City Neighbourhood Planning Forum.

1.2 The Forum adopted the name 'Our Neighbourhood' for the area covered by the Plan, which is shown on Proposals Map 1. Work on the Plan began in 2014 and provided the opportunity for continuous consultation throughout. These consultations enabled the Forum to find out what people who live and work in the area, and those who visit, think of the policies and proposals as the Plan developed (see para. 2.17 to 2.19). The City of Durham Parish Council now (since May 2018) has responsibility for the Plan.

1.3 *This explanatory note was added, post examination, in March 2021.* The Draft Durham City Neighbourhood Plan was submitted to Durham County Council by the City of Durham Parish Council in November 2019. An Independent Inspector examined the Submitted Draft Neighbourhood Plan and put forward Modifications necessary to make the Plan accord with the Basic Conditions. All of his modifications have been implemented here in this document now being put forward for referendum in May 2021. At the time of submission, the County Durham Plan was also in preparation. It was formally Adopted in October 2020 and, accordingly, all references in the following text to the stage of preparation of the County Durham Plan are superseded; it is now the principal statutory development plan for all parts of County Durham. Similarly, all references to the City of Durham Local Plan 2004 are now redundant as it has ceased to have any status. Once the Durham City Neighbourhood Plan has passed a referendum, the Parish Council will prepare up-to-date reports to take account of new information. This will form part of the evidence base for a future revision of the Plan. This will be linked to further studies and progress with initiatives set out in the associated 'Looking Forwards' document that the Parish Council adopted alongside the Submission Draft Neighbourhood Plan.

1.4 There are four matters to be borne in mind when reading and using this Plan:

- Its policies, when adopted, 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 general conformity with the strategic policies of the current adopted development plan, which at the time of writing (September 2019) is the set of 'Saved Policies' of the City of Durham Local Plan 2004 as assessed by the County Council in 2015 for consistency with the National Planning Policy Framework (NPPF);
- Quite early in the lifetime of the Durham City Neighbourhood Plan a new Statutory Local Plan - the County Durham Plan - will be adopted. The Neighbourhood Plan policies will then need to be reviewed, and if necessary changed, to bring them into general conformity with the strategic policies of this new County Durham Plan.

It has been possible to seek to future-proof the Neighbourhood Plan by having regard to the emerging County Durham Local Plan. At the time of writing (September 2019) the new County Local Plan has been submitted and the Examination in Public is due to start in October 2019;

- The Neighbourhood 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;
- As well as this document containing the Neighbourhood Plan for Durham City, a companion document has been prepared – 'Looking Forwards: Durham as a Creative and Sustainable City' (Durham City Neighbourhood Plan Working Party, 2019a) – which presents an opportunity to go beyond the planning policies in identifying the actions and initiatives for statutory, community and other bodies in furtherance of the vision and objectives of the Neighbourhood Plan.

1.5 It is hoped that the Durham City Neighbourhood Plan will prove to be effective and truly representative of the wishes of local people for a sustainable future for this beautiful and historic City.

## CHAPTER 2: BACKGROUND

### 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 900 years as the home of Durham Cathedral, and for over 180 years of Durham University. 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 replaced 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 2011 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 was at that time un-parished and therefore there was no local council to undertake the work of preparing a neighbourhood plan. Since the election held in May 2018 a new City of Durham Parish Council has been in place and has assumed the responsibility for completing the Neighbourhood Plan.

2.3 In July 2013 the group of volunteers 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 took 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 well-being of the people who live in, work in and visit it.

2.4 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 was preparing a neighbourhood plan at that time, 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. Accordingly, the area covered by the Neighbourhood Planning Forum – 'Our Neighbourhood' – comprised the electoral divisions of Neville's Cross, Elvet & Gilesgate, and the part of Durham South on the City side of the River Wear. When the City of Durham Parish Council took responsibility for the Neighbourhood Plan there was a small difference in

the geographical coverage of Our Neighbourhood compared to that of the Parish Council. It was therefore decided to amend the coverage of Our Neighbourhood to match that of the Parish Council (i.e. to lose a small area north of Aykley Heads, and to include the Gilesgate Bank area). A public consultation was held in December 2018 to January 2019 which gave a positive response to this change and the new coverage of Our Neighbourhood was officially approved in February 2019. Our Neighbourhood is shown on Proposals Map 1.

2.5 Although Our Neighbourhood is only part of the built-up area of the City, it does contain the World Heritage Site, the City, 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.



## CHALLENGES

2.6 In the 1960s major developments such as the new County Hall, Police Headquarters, Passport Office and National Savings Office 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.

2.7 Durham University's expansion from about 3,000 students in the early 1960s to over 16,000 within Our Neighbourhood out of a total of over 18,000 registered by the University in 2018/19 (see Appendix C) 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.

2.8 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 has now been 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 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.

2.9 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.

2.10 The River Wear cuts through Our Neighbourhood so areas within the river's floodplain and associated flood zones are at risk of flooding (NPPF para. 155 to 165, PPG 'Flood risk and coastal change'). Therefore, in Our Neighbourhood all designated housing and economic sites lie in Zone 1 (low probability of flooding). 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 water runoff.



2.11 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.

2.12 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.

## **RELATIONSHIP TO THE COUNTY DURHAM LOCAL PLAN**

2.13 The County Durham Local Plan seeks to address these challenges at a strategic level leaving the Neighbourhood Plan to develop appropriate more detailed, finer-grained local policies. A new County Local Plan is being prepared, and at the time of writing (September 2019) has reached the stage of a Submitted Plan. Pending the adoption of the County Durham Local Plan, this Neighbourhood Plan is intended to be in general conformity with the strategic policies of the emerging County Durham Local Plan, the saved policies of the City of Durham Local Plan 2004 as assessed by the County Council in 2015 for consistency with the NPPF edition at that time; and the provisions of the NPPF of February 2019 and of national Planning Practice Guidance (PPG) current at the time of writing (September 2019).

## **SCOPE OF THE DURHAM CITY NEIGHBOURHOOD PLAN**

2.14 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 2035.

2.15 The Neighbourhood Plan public consultations raised wider issues than those directly relating to the development and use of land. These issues cover a number of the community's key concerns and priorities for Our Neighbourhood. These are identified as initiatives in a separate document 'Looking Forwards: Durham as a Creative and Sustainable City'. These initiatives 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 in the Neighbourhood Plan itself 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 Durham City Parish Council, together with many partnerships, community groups and other appropriate bodies, to take forward the initiatives to address the community's wider issues.

## **HOW WE HAVE ARRIVED AT THE PLAN POLICIES**

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

### **Community Consultations**

2.17 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.

2.18 The planning policies and proposals in this Neighbourhood Plan and the initiatives in the companion document 'Looking Forwards: Durham as a Creative and Sustainable City' have all been drawn directly from what people, including children, have said, initially in response to the open questions:

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

and later in a wide range of engagement activities and stakeholder discussions.

2.19 The published engagement activities comprise:

- a survey of the community's priorities ( Durham City Neighbourhood Planning Forum, 2015)
- a study of children's views via a series of meetings (Durham City Neighbourhood Planning Forum, 2016a)
- an e-questionnaire study of the views of businesses in Durham City (Durham City Neighbourhood Planning Forum, 2016b)
- a consultation event on improvements to the walking environment (Durham City Neighbourhood Planning Forum, 2016c)
- a questionnaire study of views on arts and culture (Durham City Neighbourhood Planning Forum, 2017b)
- a pre-submission draft consultation in 2017 (Durham City Neighbourhood Planning Forum, 2017c)
- a walking and cycling evidence paper (Durham City Neighbourhood Plan Working Party, 2019b)

- a second pre-submission draft consultation in 2019 (City of Durham Parish Council, 2019c)

2.20 Responses from the priority survey have been grouped into the most recurring concerns and suggestions. 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 were grouped into topics - for example housing, economy, traffic - exactly as written or noted. These topics emerged as key themes for the Plan. 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 initiatives.

2.21 Each of the key themes for the Plan has its 'champions' within the team of volunteers working on the Neighbourhood Plan now under the auspices of the Parish Council. 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 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' or in the initiatives in the companion document 'Looking Forwards: Durham as a Creative and Sustainable City'.



{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**

2.22 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 NPPF at that time, and in 2015 by the County Council in the light of updates to the NPPF 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 the Forum considered them very carefully. It was concluded that they provide a very useful starting point and the Plan policies need to demonstrate general conformity with the saved strategic policies in the City of Durham Local Plan. However, 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 County Durham Local Plan.

## **Sustainability Appraisal**

2.23 In brief, Sustainability Appraisal 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 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.

2.24 Unlike a local plan, there is no legal requirement for a neighbourhood plan to have an Sustainability Appraisal 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 Planning Forum and now the Parish Council 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 Sustainability Appraisal is a robust approach to demonstrably meet this condition. Another basic condition (condition f) the Durham City Neighbourhood Planning 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).

2.25 Hence, Strategic Environmental Assessment 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 the conclusion was that the sites were unlikely to give rise to significant individual or cumulative adverse environmental effects. This conclusion was endorsed by Durham County Council. The Screening Opinion was sent to the three statutory consultees (the Environment Agency, Historic England and Natural England) in

December 2016. The Environment Agency responded that the need for a Strategic Environmental Assessment 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 the Neighbourhood Plan should be the subject of a Strategic Environmental Assessment in accordance with the Strategic Environmental Assessment Directive. The reasons for their decision were essentially that the Durham City Neighbourhood Plan would 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 its 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. In the light of this the screening report was amended ('Strategic Environmental Assessment and Habitat Regulations Assessment Screening Report' Durham City Neighbourhood Planning Forum, 2017d).

2.26 The Forum accordingly determined that a Sustainability Appraisal (a more robust assessment) should be carried out. This was undertaken by the independent consultants AECOM through the funding of 'Locality' which is the Government's agency for assisting with the preparation of neighbourhood plans. This proved to be a rigorous technical exercise which is documented in the accompanying 'Sustainability Report' and associated documents ('Strategic Environmental Assessment and Habitat Regulations Assessment Screening Report', Durham City Neighbourhood Planning Forum, 2017d; 'Scoping Report for the Sustainability Appraisal/Strategic Environmental Assessment', Durham City Neighbourhood Planning Forum, 2017a; 'Sustainability Appraisal (SA) for the Durham City Neighbourhood Plan', AECOM, 2019, available at <http://npf.durhamcity.org.uk/the-plan/sustainability-appraisal/>) and the 'Basic Conditions Statement' (City of Durham Parish Council, 2019a) which accompany the Neighbourhood Plan.

2.27 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.

### **Independent Examination**

2.28 The Durham City Neighbourhood Plan was submitted to Durham County Council on the 29 October 2019. The Plan was then subjected to a further Regulation 16 Consultation before being forwarded in February 2020 for independent examination by an appointed Examiner. This entailed the Examiner reviewing the Plan documents and written representations, and making an unaccompanied visit to the Neighbourhood Plan Area. This took place in June 2020.

2.29 The Examiner concluded that, with the modifications given in his report (Burton, 2020), the Plan meets all the necessary legal requirements, including satisfying the Basic Conditions. He recommended that the modified Plan should proceed to Referendum and

that this should be held within the Neighbourhood Area. Durham County Council has accepted the Examiner's recommendations and issued two decision notices to this effect. The Examiner's required modifications were made in August 2020 and, following a series of discussions, confirmed by Durham County Council in March 2021. These comprised: changes in the wording of Policies S1, S2, H1 to H3, G1 to G4, E1 to E6, D1 to D4, T1 to T3 and C1 to C3; the deletion of a policy in the Heritage theme dealing with heritage assets; deletion of two policies in the Housing theme dealing with student accommodation; and consequential changes to the text accompanying these policies. A tracked changes version of the Plan document is available <http://npf.durhamcity.org.uk/your-views/submitted-plan/tracked-changes/>. The rest of the Plan document is that submitted to Durham County Council in October 2019 (and written in September 2019).

## CHAPTER 3: VISION AND OBJECTIVES



### 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.

### 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).

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

3.5 The comments are listed in descending order of frequency, i.e. the most frequent 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 green space 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 Theatre and cinema, Freeman's Quay, public library, DLI Museum and Art Gallery (now DLI Regiment Collection))
- 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 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 comments are listed in descending order of frequency, i.e. the most frequent 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, holes, 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 comments are listed in descending order of frequency, i.e. the most frequent 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**

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4.6 Map 7 of Durham in the late medieval period in Appendix A 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.

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## 4.1 THEME 1: A CITY WITH A SUSTAINABLE FUTURE



### Vision

4.8 Durham City will have developments that meet and balance current needs without limiting or compromising 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 balanced relationship among environmental, social and economic outcomes.

### Objective

4.9 To ensure that sites and buildings approved for new development and/or redevelopment, renovation, conversion, extension will be sustainable.

### Context

4.10 Sustainable development is the golden thread that runs throughout the National Planning Policy Framework (NPPF Chapter 2) and through our Neighbourhood Plan. A key purpose of planning is to promote sustainable development that seeks the achievement of a successful balance among the following three NPPF objectives (para. 8).

4.11 **The economic objective** 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 that is needed to create the range of jobs needed in future. The best use of the few available sites must be made and in particular counteract the domination in provision of accommodation for students over other established needs. It is also necessary to coordinate development requirements, including the provision of a modern transport and communications infrastructure.

4.12 **The social objective** 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 to support its health, educational, social and cultural well-being. Given that Durham is a city with a growing student population, we must balance the needs of all residents. The key social sustainability test of any new development in the City is the contribution it makes to general well-being and equity for all.

4.13 **The environmental objective** is to contribute to protecting and enhancing our natural, built and historic environment, all of which are particularly rich in Durham City. This objective will include helping to increase biodiversity, using natural resources prudently as we move to a low carbon economy to respond to the climate change emergency, 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 quality of the built and natural environment.

### **Justification**

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

4.15 Delivery of this Plan's sustainability objective requires the application of the highest standards of current best practice to respond to the climate emergency. It is important that developers are aware that sustainable development covers the whole process including the justification for the selection of the site, and the design process including the preparation of a masterplan for major development sites. Good practice also includes responsible use of resources in construction and operation and procedures for maintenance, refurbishment and ultimately demolition. There are further requirements for best practice in minimising waste and avoiding air, land and water pollution. Good practice in terms of ensuring accessibility for all includes the use of qualified access consultants. In order to meet the special requirements of development in Our Neighbourhood, there is an absolute need for the Planning Authority to make clear that a high level of achievement of each aspect of the development process is required.

### **Planning Policies and Proposals for Land Use**

4.16 The policies related to this theme are:

- Policy S1: Sustainable Development Requirements of all Development and Re-development Sites Including all New Building, Renovations and Extensions
- Policy S2: The Requirement for Masterplans or Other Design and Development Frameworks

**Policy S1: Sustainable Development Requirements of all Development and Re-development Sites Including all New Building, Renovations and Extensions**

All development proposals should, where relevant and appropriate, demonstrate the following principles.

**Promotion of economic well-being by:**

- a) Contributing to a mix of uses which meet Our Neighbourhood’s employment and other development needs identified in the Local Plan and in the Durham City Neighbourhood Plan;
- b) Supporting the sustainability of existing businesses and promoting the vitality and viability of Our Neighbourhood;

**Conservation, preservation and enhancement of Our Neighbourhood by:**

- c) Harmonising with its context in terms of scale, layout, density, massing, height, materials, colour, and hard and soft landscaping;
- d) Conserving the significance of the setting, character, local distinctiveness, important views, tranquillity and the contribution made to the sense of place by Our Neighbourhood’s designated and non-designated heritage assets;
- e) Protecting and enhancing the diversity of Our Neighbourhood’s natural environment in terms of biodiversity / geodiversity, designated wildlife sites and protected species, seeking biodiversity net gain wherever possible;

**The responsible use of resources and increase in resilience to climate change by:**

- f) Maximising opportunities for the redevelopment of brownfield sites and vacant or under-used buildings;
- g) Efficiently utilising land, energy, and water and incorporating use of local and renewable building materials through sensitive design, layout, density and orientation;
- h) Securing, wherever possible, on-site renewable energy generation, minimising energy consumption and carbon emissions, and securing the local sharing of technologies such as district heating schemes;
- i) Avoiding of air, land and water pollution and maximisation of waste avoidance, reuse and recycling in both construction and the lifetime of the operation;
- j) Applying the Sequential Test and if necessary the Exceptions Test (as required by the NPPF) with the aim of directing development away from the Flood Zones 2 and 3 where possible and necessary, or otherwise manage flood risk, taking into account the level of flood risk vulnerability for the relevant land uses; and
- k) Incorporating the sustainable urban drainage system (SUDS) to achieve improvements in water quality, aquatic ecosystems, and habitats in order to increase resilience to climate change;

**Securing equity and benefit to the local community by:**

- l) Improving inclusivity by demonstrating a good level of public accessibility and where relevant incorporating seating and public toilets;
- m) Securing a design and layout which is capable of reducing crime and/ or the fear of crime, as well as respecting privacy of, and visual impact on, occupiers of neighbouring properties; and
- n) Ensuring the location and layout of the development maximise public transport, walking and cycling opportunities, and provide paving, lighting and signs which meet all needs, including those of people with disabilities, older people, and children.

**Justification**

4.17 Sustainable development Policy S1 sets out the economic, social and environmental criteria that development proposals will be required to meet. S1 is the first policy of the Plan for the following reasons:

1. emphatic championing of the vision of a sustainable future for the City
2. support for developments that achieve high levels of sustainability
3. consistency provided for the other Themes 2 to 6 and the avoidance of duplication

4.18 The 14 elements included in Policy S1 have been placed in four groups to reflect the strong views received during the development of the plan. They are:

- Promotion of economic well-being
- Conservation, preservation and enhancement of Our Neighbourhood
- The responsible use of resources and increasing resilience to climate change
- Securing equity and benefit to the local community

4.19 Within the scope of each of these groups there are strategies, plans, policies, and advice already in place which emanate from national, regional and local bodies which are given local application throughout this Neighbourhood Plan.

**Promotion of economic well-being**

4.20 These matters are covered in detail in Theme 3: A City with a Diverse and Resilient Economy. Aspects that relate specifically to the responsible use of resources are included here.

**Conservation and enhancement of Our Neighbourhood**

4.21 These matters are covered in detail in Theme 2a: A Beautiful and Historic City – Heritage and in Theme 2b: A Beautiful and Historic City – Green Infrastructure. Aspects that relate specifically to the responsible use of resources are included here. Both the



NPPF and Historic England have advised that conservation and enhancement go hand in hand.

### **The responsible use of resources and increasing resilience to climate change**

4.22 In addition to the protection and enhancement of green assets (covered in Theme 2b: A Beautiful and Historic City – Green Infrastructure), there are four key environmental sustainability issues relevant to Our Neighbourhood: resilience to climate change, air quality, water quality and flood risk, as fully set out in Figure 1.

### **Securing equity and benefit to the local community**

4.23 These matters are covered in detail in Theme 6: A City with an Enriched Community Life and Theme 4: A City with Attractive and Affordable Places to Live. Aspects that relate specifically to the responsible use of resources are included here.

#### **Figure 1: The Climate Crisis and the Neighbourhood Plan**

##### **Resilience to climate change**

1. The NPPF (Chapter 14) covers 'Meeting the challenge of climate change, flooding and coastal change'. It notes that

*The planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure. (para. 148)*

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.

2. Durham County Council has addressed sustainability in its 'Climate Change Strategy and Delivery Plan' (County Durham Environment Partnership, 2015a,b). This key document provides a context for consideration of sustainable development in the Durham City Neighbourhood Plan and the two documents are complementary when taken together. The strategy has seven key themes; the 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: commitment of local people 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.

3. 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 'Durham Strategic Green Infrastructure Framework' (Durham County Council, 2018b) supports green infrastructure which is important to manage flooding and to help to mitigate the effects of climate change. Again, the two strategies form an essential context for the consideration and promotion of sustainable development in this Plan.

#### **Air quality**

4. 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)*

5. 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). In support of the policy, Theme 5: A City with a Modern and Sustainable Transport Infrastructure promotes and supports alternatives to private motor vehicles, i.e. walking, cycling and use of public transport.

#### **Water quality**

6. 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 water environment through land-use planning. Neighbourhood plans need to ensure that developments do not negatively affect, either directly or indirectly, the quality of the water environment, and where possible reduce the impact on the water environment.

#### **Flood risk**

7. 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. A map of the flood risk at a specified postcode can be seen at <https://flood-warning-information.service.gov.uk/long-term-flood-risk/map> The NPPF (para. 155 to 165) 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 (para. 157 to 164) 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 all designated housing and economic sites lie in Zone 1 (low probability of flooding).

8. 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 (AECOM, 2018; Durham County Council, 2016e; 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 predictable 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. It is important to follow the principles of sustainable drainage and water management in order to meet these challenges.

9. The Durham City Regeneration Masterplan (Durham County Council, 2014) 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 U9 from the City of Durham Local Plan 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.

### **Policy S2: The Requirement for Masterplans or Other Design and Development Frameworks**

The preparation of a masterplan or other appropriate design and development framework for all major development sites is supported prior to consideration of a planning application for the site.

Masterplans should address the following issues in so far as they are relevant to the particular development site:

- a) to respect the scarcity and quality of land by ensuring that individual development proposals contribute satisfactorily to the total jobs intended to be created on employment sites; and
- b) to demonstrate that development proposals add distinction to the City's landscape and townscape within the site through adherence to the masterplan's physical design guidelines; and
- c) to minimise any impact on views and setting of the World Heritage site and to avoid harm to the amenities of neighbouring areas, particularly in Conservation Areas; and
- d) to reduce the impact of travel by residents, employees and visitors by improving the provision for walking, cycling and public transport and by limited provision of car parking carried out in accordance with an agreed travel plan; and
- e) to provide high levels of permeability within, to and from the site through safe and attractive pedestrian and cycle routes: and
- f) to contribute to well-being both within and adjacent to the site by the provision and maintenance of green infrastructure for the enjoyment of residents, employees and the public, ensuring access for all.

### **Justification**

4.24 The importance of the preparation of a masterplan for major development sites and that any such masterplan should demonstrate the highest standards of sustainability was emphasised in views received during the 2017 pre-submission public consultation. Further comments were received during the 2019 consultation and these have been taken into account in presenting this revised version of Policy S2. What is proposed is a nuanced approach that takes account of the particular characteristics of each site and its impact on Our Neighbourhood.

4.25 The NPPF clearly envisages a role for masterplans in its glossary definition of a design code: "A set of illustrated design requirements that provide specific, detailed parameters for the physical development of a site or area. The graphic and written components of the code should build upon a design vision, such as a masterplan or other design and development framework for a site or area."

4.26 Major development sites are defined in the glossary of the NPPF. This Neighbourhood Plan adopts a slightly amended version of that so that it does not apply to small housing developments: “For housing, it means development where 30 or more homes will be provided. For mixed and non-residential development it means additional floorspace of 1,000m<sup>2</sup> or more, or a site of 1 hectare or more, or as otherwise provided in the Town and Country Planning (Development Management Procedure) (England) Order 2015.” (UK Government, 2015).

4.27 Bearing in mind the historic character of Our Neighbourhood, it is appropriate that a separate policy on masterplans (S2) should be included. These need to take account of the World Heritage Site Management Plan and the Conservation Area Appraisals. Major development sites require masterplans that will ensure avoidance of standard solutions, respect local surroundings, and create the highest quality of design. Masterplans will ensure that buildings and spaces are of the right type and in the right place. They will reduce the risk of inappropriate or piecemeal development and protect views to and from the World Heritage Site and its setting. Access and traffic considerations are important in major developments because of the imperative to create a low carbon economy and to provide access for all, especially for those with special needs such as mobility difficulties and dementia.

4.28 The masterplan or other appropriate design and development framework should be prepared by the local planning authority and/or applicant. This should be submitted to public scrutiny and take full account of representations made. This can be done through the normal planning application process, perhaps as part of an outline planning application, within which the masterplan will be a material planning consideration. According to Durham County Council’s website (<https://www.durham.gov.uk/article/11465/What-are-Masterplans->, accessed September 2019), masterplans do the following:

- *Help to guide investment and improvements to towns across the county.*
- *Help set down how our towns can develop in the future, ensuring that buildings and spaces are of the right type and are in the right place, and complement our existing guidance and documents, including the emerging County Durham Plan.*
- *Can be taken into account as material planning considerations when applications are being considered.*

4.29 Durham County Council’s (2016c) ‘Durham City Masterplan Update’ refers to the Milburngate House site and states that the Council “will work through the planning process to ensure a high quality and sensitive scheme is developed on this exceptional site within view of the World Heritage Site” (p.8). This is precisely the sort of site to which this policy on masterplans would apply. Other such sites in Our Neighbourhood are Aykley Heads, Mount Oswald, Mountjoy, Hild/Bede and Elvet Riverside; others might become available in the future.

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## THEME 2a: A BEAUTIFUL AND HISTORIC CITY – HERITAGE



### Vision

4.30 Durham City's local heritage will be conserved and enhanced for the cultural benefit and health and well-being of present and future generations.

### Objectives

4.31 The objectives of this theme are:

1. To sustain and conserve, and wherever possible enhance, the site and setting of the Durham Cathedral and Castle World Heritage Site;
2. To conserve 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 schemes which dominate either by their size, massing or uniformity;
3. To uphold high standards of sympathetic, distinctive, and innovative design;
4. To conserve heritage assets;

5. To protect and enhance public spaces within the City as settings for Heritage assets.

## **Context**

4.32 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 authorities 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 Theme 2b.

4.33 Protection is also afforded by the designation of World Heritage Site, the Green Belt, the Conservation Areas and designated heritage assets including listed buildings and scheduled monuments. There are also non-designated sites (notable unlisted assets) of historic, architectural, aesthetic and social interests in which the City is hugely endowed, and which are identified in Durham County Council's character appraisal of the City (Durham County Council, 2016b) as notable unlisted buildings.

4.34 Historic England's National Heritage List for England gives details of the designated heritage assets in Our Neighbourhood and a summary is available in Table D2 in Appendix D. Appendix B gives a list of non-designated heritage assets in Our Neighbourhood which is derived from Durham City Conservation Area Character Area documents (Durham County Council, 2016b), and the monitoring and updating of this list is included as an initiative in the companion document 'Looking Forwards: Durham as a Creative and Sustainable City'.

## **Justification**

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

4.36 The remarkable heritage values of Durham City belong to everyone and justify conservation 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 the study of young people's views (Durham City Neighbourhood Planning Forum, 2015, 2016a).

4.37 The Government promotes the conservation of the historic environment and heritage in the NPPF (para. 8, 20(d), and Chapter 16, and associated PPG 'Historic environment') 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 NPPF (para. 184) recognises 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". 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).

4.38 As well as the national and international designation of the Cathedral and Castle as a World Heritage Site (Durham World Heritage Site, 2017), the value of Durham's heritage is acknowledged by the designation of the Durham City Conservation Area (Durham County Council, 2016b) and the Burn Hall Conservation Area within Our Neighbourhood, and the adjacent Shincliffe 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 City of Durham Local Plan are relevant, designating assets, determining what type of development is permissible and promoting good design (E3,4,5,5A,6,21,22,23,24,25; H13; Q4,8,9,10,11,12; U2). The Durham City Regeneration Masterplan (Durham County Council, 2014) and its update (Durham County Council, 2016c) 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, the Durham Business Improvement District, event planners, hotels, to increase visitor numbers and ensure care of historic buildings. Completed projects include the renovation of Wharton Park.

4.39 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.

## **Planning Policies and Proposals for Land Use**

4.40 The policies related to this theme are:

- Policy H1: Protection and Enhancement of the World Heritage Site
- Policy H2: The Conservation Areas

- Policy H3: Our Neighbourhood Outside the Conservation Areas

4.41 These policies relate to the heritage assets in Our Neighbourhood, covering the World Heritage Site, the Conservation Areas and designated and non-designated assets. The NPPF (currently the February 2019 version) details how to determine development proposals that affect heritage assets, e.g. in para. 193 to 197:

*When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.*

*Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:*

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;*
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

*Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:*

- a) the nature of the heritage asset prevents all reasonable uses of the site; and*
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.*

*Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.*

*The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.*

**Policy H1: Protection and Enhancement of the World Heritage Site**

Development proposals within the Durham Cathedral and Castle World Heritage Site should sustain, conserve, and enhance its Outstanding Universal Value and support the current adopted management plan.

Development proposals within the World Heritage Site should sustain, conserve and enhance the World Heritage Site by:

- a) demonstrating account has been taken of both the historical and present uses of the World Heritage Site; and
- b) proposing high quality design which contributes to the quality and significance of the World Heritage Site; and
- c) using materials and finishes appropriate to the vernacular, context and setting; and
- d) seeking balance in terms of scale, density, massing, form, layout, landscaping and open spaces.

Development proposals throughout Our Neighbourhood should be shown to sustain, conserve and enhance the setting of the World Heritage Site where appropriate by:

- e) carrying out an assessment of how the development will affect the setting of the World Heritage Site, including views to and from the World Heritage Site; and
- f) protecting important views; and
- g) taking opportunities to open up lost views and create new views and vistas.

4.42 The new management plan of the Durham World Heritage Site (2017) is now operational and runs from 2017 to 2023. It can be treated as a material document for planning purposes (particularly the Action Plan p.36 to 46). 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.*

4.43 The identification 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.



4.44 The management plan has a number of issues in its Action Plan (p.36-45) that have been relevant to the development of policies in the Neighbourhood Plan, as listed below:

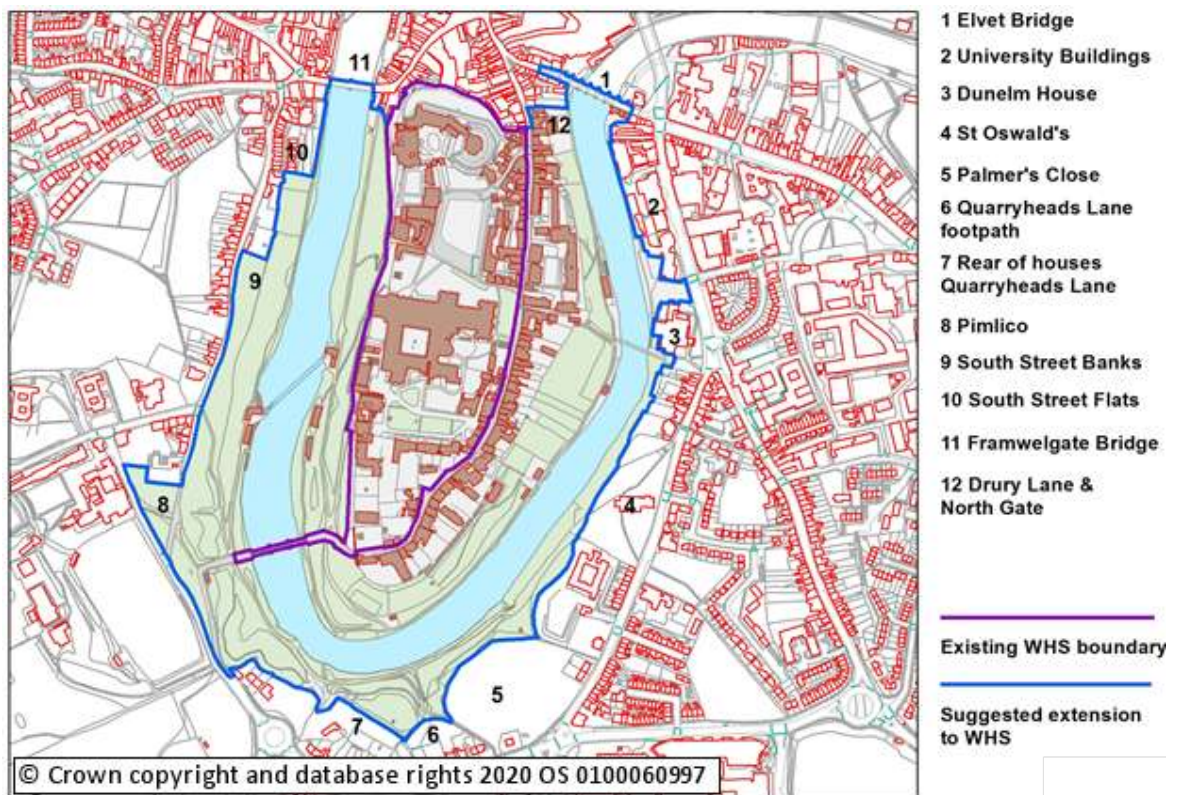
- 1 Objective 1.1 Ensure the protection of the OUV through planning policy and processes (Action 1.1.1 Liaise with County Durham/ Neighbourhood Plan teams to ensure they accurately reflect the OUV and attributes of the Site in Local Plans)
- 2 Objective 2.2 Conserve the setting of the WHS and encourage 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.
- 3 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)
- 4 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)

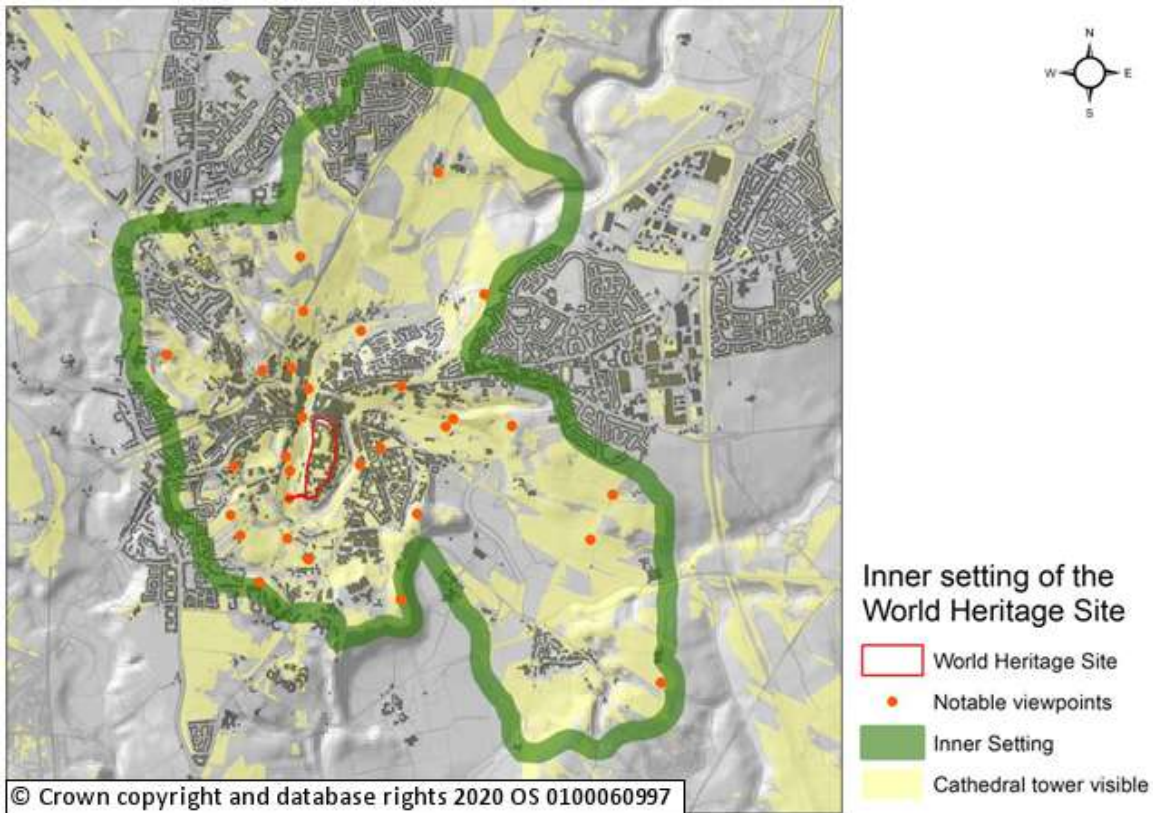
- 5 Objective 5.3 Increase visitor/user engagement with the WHS (Action 5.3.4 Develop guided walks, controlled public access and new signage and interpretation boards along the riverbanks)
- 6 Objective 5.4 Improve physical access to and across the WHS (Action 5.4.1 Improve physical access to and around 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)

4.45 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. It is essential that the needs of all people including those with disabilities, the very old and young, are addressed when considering every aspect of the implementation plan.

**Map 1: World Heritage Site Boundaries**



**Map 2: World Heritage Site Inner Setting**



**Justification**

4.46 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 conserve the City’s heritage. In the Forum’s study 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.

4.47 Durham Cathedral and Castle were inscribed by UNESCO as a World Heritage Site in 1986 in recognition of its Outstanding Universal Value. The Government is a signatory to the UNESCO (1972) World Heritage Convention and has a statutory duty to conserve World Heritage Sites so that they can be enjoyed by present and future generations (PPG ‘Historic environment’ para. 026 to 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 cover protection of the World Heritage Site (E3) and extension of its area (E4).

4.48 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 2, the inner settings). The surrounding green wooded hills, ridge lines 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. These important viewpoints contributing to the setting are identified within the County Council’s Durham City Conservation Area Character Appraisal (Durham County Council, 2016b), and must therefore be protected from inappropriate development.

4.49 Views of the Cathedral from within Our Neighbourhood are many and various: they include the well-known view from a train on the Viaduct and also the view from the railway station, Wharton Park, Observatory Hill, the University of Durham Hill Colleges, Farnley Rise, the approach to the peninsula from Kingsgate Bridge and the slip road from the Motorway to Gilesgate roundabout. Plan 2 from the Durham World Heritage Site (2017, p.19) Management Plan shows notable viewpoints (see Map 2 in the Neighbourhood Plan). This list is indicative and not exhaustive. It is essential that views of the World Heritage Site are not obstructed by new developments. The Parish Council will be preparing an updated evidence base of Our Neighbourhood, linked to further studies and progress with initiatives set out in the associated ‘Looking Forwards’ document that the Parish Council adopted alongside the Submission Draft Neighbourhood Plan. This will form part of the evidence base for a future revision of the Plan. In particular, this will include coverage of important views, lost views and new views and vistas.

4.50 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**

**Durham City Conservation Area**

Development proposals within or affecting the setting of the Durham City Conservation Area should sustain and enhance its significance as identified within the Conservation Area Appraisals.

Development proposals within and affecting the Durham City Conservation Area should take into account, and meet where relevant, the following requirements, by:

- a) sustaining and enhancing the historic and architectural qualities of buildings, and
- b) sustaining and enhancing continuous frontages, street patterns, boundary treatments, floorscapes and roofscapes; and
- c) respecting historic boundaries and curtilages; and

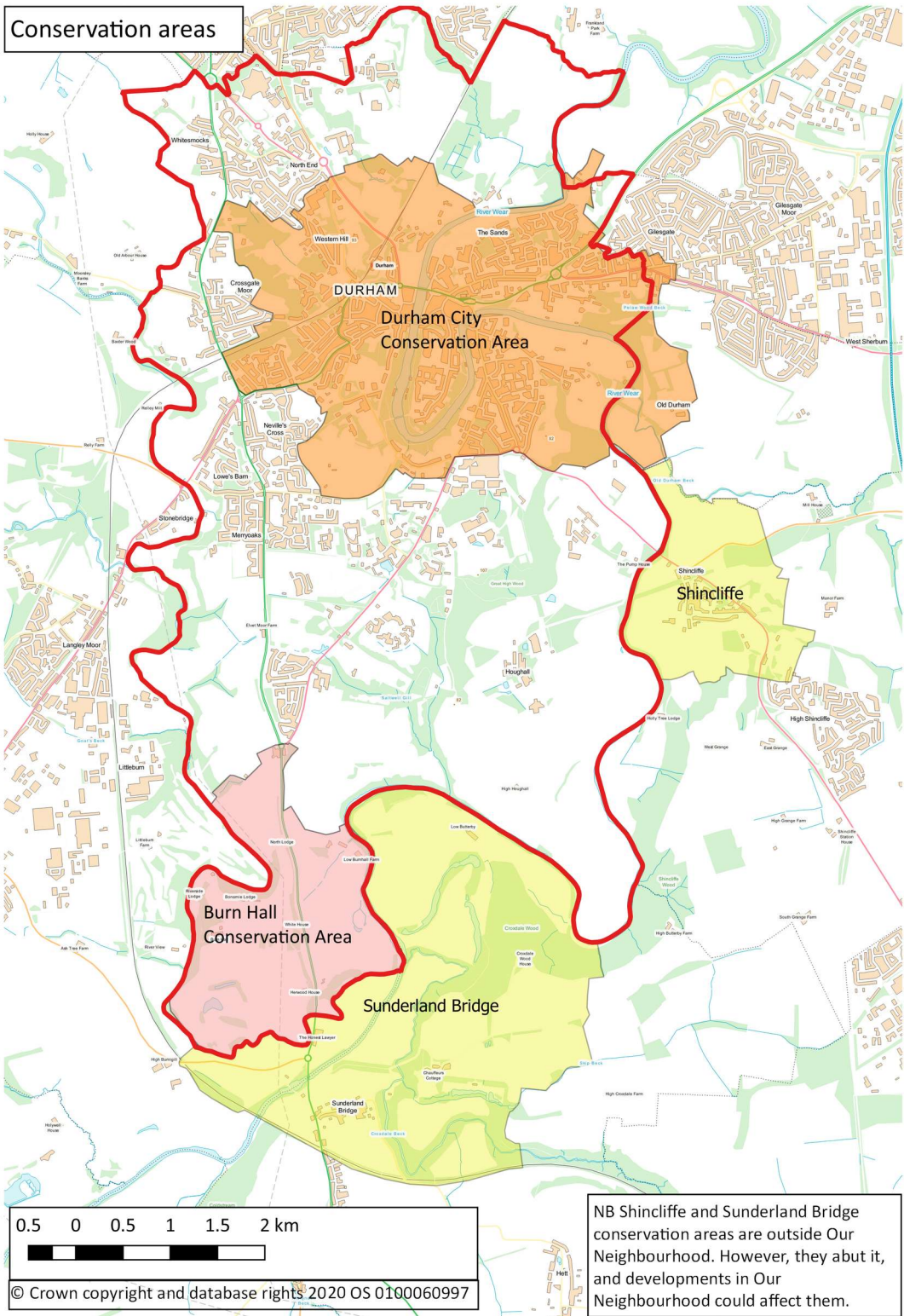
- d) avoiding demolition of assets of historic and/or architectural interest which contribute to the character and appearance of the area; and
- e) avoiding loss of, or harm to, an element of an asset which makes a positive contribution to its individual significance and that of the surrounding area; and
- f) avoiding loss of open space that contributes to the character and appearance of the surrounding area; and
- g) protecting important views of the Durham City Conservation Area from viewpoints within and outside the Conservation Area; and
- h) taking opportunities to open up lost views and create new views and vistas; and
- i) having appropriate scale, density, massing, form, layout, landscaping, and open spaces; and
- j) having materials, detailing and lighting appropriate to the vernacular, context and setting; and
- k) using high quality design sympathetic to the character and context of the local area and its significance and distinctiveness, and to the immediate landscape; and
- l) avoiding adding to the cumulative impact of development schemes which dominate either by their scale, massing or uniform design.

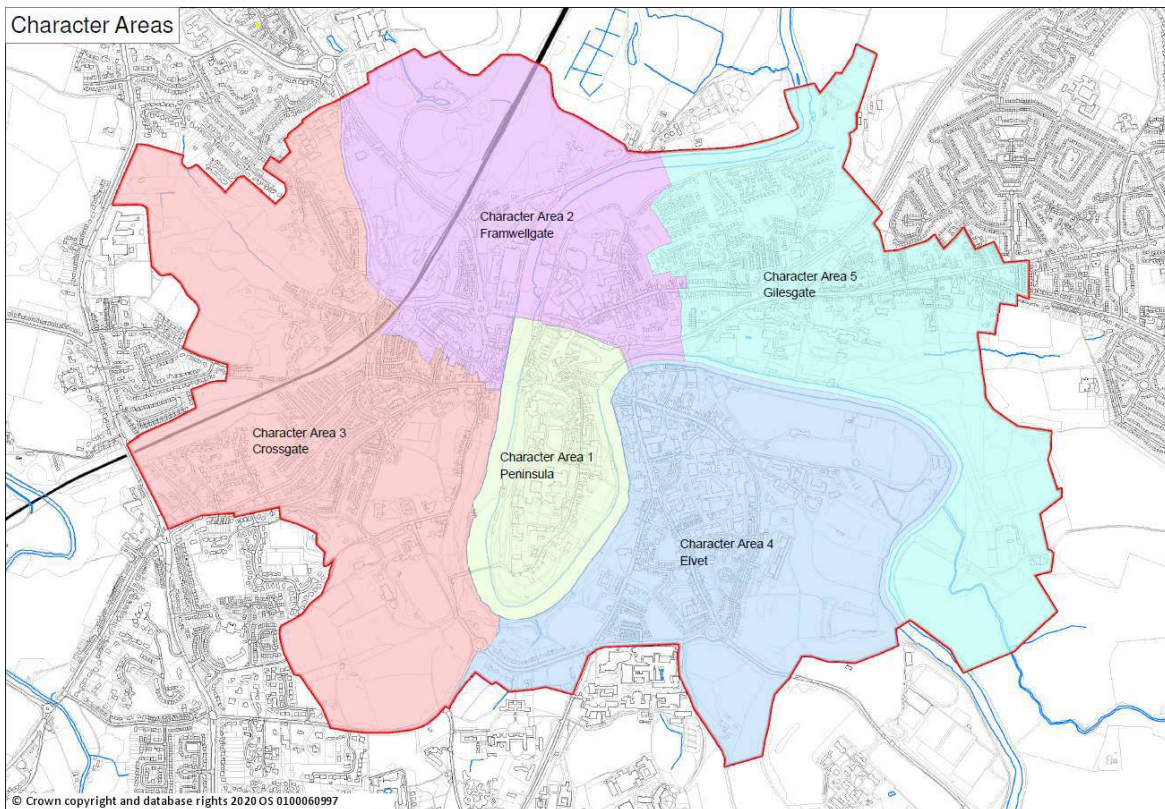
#### **Burn Hall Conservation Area**

Development proposals within and affecting the setting of the Burn Hall Conservation Area which fall within planning control should sustain and enhance the significance of the Conservation Area.



Map 3: The Conservation Areas



**Map 4: Durham City Conservation Area with Character Areas shown**

4.51 The Durham City Conservation Area (see Maps 3 and 4) 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 divided into five Character Areas, based on the Peninsula and the four adjacent historical Boroughs which have changed little: Framwellgate, Crossgate, Elvet and Gilesgate. A more detailed description of these character areas is given in Appendix A.

4.52 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. 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, 2016b) and development must be in compliance with these. In addition there are appendices naming and describing listed buildings and notable unlisted buildings (i.e. non designated heritage assets).

4.53 The Burn Hall Conservation Area (see Map 3) 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.

4.54 This Plan recommends that a management plan for the Burn Hall Conservation area is developed and made publicly available with the aim of further protecting this Conservation Area.

### **Justification**

4.55 Conservation Areas are places where buildings and spaces around them interact to form distinctive visible areas of quality and "special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance" (PPG 'Historic environment' para. 023).

4.56 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, contribute 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.

4.57 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, 2016b). 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: Our Neighbourhood Outside the Conservation Areas**

Development proposals within Our Neighbourhood outside the Conservation Areas should, where appropriate, demonstrate an understanding of the area of the proposed development and its relationship to Our Neighbourhood as a whole.

Development proposals outside the Conservation Areas should take into account, and meet where appropriate and relevant to the area to which the proposal relates, the following requirements, by:

- a) sustaining and making a positive contribution to the character and distinctiveness of the area; and
- b) avoiding the loss of open space and public realm that contributes to the character and appearance of the surrounding area; and
- c) using high quality design which contributes to the quality and character of the area; and
- d) having scale, density, massing, form, layout, landscaping and open spaces appropriate to the context and setting of the area; and
- e) using materials and finishes appropriate to the context and setting of the area.

### **Justification**

4.58 Our Neighbourhood extends beyond the Durham City Conservation Area to the north of the City as far as the suburb of North End, including County Hall and Aykley Heads; to the north-west is the residential area of Whitesmocks and west of the A167 is Toll House Road, Quarry House Lane and Neville's Cross Bank leading to Stonebridge; to the south is a Durham University site, and the Burn Hall Conservation Area. These areas are of significance to residents, and the characteristics of these buildings and their setting will become the heritage assets of the future and need to be protected today.

4.59 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 interwar 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 Neville's 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 Toll House Road lies the site of the Battle of Neville's Cross, 1346. The remaining stump of the original medieval cross, marking an approach to the City at Neville's Cross, is worthy of restoration and subsequent maintenance. In the south of Our Neighbourhood are Durham University's Lower and Upper Mountjoy site, the University Hill Colleges and Botanic Gardens. Beyond is 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.

### **Heritage assets**

4.60 "Listing is the term given to the practice of listing buildings, scheduling monuments, registering parks, gardens and battlefields, and protecting wreck sites" (Historic England). 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. 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).

4.61 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 available in Durham County Council's Historic Environment Record. 'Keys to the Past' and Durham County Council's 'The Durham Record' provides publicly available information.

4.62 At the time of compiling the data (September 2019) Our Neighbourhood had: 1 World Heritage Site, 1 Registered battlefield, 1 Registered park and garden, 9 Scheduled monuments, 458 Listed buildings/structures (47 Grade I; 28 Grade II\*, 383 Grade II), 2 Conservation areas. (See Appendix D, Table D2.)

4.63 Protection of the World Heritage Site is covered in Policy H1 and of the Conservation Areas in Our Neighbourhood in Policy H2. Neville's Cross Battlefield site is additionally covered in Policy G2.

4.64 There is a statutory duty to protect listed buildings and buildings in a conservation area under Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990. For a listed building, consent is required for any demolition, extension or alteration which may affect its character, appearance or significance (PPG 'Historic environment' para. 044). For a scheduled



monument, 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). Designated heritage sites are dealt with under the NPPF (Chapter 16; PPG 'Historic environment' para. 021 to 038). Applications for planning permissions and listed building consent require consultation/notification to a range of national bodies such as Historic England (PPG 'Historic environment' para. 042 to 057).

4.65 However, despite this legal protection, and to the concern of local people, recently development proposals have been approved that have resulted in the loss of heritage assets (see Appendix B).

4.66 Non-designated heritage assets are "buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets" (PPG 'Historic environment' para. 039). 308 notable unlisted buildings (i.e. non-designated heritage assets) in Our Neighbourhood have been identified through the Durham County Council (2016b) character appraisal of the Durham City Conservation Area. They are listed in Appendix B. These sites therefore have heritage significance which needs to be considered in planning decisions. This list in Appendix B is not exhaustive, is the situation at the time of compiling the data (September 2019), and other non-designated heritage assets might be identified in the future.

4.67 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 assets of heritage interest provide a sense of place, identity and community.

4.68 "It is important that all non-designated heritage assets are clearly identified as such. In this context, it can be helpful if local planning authorities keep a local list of non-designated heritage assets, incorporating any such assets which are identified by neighbourhood planning bodies." (PPG 'Historic environment' para. 040) This Plan urges Durham County Council to make such a list publicly available as well as a set of criteria for assessing non-designated heritage assets.

## THEME 2b: A BEAUTIFUL AND HISTORIC CITY – GREEN INFRASTRUCTURE



### Vision

4.69 Durham City's natural green spaces and networks of greenery will be protected and enhanced for the leisure, health, economic and environmental benefits they provide for residents, visitors and people working in the City.

### Objectives

4.70 The objectives of this theme are:

1. To protect and enhance the green infrastructure in Our Neighbourhood;
2. To protect 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.

## Context

### Definition of green assets

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

- the River and riverbanks, streams, ponds (i.e. blue infrastructure);
- open spaces (see Table 1 below);
- 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 cycle paths;
- green corridors (a narrow strip of land containing enough habitat to support wildlife and connecting wildlife populations and habitats separated by human activities or structures (such as buildings or roads). They include riverbanks, cycle paths and footpaths, road verges);
- dark corridors (unlit strips of land (e.g. footpaths, verges and riverbanks) that provide wildlife with protection from artificial lighting and routeways between larger, unlit areas of habitat);
- 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 or artificial water features, bird and bat boxes and roosting sites.

4.72 The above list includes open spaces. An open space is defined as any open piece of land that is undeveloped (i.e. has no buildings or other built structures on it): it can be both public or private (with or without public access allowed). Open spaces can be green or hard, or a bit of both. A typology of open spaces (Department for Communities and Local Government, no date, Annexe) is given in Table 1 below:



**Table 1: Topology of open spaces**

<b>Green Open Spaces</b>	<b>Mixed Spaces (including both green and hard areas)</b>	<b>Hard Open Spaces</b>
Natural / semi- natural spaces (such as wildlife sites, woodland)	Civic spaces with soft landscaping (e.g. grass, trees, flowerbeds, water features)	Civic spaces (hard) (such as town squares, public seating areas)
Green corridors (including riverbanks, cycle paths and footpaths, road verges)		Play spaces (for children and young people)
Waterways (including rivers, streams)	Outdoor sports facilities (with grass surfaces)	Outdoor sports facilities (including playing fields, open air courts) (with hard surfaces)
Parks and gardens	Roundabouts (with soft landscaping)	Roundabouts (with hard surfaces)
Churchyards, cemeteries and burial grounds (open or closed to burials)	Amenity green spaces (most commonly, but not exclusively in housing areas - including informal recreation spaces, green spaces in and around housing, domestic gardens and village greens)	
Allotments and community gardens	Road verges	
	Vacant lot (with vegetation)	Vacant lot (with hard surfaces)

4.73 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, e.g. green assets providing carbon storage. (PPG 'Natural environment' para. 006)

4.74 Table D1 in Appendix D lists landscape and natural environment assets and open spaces in Our Neighbourhood, describing the context as known at the time of compiling the data (September 2019). This identifies many resources, however it cannot be used as a comprehensive list.

## Justification

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

4.76 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 green space 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 study of the views of young people (Durham City Neighbourhood Planning Forum, 2016a), one of their priorities included the River Wear. 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.

4.77 An environmental objective is one of the three objectives in achieving sustainable development (NPPF para. 8). The NPPF covers green infrastructure in a number of chapters:

- Chapter 15. Conserving and enhancing the natural environment. "Planning policies and decisions should contribute to and enhance the natural and local environment by: a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan); ... d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures" (NPPF para. 170);
- Chapter 8. Promoting healthy and safe communities, e.g. "through the use of ... high quality public space ... [and] the provision of safe and accessible green infrastructure, sports facilities ... allotments and layouts that encourage walking and cycling" (NPPF para. 91)
- Chapter 13. Protecting Green Belt land
- Chapter 14. Meeting the challenge of climate change, flooding and coastal change, e.g. managing risks "through suitable adaptation measures, including through the planning of green infrastructure" (NPPF para. 150)

4.78 '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 well-being. 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.

4.79 The Natural Capital Committee (2018) was set up to provide the UK Government with independent advice on protecting and improving natural capital, i.e. green assets, land, minerals and water It is currently working on developing a 25 year Environment Plan

to implement the 'Natural choice' White Paper (UK Government, 2011). The goals they recommend include providing everyone with access to local green space, restoring and enhancing wild species populations and habitats, and managing developments so that there is an overall net increase in natural habitat.

4.80 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.

4.81 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. It sets out ten principles "for a society in which people and trees can stand stronger together".



4.82 Durham County Council (2018b) has produced a 'Durham Strategic Green Infrastructure Framework'. One of their delivery priorities is: "Enabling local communities to engage in the enhancement and creation of GI in their area within their Neighbourhood Plans". The strategic principles include:

- "Ensure that there is a functional and well-connected strategic green infrastructure across the County. Gaps or missing links should be addressed;
- Maximise opportunities to improve both strategic GI and more local GI whenever change is being considered ..."

- 4.83 The framework provides basic design principles to help achieve GI benefits, e.g.
- "Recognise, protect and manage Durham's natural green (and blue) infrastructure assets ..."
  - "Ensure decisions affecting land result in a net gain for biodiversity"
  - "Expand, enhance and link Durham's wildlife habitats where opportunities arise"
  - "Enhance the structure of the landscape through protecting and regenerating primary hedgerow boundaries"
  - "Support communities in the identification of locally valued green spaces in their area for potential designation as Local Green Space, and inclusion in Neighbourhood Plans where appropriate"
  - "Ensure that adequate space is allocated for allotments (where there is a deficit) and protect existing allotment gardens/city farms"
  - "Ensure that green links/corridors are maintained or created through housing developments, linking to the surrounding landscape"
  - "Protect and create (where appropriate) public rights of way and other sustainable transport routes to encourage people to utilise more sustainable travel modes"
  - "Incorporate green roofs and living walls into new developments"
  - "Ensure that adequate GI, of a suitable quality, is incorporated into the 'Masterplanning' of settlements/new housing estates/new industrial estates etc."

4.84 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). In the Rights of Way Improvement Plan for County Durham 2015–2018 (Durham County Council, 2015d) the 'opportunities' (essentially the policies) identified in the plan include an aim that paths are provided and improved as part of developments, and that gateway sites to public green spaces are improved.

4.85 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" (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, 2009).

4.86 A number of the saved policies from the City of Durham Local Plan cover green assets (E1,2,2A,5,5a,10,14 to 20,25,26; R1 to 3,5,11 to 13; T21; Q5,6).

4.87 The Durham City Regeneration Masterplan (Durham County Council, 2014) and its update (Durham County Council, 2016c) 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. care of the River Wear banks, adding to existing green spaces.

4.88 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, 2016b) 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, 2016b, Executive Summary, p.2). Management proposals for each character area are available, which include management, conservation and enhancement of green assets. Most of Our Neighbourhood falls within the area covered by the World Heritage Site and by its inner setting (see Maps 1 and 2). The immediate context of the river and the tree lined river banks is a key component of the World Heritage Site's Outstanding Universal Value. The inner setting of the World Heritage Site, and protection of views to and from the World Heritage Site, is another key component.

4.89 Durham County Council (on behalf of a Steering Group of the main landowners of the Durham riverbanks) commissioned Blue Sail Consulting Ltd (2017) to produce a development and management strategy for the Durham riverbanks, focussing on the Peninsula riverbanks. It recommends a number of projects to revitalise this area. These riverbanks projects intersect with the Emerald Network Policy G3. (See also relevant initiatives in the companion document 'Looking Forwards: Durham as a Creative and Sustainable City').



### **Planning Policies and Proposals for Land Use**

4.90 The policies related to this theme are:

- Policy G1: Protecting and Enhancing Green and Blue 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: Protecting and Enhancing Green and Blue Infrastructure**

### **Protecting green and blue assets**

Development proposals which avoid the loss of existing green or blue assets (as defined in paragraphs 4.71, 4.72 and Table 1) with significant recreational, heritage, cultural, ecological, landscape or townscape value will be supported.

Where the loss of green or blue assets of significant value is unavoidable then alternative equivalent provision should be provided on-site or off-site where this is not viable or practicable.

### **Enhancing green and blue assets**

Development proposals which provide additional green or blue assets, particularly those that address deficiencies within Our Neighbourhood, will be supported.

Any new or replacement green or blue assets should be appropriate to the context, having regard to the landscape, townscape and ecology of the locality and where appropriate the setting of heritage assets.

### **Protecting and enhancing public rights of way and other footpaths**

Development proposals should have regard to the local distinctiveness, character, quality and biodiversity of public rights of way and other footpaths. Proposals which connect to, improve or extend the network of public rights of way and improve its accessibility will be supported.

### **Protecting and enhancing green corridors**

Development proposals that impact on green corridors should maintain or enhance their functionality and connectivity and avoid significant harm to ecological connectivity.

Development proposals that improve existing green corridors or create green corridors on-site that connect to or improve existing green corridors shall be supported.

### **Enhancing biodiversity**

Development proposals that provide net gains for biodiversity by restoring, recreating or creating wildlife habitats, particularly for locally protected and priority species, will be encouraged and supported.

### **Protecting geological features**

Development proposals should avoid significant harm to features of geological value.

### **Protecting and enhancing the banks of the River Wear**

Development proposals that avoid loss of or restrictions to access to the banks of the River Wear and retain public rights of way, other footpaths, green corridors or dark corridors will be supported.

Development proposals which provide additional pedestrian access points to the banks of the River Wear that are desirable in relation to public safety, ecology and heritage will be supported. Where appropriate, development proposals next to the banks of the River Wear should incorporate a public route along the riverbank which creates a footpath, green corridor and cycle route in that order of priority and avoids any significant impact on existing heritage or green or blue assets.

### **Protecting dark corridors**

Development proposals incorporating new lighting should be designed to minimise any ecological impact and avoid significant harm to existing dark corridors.

4.91 Small sites (i.e. sites where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more) face practical constraints on both the retention of green assets when designing the development and in the provision of compensatory (or additional) green assets. Trees or hedgerows around the perimeter of a site might be practicable to retain for example, whereas a tree or group of trees in the centre of a site could prevent the development unless they were removed. As well as compensatory (or additional) green assets in the form of small trees and small landscaped garden areas or flowerbeds, other alternatives could be used, e.g. green roofs, green walls, water features, bat or bird boxes and roosting sites.

4.92 Information on public rights of way in Our Neighbourhood are available in Durham County Council's Definitive Public Rights of Way map <https://www.durham.gov.uk/definitivemap>. 'Other footpaths' are defined as the footpaths in Our Neighbourhood which are used by the public but which are not public rights of way. These include both paths with permissive access negotiated with the landowner and paths used less formally.

4.93 There are many green corridors and dark corridors in Our Neighbourhood as the definition used in para. 4.71 demonstrates, i.e.

- green corridors (a narrow strip of land containing enough habitat to support wildlife and connecting wildlife populations and habitats separated by human activities or structures (such as buildings or roads). They include riverbanks, cycle paths and footpaths, road verges);

- dark corridors (unlit strips of land (e.g. footpaths, verges and riverbanks) that provide wildlife with protection from artificial lighting and routeways between larger, unlit areas of habitat).

4.94 An assessment of open spaces in Our Neighbourhood has been undertaken for this Neighbourhood Plan (Durham City Neighbourhood Planning Forum, 2018, <http://npf.durhamcity.org.uk/wp-content/uploads/2020/09/Open-Spaces-Assessment-Final.pdf>) which includes sites that form the larger green corridors. Smaller green corridors such as strips of trees and hedgerows alongside roads, cycle paths, pavements and footpaths have not been listed in this document. Major areas of darkness are also listed in this document. The location of street lights is given in Durham County Council's Street Lights map.

4.95 One of the aims of Initiative 5 in the companion document 'Looking Forwards: Durham as a Creative and Sustainable City' is the mapping of green corridors and dark corridors. This will form part of the evidence base for a future revision of the Plan.

4.96 The 'banks of the River Wear' are defined as the area from the waterline up to and including the footpath / pavement running alongside the river (except for the Peninsular riverbanks). In the peninsular areas the riverbanks are well defined within the World Heritage Site (see Map 1) and go up to the first boundary wall.)

4.97 Darkness is important to wildlife and to the special setting of the World Heritage Site and the Durham City Conservation area, and provides health benefits to people of relaxation, tranquillity and appreciation of the night sky. Though an urban area, this Neighbourhood Plan considers that parts of Our Neighbourhood should be treated as Zone E1 or E2 for the provision of lighting (Durham County Council, Neighbourhood Services, 2014; Durham County Council, Regeneration and Local Services, 2016), e.g. the World Heritage Site, along the riverbanks and along the traditional footpaths criss-crossing Our Neighbourhood. This would entail either restricting lighting, or providing minimal intensity lighting with a full horizontal cut off. Darkness contributes to the Outstanding Universal Value of the World Heritage Site (Durham World Heritage Site, 2017, p.62)

### **Justification for Policy G1**

4.98 Public authorities have a duty to have regard for conserving biodiversity and part of the way to achieve this is through the planning system (NPPF para. 8, PPG 'Natural environment' para. 009, 019, 023). The NPPF states the importance of access to high quality open spaces for the benefits to health and well-being (NPPF para. 96 to 98). Saved policies of the City of Durham Local Plan are also relevant (E5, Q8, R1).

4.99 A key document is the Open Space Needs Assessment 2018 (Durham County Council, 2018c). 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. It identified an under supply in all types of



open space in the Durham City Assessment Area (which includes Our Neighbourhood but covers a wider area).

4.100 The complementary 'Playing Pitch Strategy' (Durham County Council, 2011a, 2012a) 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. It includes policy recommendations for the Durham City Area Action Partnership (which is wider than Our Neighbourhood) covering safeguarding and enhancing of provision.

4.101 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.



**Policy G2: Designation of Local Green Spaces**

The following areas (shown on Proposals Map 2) are designated as Local Green Space where inappropriate development should not be approved except in very special circumstances:

1. The River Wear corridor in the areas of the Peninsular Woodlands, the Racecourse and the Sands
2. Observatory Hill
3. Bow Cemetery
4. Clay Lane
5. Flass Vale and North End allotments
6. St Margaret's Cemetery and allotments
7. Durham Light Infantry (DLI) grounds
8. Maiden Castle Wood, Great High Wood, Hollinside Wood, and Blaid's Wood
9. Neville's Cross Battlefield

4.102 An assessment of open spaces in Our Neighbourhood has been undertaken for this Neighbourhood Plan (Durham City Neighbourhood Planning Forum, 2018) As a result of

that assessment, the areas in the policy above (see Proposals Map 2) have been designated as Local Green Spaces for the following reasons:

- **G2.1: The River Wear Corridor in the areas of the Peninsular Woodlands, the Racecourse and the Sands:**

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 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. 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. A draft development and management strategy for the riverbanks has been drawn up for Durham County Council with the aim of revitalising the riverbanks. The current report (Blue Sails Consulting Ltd, 2017) focuses on the Peninsular Riverbanks. Later work will look at the wider riverbanks. The particular sections of the riverbanks within the City centre comprising this Local Green Space are in the areas of: (i) the Peninsular riverbanks, (ii) the Racecourse, and (iii) the Sands. The Peninsular riverbanks are a key part of the green setting of the World Heritage Site, providing iconic views to and from the Cathedral and Castle. They are of historic value, with historic riverbank gardens and walks, forming part of an 18th century designed landscape. They have high community value as a walking area and a location for events, e.g. Lumiere. They are a key tourist attraction, accessible by public rights of way. The riverbanks in the Racecourse vicinity provide a popular walking route. They provide iconic views to World Heritage Site, as well as views of the river and surrounding areas of the City, and of events held on the Racecourse and the river. The Racecourse has high community value as a site for a range of sporting venues. It is a site for events, particularly the historic and iconic Durham Miners Gala and the Durham Regatta. The riverbanks also provide access beside, and into, Pelaw Woods. The riverbanks in the vicinity of the Sands provide a popular walking route, with views of the surrounding areas of the City and of the Green Belt in the Frankland Lane area. They provide access to the Sands. The Sands have historic value as one of the few areas of common land left in Our Neighbourhood. It is a grassed area with recreational value and providing a venue for events, e.g. the annual Easter Fair. The rest of the riverbanks in Our Neighbourhood are protected by Policy G1 which seeks to retain existing, and support new, footpaths, green corridors, dark corridors and cycle paths along the river where the physical space allows.

- **G2.2: Observatory Hill**

The Observatory Hill Local Green Space comprises Observatory Hill and two fields on the other side of Potters Bank. Observatory Hill, adjoining Potters Bank and near to Durham School, is within both the inner bowl of the World Heritage Site and the Durham 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 by local people, and has been for countless years, for access for walking, dog walking, exercise, sitting, picnics, sledging in winter, photography, etc - all the types of purposes for which open green space is used. There are footpaths criss-crossing the area (though not all are PROW). Most of Observatory Hill is used for agricultural purposes, as rough grassland. Land around the Observatory contained orchids and other rare plants. However, these have been lost since Durham University's tenant has ploughed the land to claim the agricultural subsidy. However, it would be possible to recreate the plant community if the land were managed with conservation in mind. At the east side of Observatory Hill the Cathedral has a playing field, with a small section of this at the entrance used for parking. This playing field is screened by mature trees and hedgerows. Observatory Hill provides important views towards and from the World Heritage Site, and if developed would blight the views in that direction from the World Heritage Site as the Hill is so high, and mitigation by masking by trees would not be effective or feasible. Observatory Hill has City-wide esteem, with iconic status for a thousand years and more. It was included in the City of Durham Local Plan saved policy E5 on protecting open spaces within Durham City. Two adjacent fields (one at the bottom of Potters Bank North West of St Mary's College, which is partly within the Durham City Conservation Area, and one falling down from Elvet Hill / St Aidan's College South of Potters Bank) provide one of the key 'green fingers/wedges' that are an important characteristic of Durham City, leading towards the World Heritage Site. In the Forum's priority survey respondents had high regard for the 'woodland' wedges bringing green space into the City. The two fields provide rough grassland and are used for agricultural purposes. The field falling down from St Aidan's College provides an iconic view of the World Heritage Site, and development in its upper levels would damage views to and from the World Heritage Site. The two fields form part of the Mount Oswald-Elvet Hill Parkland Landscape Area designated in saved policy E5.2 of the City of Durham Local Plan.

- **G2.3: Bow Cemetery:**

Bow Cemetery provides a beautiful wildlife feature adjacent to Bow Cottage, a Grade II listed building which was the old Cemetery lodge. Bow Cemetery is still occasionally used for burials. The remains of Scottish soldiers, who were imprisoned and died in Durham following the Battle of Dunbar in 1650, were laid to rest here in 2018.

- **G2.4: Clay Lane:**

Clay Lane (a PROW - FP15) has been an important pedestrian route into Durham since the medieval period and continues to serve as a major pedestrian artery into

the City Centre. It is an attractive green area of biodiversity, providing a significant habitat for wildlife that includes badgers, foxes, bats and the occasional weasel. It forms one of the green corridors linking the river banks with countryside outside the City. It is unlit and therefore provides an important dark corridor.

- **G2.5: Flass Vale and North End allotments:**

Flass Vale is an historic area of woodland lying within the Green belt and the Crossgate Character Area of the Durham City Conservation Area. 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 of this Local Green space. 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.

- **G2.6 : St Margaret's Cemetery and allotments:**

These lie between Crossgate and South St and provide an important green space in the Centre of the City, and within the Crossgate Character Area of the Durham City Conservation Area. 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). This area was included in the City of Durham Local Plan saved policy E5 on protecting open spaces within Durham City.

- **G2.7: Durham Light Infantry (DLI) grounds:**

The DLI grounds are within the Green Belt. They have wildlife and recreational value, with areas of the site providing views of the City Centre. 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 current DLI car park providing necessary car parking for people using these grounds and facilities.

- **G2.8: Maiden Castle Wood, Great High Wood, Hollinside Wood and Blaid's Wood:**

These woods 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. Hollinside 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. They lie within the Green Belt. 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)

- **G2.9: Neville's Cross Battlefield**

This Local Green Space comprises the undeveloped area of the registered battlefield site within Our Neighbourhood, including land lying on both sides of the registered public footpaths forming part of a boundary walk around the edge of the Battlefield site to the immediate west of Crossgate Moor. This area lies within the Green Belt. The battlefield is of national significance. 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 where the armies assembled before the battle is largely undeveloped. The remains of a Cross commemorating the battle is sited in the built-up area of Neville's Cross and is a scheduled ancient monument. The battlefield is registered in the Register of Historic Battlefields (UK Battlefields Resource Centre, no date). A copy of the map is available to view at <http://www.battlefieldstrust.com/media/401%2Epdf> (accessed September 2019).

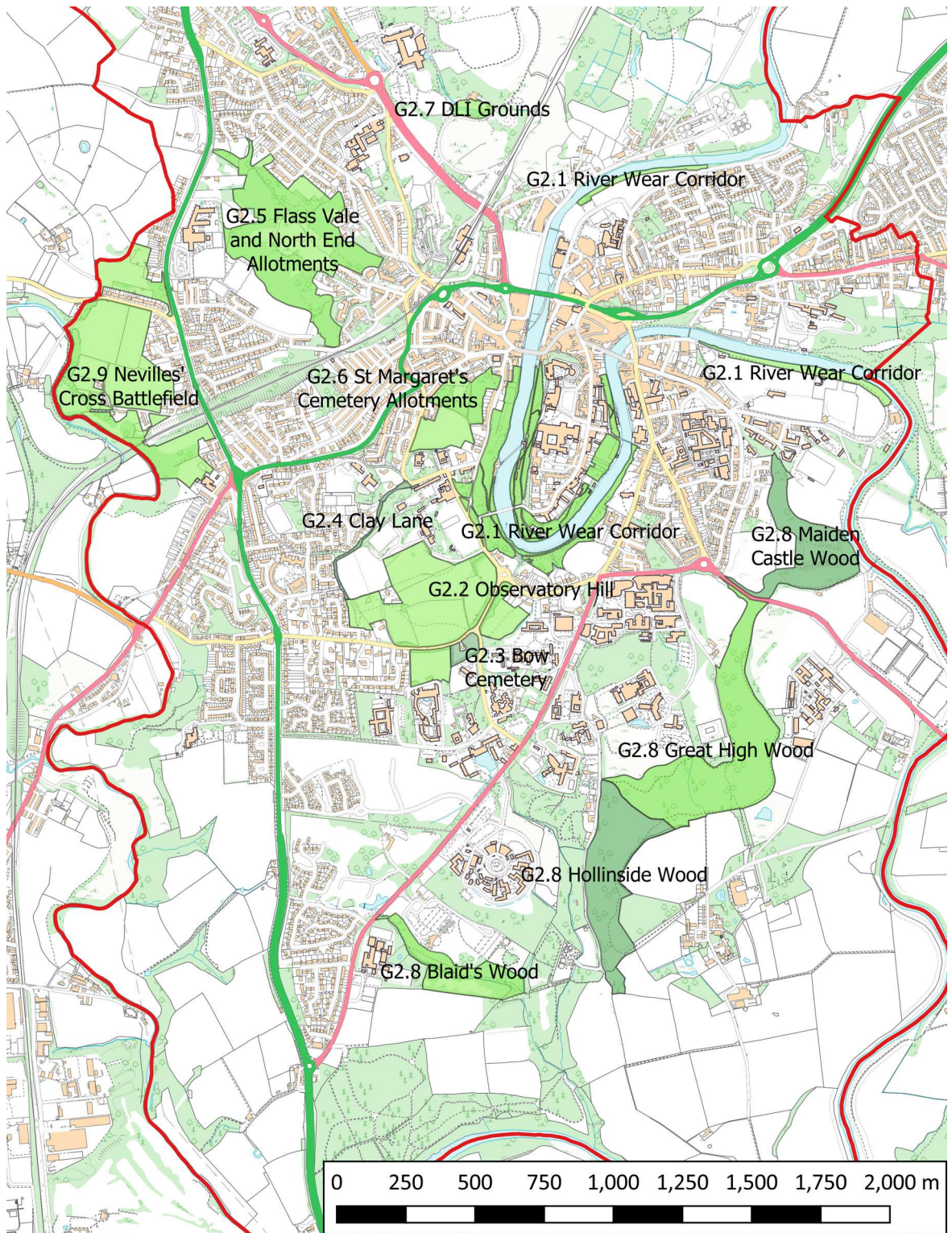
4.103 It should be noted that the Neighbourhood Plan can only cover areas that are within its boundary. One of the Local Green Spaces - Neville's Cross Battlefield - also crosses over into the neighbouring parish of Bearpark. Future co-operation with the neighbourhood plan in this parish could hopefully result in the whole of this important area becoming a Local Green Space.

4.104 The NPPF (para. 99 to 101) provides for neighbourhood plans to designate Local Green Spaces allowing "communities to identify and protect green areas of particular importance to them" (PPG para. 'Open space, sports and recreation facilities, public rights of way and local green space' 005 to 021). "Whether to designate land is a matter for local discretion. For example, green areas could include land where sports pavilions, boating lakes or structures such as war memorials are located, allotments, or urban spaces that provide a tranquil oasis." (para. 013) "However, other land could be considered for designation even if there is no public access (e.g. green areas which are valued because of their wildlife, historic significance and/or beauty). Designation does not in itself confer

any rights of public access over what exists at present. Any additional access would be a matter for separate negotiation with land owners, whose legal rights must be respected." (para. 017) "Designating a green area as Local Green Space would give it protection consistent with that in respect of Green Belt, but otherwise there are no new restrictions or obligations on landowners." (para.020). Therefore the existing public access status and operational use of the designated Local Green Spaces can continue as usual.

4.105 Policies for managing development in a Local Green Space should be consistent with those for Green Belts (NPPF para. 101) Therefore, inappropriate development, harmful to the characteristics that make the Local Green Space special, would not be approved except in very special circumstances (NPPF para. 143). However, there are exceptions for some types of new building (NPPF para. 145) e.g. "buildings for agriculture ... the provision of appropriate facilities ... for outdoor sport, outdoor recreation, cemeteries ... and allotments, ; as long as the facilities preserve the openness of the Green Belt [Local Green Space] and do not conflict with the purposes of including land within it; the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building; ... the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces". Additionally, some forms of development are also not inappropriate (NPPF para. 146) "provided they preserve its openness and do not conflict with the purposes of including land within it" e.g. "local transport infrastructure which can demonstrate a requirement for a Green Belt [Local Green Space] location; the re-use of buildings provided that the buildings are of permanent and substantial construction; e) material changes in the use of land (such as changes of use for outdoor sport or recreation, or for cemeteries and burial grounds)".

**Proposals Map 2: Local Green Spaces**



An interactive version of this map is available at [http://maps.durhamcity.org.uk/npf/Proposals\\_Map\\_2.php](http://maps.durhamcity.org.uk/npf/Proposals_Map_2.php)

## Justification

4.106 Durham County Council (2019b,c) has identified Areas of Higher Landscape Value. The Areas of Higher Landscape Value within our Neighbourhood comprise: Aykley Heads and Frankland; Durham Riverbanks; Observatory Hill and Elvet Hill; Hollinside, Mountjoy and Whinney Hill; Durham Racecourse and Pelaw; Houghall and Maiden Castle; Houghall Farm; Burn Hall.

4.107 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. National Planning Practice Guidance states that land that is already protected can be designated as a Local Green Space if there is additional local benefit (PPG 'Open space, sports and recreation facilities, public rights of way and local green space' para. 010 and 011). 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.

4.108 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. 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 'Open space, sports and recreation facilities, public rights of way and local green space' para. 012).



**Policy G3: Creation of the Emerald Network**

An Emerald Network is identified, as shown on Proposals Map 3, which comprises sites of wildlife interest within Our Neighbourhood linked by public rights of way or pavements. These sites are:

1. Observatory Hill; and
2. Flass Vale; and
3. Wharton Park; and
4. Aykley Heads; and
5. Hoppers Wood; and
6. The Sands riverbanks; and,
7. St Margaret's cemetery and allotments; and
8. Peninsular Woodlands; and
9. The Racecourse riverbanks; and
10. Pelaw Wood (the part that lies in Our Neighbourhood); and
11. Houghall; and
12. Maiden Castle; and
13. Hollinside Wood, Great High Wood, Little High Wood, Blaid's Wood, dene connecting to Low Burnhall Wood; and
14. Durham University Botanic Gardens; and
15. Low Burnhall Wood; and
16. Farewellhall Wood (the part that lies in Our Neighbourhood); and
17. Baxter Wood (the part that lies in Our Neighbourhood).

Proposals for the purpose of improving the biodiversity of sites in the Emerald Network will be supported.

Proposals for the purpose of improving the amenity of sites in the Emerald Network, or for improving existing footpaths within or between these sites, or providing additional footpaths within or between these sites, particularly for improving accessibility for people with a disability, will be supported as long as they cause no significant harm to the biodiversity of these sites.

4.109 The Emerald Network comprises designated wildlife sites (such as Local Nature Reserves, Local Wildlife Sites, and Ancient Woodland Sites), key green sites (such as parks and gardens), and the River Wear and the riverbanks. The sites are connected by public rights of way or pavements. In some cases the existing PROW or pavement may skirt the site rather than provide access into the site. Other Local Wildlife sites in Our Neighbourhood have not been included in the Emerald Network as they are not accessible by public rights of way or pavements, e.g. Moorhouse Wood and Borehole Wood. The Emerald Network includes the only sites that meet the above criteria in Our Neighbourhood (see the assessment of open spaces in Our Neighbourhood undertaken for this Neighbourhood Plan - Durham City Neighbourhood Planning Forum, 2018). This

policy does not provide public access to these sites if such access is currently restricted by the site owners. Any provision of public access to a site is at the discretion of the owner. The Emerald Network is only part of the green infrastructure within Our Neighbourhood. 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.

4.110 The purpose of the Emerald Network is to encourage people (residents, visitors and tourists) to visit key wildlife sites in Our Neighbourhood for the leisure and health benefits they provide. The 'Looking Forwards' initiative 6 outlines how the Emerald Network could be set up

### **Justification**

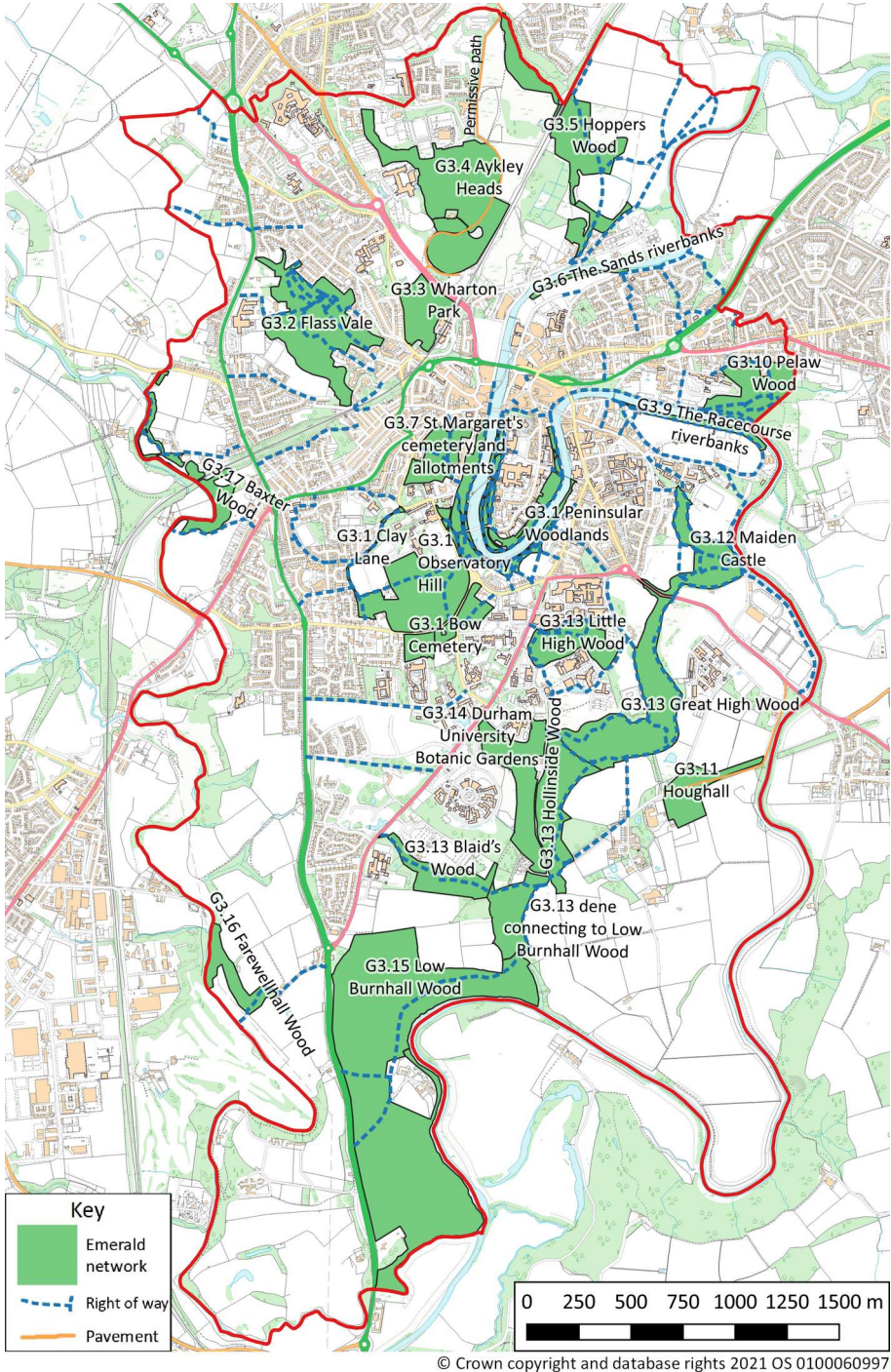
4.111 The idea for an Emerald Network developed from discussion between the Forum and the Friends of Flass Vale (comprising a membership of 250 people). It builds on policy R13 'River Wear Walkway' from the City of Durham Local Plan saved policies and incorporates policies E5, E26 and T21. Policy R13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

4.112 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 well being
- 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.

4.113 The Emerald Network would complement other trails being set up by Durham County Council or other organisations.

Proposals Map 3: Emerald Network.



An interactive version of this map is available at [http://maps.durhamcity.org.uk/npf/Proposals\\_Map\\_3.php](http://maps.durhamcity.org.uk/npf/Proposals_Map_3.php)

**Policy G4: Enhancing the Beneficial Use of the Green Belt**

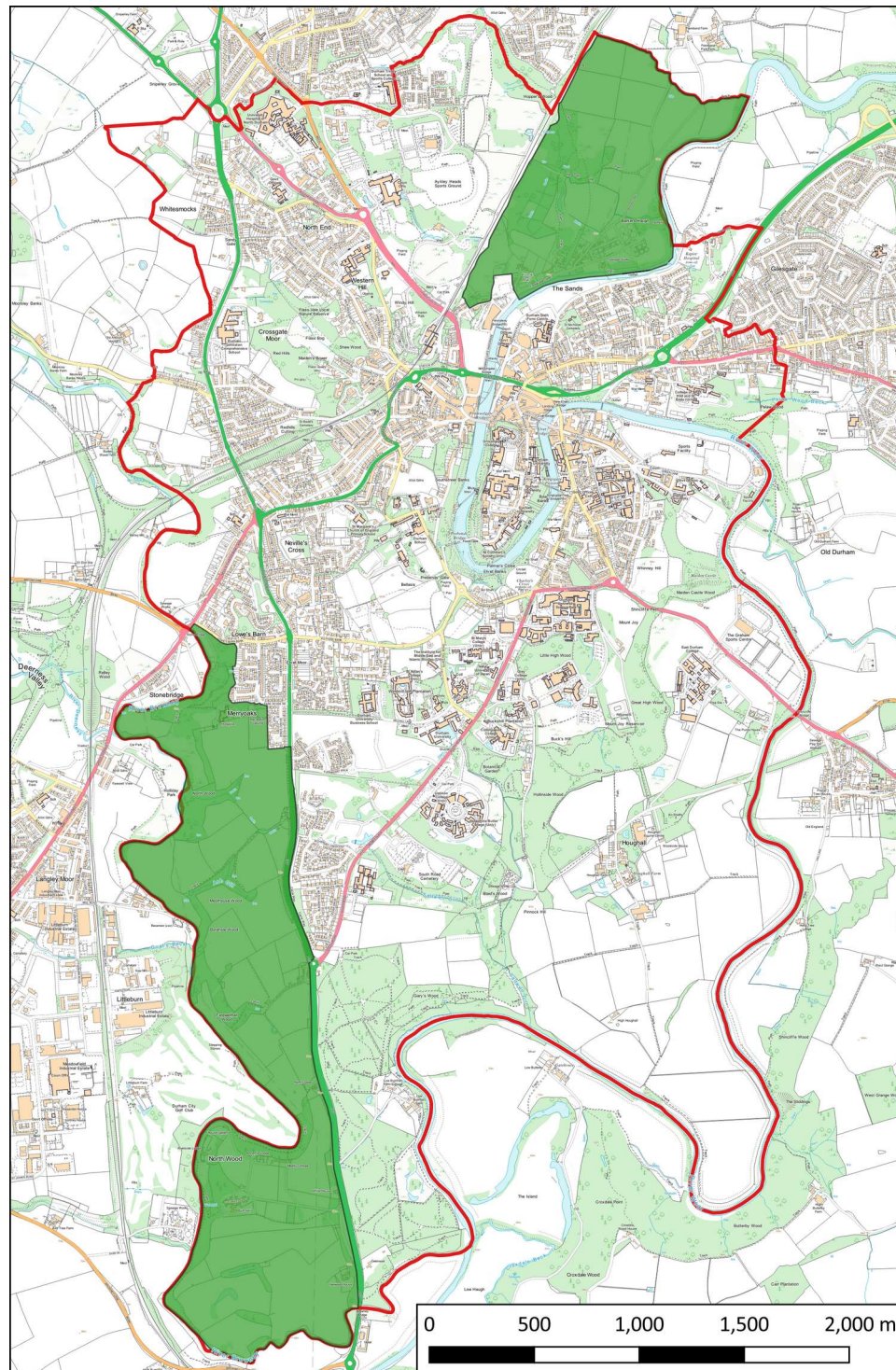
Proposals within the Green Belt land in the Sidegate and Frankland Lane area of Our Neighbourhood as shown in Proposals Map 4 for the purpose of improving access (particularly for people with disabilities), green corridors, landscape, or biodiversity, or for enhancing visual amenity, will be encouraged and supported where such proposals:

- a) sustain, conserve and enhance the inner bowl setting of the World Heritage Site, and the Durham City Conservation Area, and:
- b) do not cause significant harm to the overall quality of the Green Belt environment, particularly its openness.

Proposals within the Green Belt land in the area of Our Neighbourhood West of the A167 from Browney Bridge to Neville's Cross as shown in Proposals Map 4 for the purpose of improving access (particularly for people with disabilities), green corridors, landscape, or biodiversity, or for enhancing visual amenity, will be encouraged and supported, where such proposals:

- c) sustain, conserve and enhance the outer bowl of the World Heritage Site, and:
- d) do not cause significant harm to the overall quality of the Green Belt environment, particularly its openness.

**Proposals Map 4: Green Belt - areas for improvement**



An interactive version of this map is available at [http://maps.durhamcity.org.uk/npf/Proposals\\_Map\\_4.php](http://maps.durhamcity.org.uk/npf/Proposals_Map_4.php)

## Justification

4.114 The NPPF (Chapter 13) attaches great importance to the Green Belt and to its protection from development. Local people, as shown by responses to the Forum's priority survey (Durham City Neighbourhood Planning Forum, 2015) and by the existence of community bodies such as 'The Friends of Durham Green Belt', place great value on the Green Belt within Our Neighbourhood. 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. 134). Saved policies of the City of Durham Local Plan are relevant to the Green Belt (E1).

4.115 There is the opportunity to enhance the Green Belt. The NPPF (para. 141) 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."

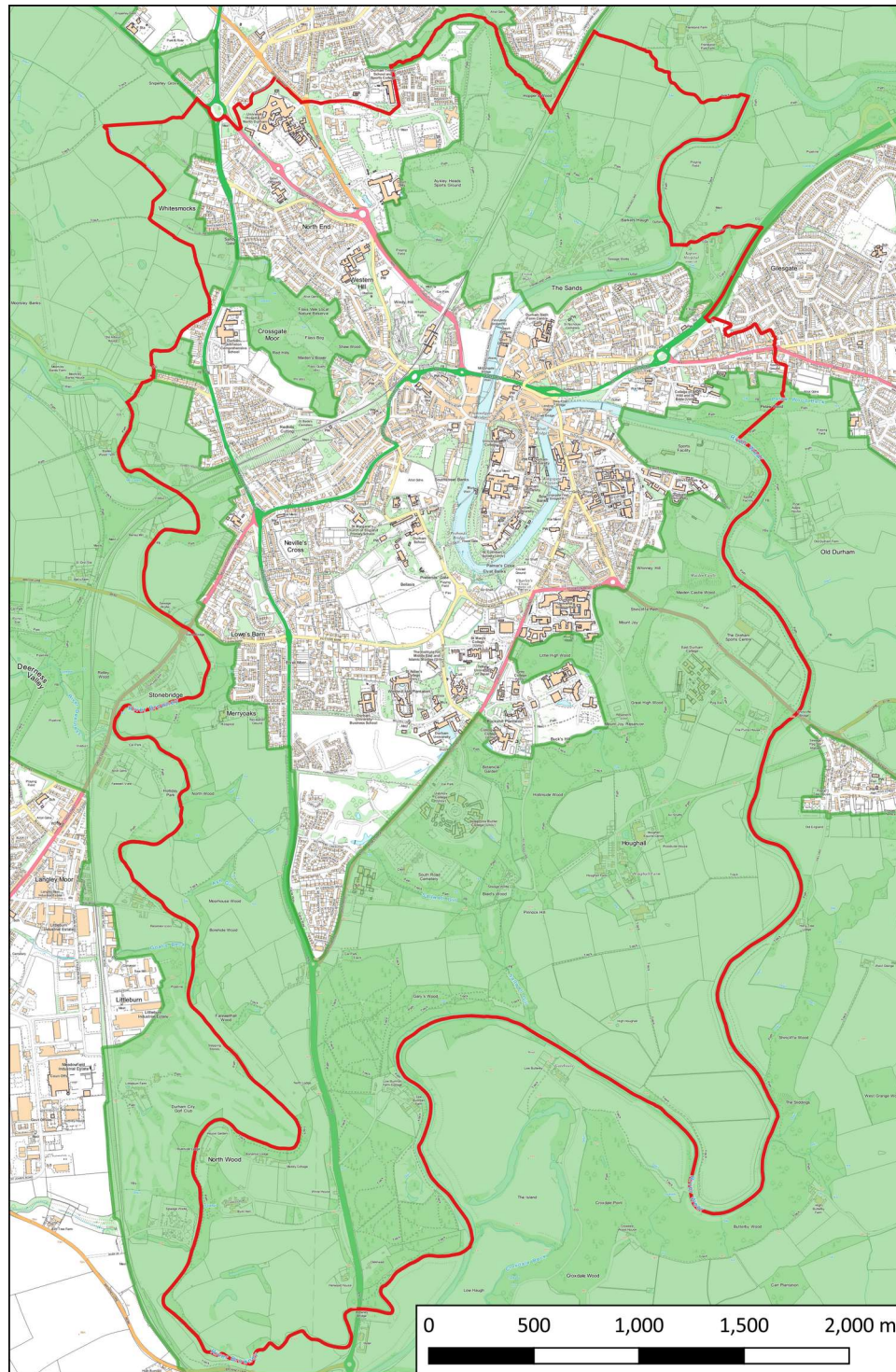
4.116 The areas of Green Belt within Our Neighbourhood are shown in Map 5. They comprise land at: Aykley Heads, Franklands, Sidegate, Kepier, The Sands, Pelaw Wood, Riverbanks, Racecourse, Whinney Hill, Maiden Castle, Mountjoy, Houghall, Great High Wood, Little High Wood, Hollinside Wood, Howlands, Blaid's Wood, Low Burnhall, West of the A167 to the River Browney (covering Burnhall, Merryoaks, Lowesbarn), West of the Neville's Cross Bank and West of the A167 (covering Neville's Cross, Quarry House Farm and Whitesmocks), Flass Vale.

4.117 Most of this land is covered by policies in this theme that aim to provide further protection and enhancement; generally by Policy G1, and specifically:

- As Local Green Spaces (Policy G2): the River Wear corridor comprising that in the areas of The Sands and the Racecourse; the DLI grounds area at Aykley Heads; woodland on the south side of the City comprising Maiden Castle, Great High Wood, Hollinside Wood, Blaid's Wood; West of the Neville's Cross Bank and West of the A167 (covering Neville's Cross, Quarry House Farm, Crossgate and Whitesmocks, i.e. the Neville's Cross Battlefield site).
- As sites within the Emerald Network (Policy G3): Flass Vale; Aykley Heads; Franklands, i.e. the accessible part of Hopper Wood; The Sands riverbanks; Racecourse riverbanks; Pelaw Wood; Maiden Castle; Houghall; Great High Wood, Little High Wood, Hollinside Wood, Blaid's Wood; Low Burnhall, i.e. Low Burnhall Wood; West of the A167 to the River Browney, i.e. Farewellhall Wood; West of the Neville's Cross Bank and West of the A167 (covering Neville's Cross, Quarry House Farm, Crossgate and Whitesmocks, i.e. Baxter Wood).

4.118 This leaves Green Belt land at Sidegate and Franklands Lane and West of the A167 from Browney Bridge to Neville's Cross not covered by additional policies in this Neighbourhood Plan.

**Map 5: Green Belt in Our Neighbourhood**



An interactive version of this map is available at [http://maps.durhamcity.org.uk/npf/Map\\_5.php](http://maps.durhamcity.org.uk/npf/Map_5.php)

4.119 Green Belt land at Sidegate and Franklands Lane lies in the Durham City Conservation Area and the inner bowl of the World Heritage Site. It is important that views within the inner bowl to and from the World Heritage Site are protected (Durham World Heritage Site, 2017, p.74). This is covered by Policy H1 in this Plan. Additionally this land would benefit from improved access, particularly for people with disabilities, and improvement to the wildlife value and visual amenity of the land and the green assets upon it.

4.120 The Green Belt land West of the A167 from Browney Bridge to Neville's Cross is mostly agricultural land. It lies within the outer bowl of the World Heritage Site. It is important that any developments in the outer bowl within Our Neighbourhood do not have a negative impact on the setting of the World Heritage Site (Durham World Heritage Site, 2017, p.19). This is covered by Policy H1 in this Plan. The wooded and wildlife value areas could have improved access as most are not accessible by public rights of way, as long as such improved access does not damage the biodiversity of the area.



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



#### Vision

4.121 Durham City will have a sustainable and vibrant local economy supporting a wide range of employment in large and small businesses in all sectors including retail and tourism.

#### Objectives

4.122 The objectives of this theme are:

1. To increase employment opportunities through the establishment and support of large and small enterprises;
2. To support the development of strategic and local sites ranging from prestige developments for businesses, university research-based and high technology industries to business incubators and local start-ups;
3. To secure the vitality and competitiveness of the City Centre through balanced retail development including responding to the development of e-commerce;
4. To build on and enhance the tourism and leisure experience in the City.

## Context

4.123 Durham City extends beyond Our Neighbourhood to include large residential, industrial and retail estates at Belmont, Framwellgate Moor, Meadowfield 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 a fine University, as well as business services, retailing, culture, leisure and recreation - the majority of which are located within the City Centre, the heart of Our Neighbourhood. Durham City is also an important destination for tourists from home and abroad.

4.124 The large and important employers in Our Neighbourhood are Durham University with over 4,000 jobs, Durham County Council with 2,000 jobs, the University Hospital of North Durham (where the major part of the jobs in the Foundation Trust's area are located) with 7,000 jobs, and Government offices which contribute over 700 jobs. A job market based on four major public sector employers is too narrow and needs to be widened. As the county town, the City is home to 80 offices comprising estate agents, solicitors, accountants and related professional services. Office space is limited in the City Centre, 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. The lunchtime economy (concentrated in the immediate City Centre, with more minimal provision in the outer areas of the City Centre) is supported by the presence of office workers and of students, and is more limited than the evening economy. The evening economy draws people into Durham City from other parts of County Durham and beyond. However, with the redevelopment of The Gates (now The Riverwalk) and the Milburngate sites there should be a greater variety of entertainment attractions for families and children.

4.125 The City's economy is significantly influenced by the large student population and its part-time presence, and to a lesser extent by the high proportion of resident retired people. Education, health, social services, retail and wholesale sectors provide most of the employment for local residents. A large number of the employees working in Our Neighbourhood commute from the rest of Durham City and beyond. (see para. 4.141)

4.126 The three state primary schools, two state secondary schools, the special school, and Sixth Form Centre in Our Neighbourhood, have good or outstanding ratings by Ofsted. Lack of capacity affects several of the primary schools, and at least one of the secondary schools is over-subscribed. There are also four private schools, offering education from nursery to secondary level.

4.127 The University, the third oldest university in England, is a member of the Russell Group and is recognised for world-class scholarship and research. High quality vocational skills are provided by 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's contribution to the economy and

cultural life of Durham City and County Durham is of great importance. It is essential, however, that the drive for growth (Durham University, 2016, 2016a) is associated with fairness and engagement with the local community, and is proportionate and demonstrates a clear understanding and respect for the capacity and infrastructure and special character of Our Neighbourhood to host such developments.

4.128 Details of economic activity and educational attainment are given in the population section of Appendix C. In Appendix D, Table D3 lists public and community services and facilities in Our Neighbourhood and Table D4 lists employers and educational establishments.

### **Justification**

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

4.130 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; an evening 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, Lower Claypath, Market Place, Riverside); improved provision for pedestrians; improved parking provision; promotion of and support for tourism (e.g. a Tourist Information Centre); more entertainment, community, leisure, and cultural facilities.

4.131 In the Forum's study 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.

4.132 The questionnaire study of businesses (Durham City Neighbourhood Planning Forum, 2016b) identified the following 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.

4.133 The NPPF supports economic growth through the planning system. Chapter 6, Building a strong, competitive economy, (para. 81) states that planning policies should:

*set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth ... set criteria, or identify strategic sites, for local and inward investment ... and to meet anticipated needs over the plan period ... seek to address potential barriers to investment, such as inadequate infrastructure, services or housing, or a poor environment ... be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices*

4.134 Our Neighbourhood is an important provider of jobs for the wider County and beyond, as well as for local residents. In a sensitive setting such as exists in Durham City, it is vital that the level of economic growth aspiration is compatible with the needs and expectations of local people in providing jobs and protecting, enhancing and improving the heritage for now and future generations.

4.135 Chapter 7 of the NPPF 'Ensuring the vitality of town centres' states that planning policies should support the viability and vitality of town centres which are the heart of local communities. Policies should allow the growth and diversification of town centres by allocating a range of suitable sites to meet the scale and type of economic development needed now and in the future: retail, leisure, commercial, office, tourism, cultural, community and residential development. 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 emerging County Durham Local Plan 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.

4.136 The Green Paper 'Building our industrial strategy' (UK Government, 2017) proposes a range 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 and the creation of businesses offering employment opportunities to graduates who might otherwise be lost to the region.

4.137 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 advanced manufacturing in the automotive and medicines sectors; Health Quest North East - innovation in health and life sciences; and Energy North East- excellence in sub-sea, 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 entire 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.

4.138 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.

4.139 Green infrastructure can be beneficial for the economy of Our Neighbourhood, particularly as a tourist attraction related to the City's heritage.

4.140 The Durham City Regeneration Masterplan (Durham County Council, 2014) and its update (Durham County Council, 2016c) have a number of implementation projects and

actions relevant to the economy of Our Neighbourhood. Business growth and greater employment opportunities will be driven by the regeneration of sites across the City at Aykley Heads, Freemans Reach, North Road including the upgrading of the bus station, The Gates, Milburngate and Lower Claypath. The updated Masterplan focuses on what has been delivered and outlines key future activities. It highlights completed projects including new developments in the City Centre and the successful organisation of major events and entertainments. For Our Neighbourhood it is important that sustainable economic growth utilises, supports and enhances the unique historic environment of Durham City.

4.141 Townsend (2017) provides a summary of employment data for Our Neighbourhood, based on the 2011 Census and 2016 employment data. The main points are:

- an 'out-of-term-time' economically active population (aged 16 to 74) of 4,800 (50% of the total)
  - 47% of these work in Our Neighbourhood, the rest commute outside
- 21,000 employee jobs in our Neighbourhood
  - 38% of these are part-time (less than 30 hours per week)
  - 66% of these are in public services
  - more 'white collar' jobs than the national average
  - a loss of 12.5% of jobs between 2007 and 2016

4.142 Townsend (2017) concludes that: "the Constituency/former City as a whole is a natural 'growth point' of the County relative to the surrounding areas as a whole, but this description does not apply to the NPA area [Our Neighbourhood]."

4.143 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 (EMP2, EMP4, EMP12, S2A).

## **Planning Policies and Proposals for Land Use**

4.144 The policies related to this theme are:

- Policy E1: The Aykley Heads Business Park
- Policy E2: Other Employment Sites
- Policy E3: Retail Development
- Policy E4: Evening Economy
- Policy E5: Visitor Attractions
- Policy E6: Visitor Accommodation

**Policy E1: The Aykley Heads Business Park**

Proposals for development of B1a and B1b uses will be supported at the Aykley Heads site shown in Proposals Map 5 where these are in accordance with a masterplan or other design and development framework prepared under Policy S2.

4.145 Aykley Heads is the largest and most important employment site and critical to the future attractiveness of the City for the location of future businesses. The land identified for it is on the non-Green Belt part of this area. It will be an exemplar of sustainable development, as set out in sustainability Policy S1, and for which a masterplan or other design and development framework will be prepared, see Policy S2. This land is scarce and valuable and can only be released for development that meets the highest standards which will be set out in the masterplan or other design and development framework with guidance set out in the NPPF Chapter 12: Achieving well-designed places (para. 124 and 127). Ancillary uses such as a café, a crèche, a gym and business support serving the principal high quality occupiers of Aykley Heads can be considered, but must pass a strict test of meeting the needs of those working on the site and thereby avoid the unnecessary loss of valuable and scarce land for prestige uses. Design must be appropriate to the settings of the World Heritage Site and the Durham City Conservation Area (particularly heritage Policies H1 and H2). Development of Aykley Heads should encourage associated improvement, management and recreational use of the Local Green Space within the site and other green spaces, including the retention of woodland and veteran trees and heritage assets.

4.146 In the Pre-submission Draft of the Neighbourhood Plan 5.5 hectares of non-Green Belt land at the Durham Science Park at Mountjoy was identified as a site in Policy E1. Durham Science Park is owned by Durham University and is situated next to the Mountjoy Research Centre. However, the new Mathematical Sciences and Computing Science building now largely occupies the site and an area has also been set aside for an approved car park. As very little land therefore remains undeveloped it has been removed as an identified site. However, the site is in close proximity to ancient woodland which is well-used by local residents and contains assets of wildlife value including a pond. It is therefore still important to protect this existing environmental setting, e.g. by providing a buffer of native tree planting or green open space against the woodland and wetland.

4.147 An Environmental Impact Assessment will need to be undertaken of any proposed development which is likely to have significant effects on the environment at Aykley Heads and the present 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 Policy G1. It will include an assessment of the mitigation measures appropriate to the development in a mature

parkland landscape. Developments should favour sustainable transport to minimise any adverse effect created by the development on the environment (see transport Policy T1).

4.148 The provision of safe and well-connected pedestrian and cycle paths from the Aykley Heads site will allow employees to easily travel to and from transport hubs, residences and the City Centre. This will have two specific benefits; by increasing footfall within the retail area and thereby boosting the economy; and helping to reduce a reliance on motor vehicles. The Durham Science Park would also benefit from such sustainable transport infrastructure.

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

### **Policy E2: Other Employment Sites**

Support will be given to the development of Fowler's Yard (Durham's Arts Quarter) as shown in Proposals Map 5 including craft workshops, creative spaces and associated sales and services, to ensure the fullest utilisation of existing buildings and unused space and land.

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

4.150 Fowler's Yard is an area already thriving as independent craft workshops, creative spaces and associated retail sales and services. It is greatly appreciated as such and worthy of safeguarding against uses that would reduce its unique appeal as a creative space for local artists and practitioners.

4.151 Blagdon Depot is a site in the Green Belt and in Flood Risk Zone 2 and as such may not be available for development. However should the issues identified be resolved and an opportunity arise to improve the existing provision, or develop the site further, this would be welcomed subject to conformity with the relevant policies within the Plan.

4.152 Any brownfield windfall site that offers the opportunity for regeneration through redevelopment and refurbishment will be considered. Development of such sites will provide a wide range of mixed-use office space in terms of size, quality and cost and the prospect for affordable lower-cost business space. This will provide an entry level for start-ups and small enterprises and more and equal employment opportunities for a broader range of employees and employers. The potential development site must be easily accessible to the City Centre and transport hubs for pedestrians and cyclists.



## Justification for Policies E1 and E2

4.153 Businesses and residents have requested more land for commercial use; the sites identified 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.

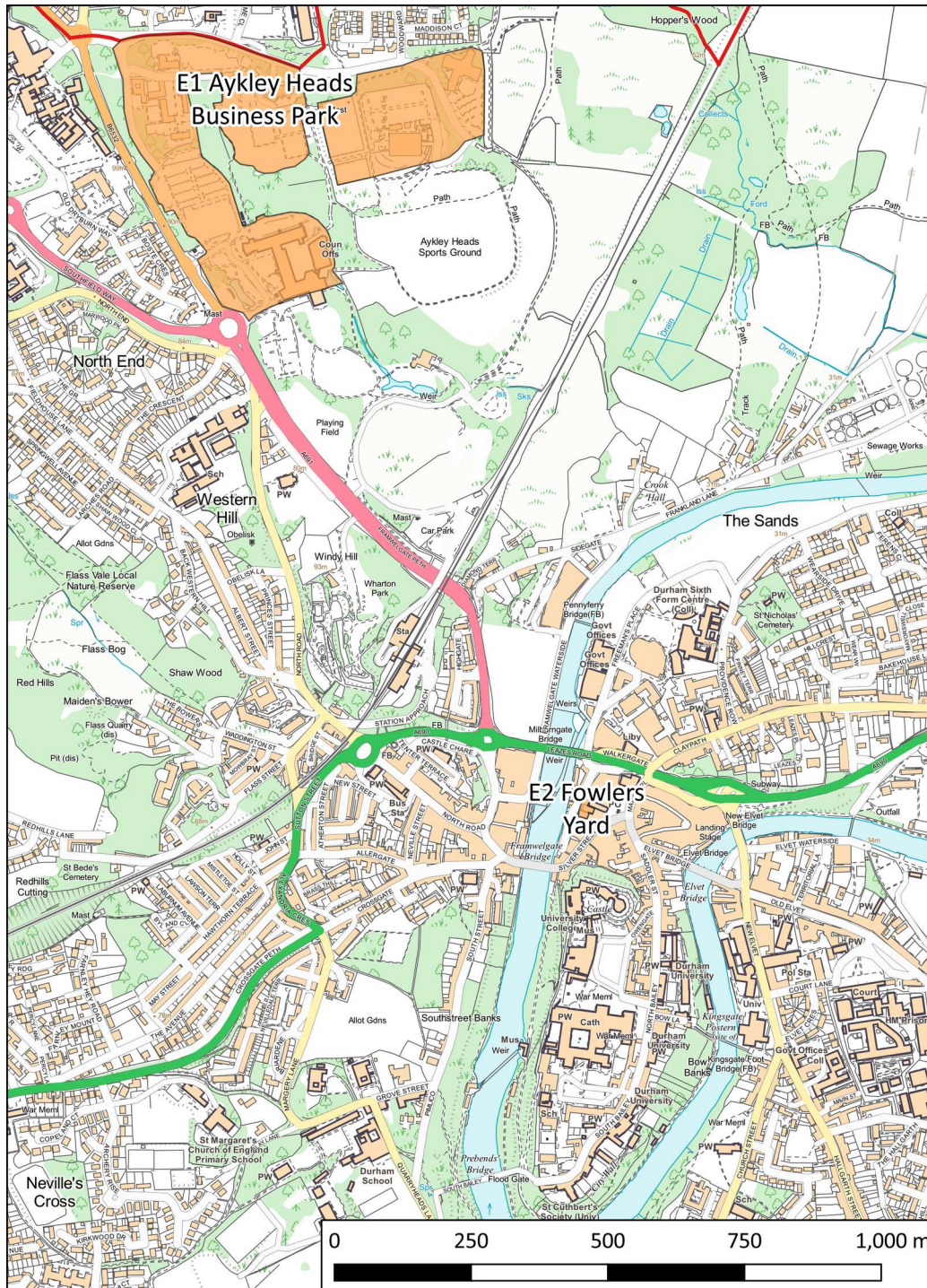
4.154 In accordance with guidance in the NPPF Chapter 11: Making effective use of land (para. 117) commercial development will be directed to brownfield sites. In satisfying the sustainable design principles of Our Neighbourhood Plan, new development will avoid unacceptable impacts on local, national and international designations and physical constraints such as flood risk and topography. These



considerations are also included within the emerging County Durham Local Plan. 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).

4.155 Windfall brownfield sites which become available should be used to improve the economy in Our Neighbourhood by providing office space for A2 Professional Services and B1 Business as there is a shortage of office space as evidenced by the business professionals who were interviewed during the initial consultation for Our Neighbourhood Plan. Accommodation on these sites will be considered in Our Neighbourhood for local housing needs where there is a shortage and particularly for those in need as defined by the NPPF Chapter 5: Delivering a sufficient supply of homes (para. 61); the elderly, those with disabilities, families and young professionals as there is evidence of a shortfall of this type of housing in Theme 4: A City with attractive and affordable places to live.

Proposals Map 5: Economic Designated Sites



An interactive version of this map is available at [http://maps.durhamcity.org.uk/npf/Proposals\\_Map\\_5.php](http://maps.durhamcity.org.uk/npf/Proposals_Map_5.php)

**Policy E3: Retail Development**

Within the Durham City Centre, as defined in Proposals Map 6, support will be given to proposals that:

Contribute to the creation of a lively and vibrant City Centre by development in the Primary Shopping Area for:

- a) A1 (retail), A2 (financial and professional services ), A3 (restaurants and cafés), A4 (drinking establishments), A5 (hot food takeaways), and other appropriate town centre uses (defined as retail, leisure, entertainment, sport and recreation, offices, and arts, culture and tourism); or
- b) change of use of ground floor premises to the following non-A1 uses as the predominant use:
  - 1) entertainment
  - 2) arts, culture and tourism
  - 3) leisure, sport and recreation;

And enhance the character and attractiveness of the City Centre by:

- c) improving the public realm including streets, back lanes, vennels and urban open space for all users; and
- d) improving the City Centre environment and access for pedestrians, cyclists and public transport users including more parking for people with a disability.

Development proposals that provide residential accommodation in upper floors of commercial properties will be supported, as long as they do not have a negative impact on retail, commercial and tourism activities and the general amenity of neighbouring properties and residential amenity including noise impact.

**Policy E4: Evening Economy**

All development proposals, including those for a change of use, that would promote and/or support the early evening and night-time economy activity related to food and drink, arts and cultural uses, including later trading, will be supported provided that they contribute to the vitality and viability of the City Centre and add to, and improve, the cultural and diversity offer.

Proposals should include a strategy regarding public safety and appropriate evidence that the development will have no significant adverse effect upon local amenity, including the amenity of local residents.

4.156 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. Development that increases the range and diversity of retail ownerships, and quality of shops and shopping experience for residents, visitors and those working in the City will be supported. The policies reflect the quickly changing retail environment and a need for flexible commercial space to maintain the vitality and viability of the City Centre as set out in NPPF Chapter 7: Ensuring the vitality of town centres (para. 85). The Grimsey Review 2 (Grimsey et al, 2018), a review of retail in Britain, states in the Foreword “The fundamental structure of Britain’s town centres has changed from goods transactions to one of consumption of food and experiential services including health and beauty”.



4.157 There are a number of sites outside the City Centre as defined in Proposals Map 6 where planned development will result in an increase of people living or working in the Centre. These new developments 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 Policy T1.

4.158 New developments must be designed to the highest standards and respect and enhance the Durham City Conservation Area and the historic City Centre (see also Policy H2). The NPPF (para. 124, 125) states the importance of good design in planning. 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. Advice should be available on the design of shop fronts including security blinds for doors and windows.

4.159 There is a deficit of suitable accommodation in the City for young professionals, young couples starting out, people leaving home for the first time and older people. These categories of need are recognised in the NPPF (para. 61). Residential development in Durham City has in recent years been focused on the student market and so-called 'executive' housing making it increasingly difficult for residents who fall into one of the categories of need to find suitable accommodation in Our Neighbourhood. The NPPF (para. 118d, 121a) underlines the need to re-purpose existing buildings for use as residential accommodation. Our Neighbourhood Plan seeks to help make Durham City a more balanced community and one in which all residents can benefit. One way in which to do this is to allow the upper floors of the Primary Shopping Area as defined in Proposals Map 6 to be used for residential accommodation, as long as such development does not have a detrimental effect on local and residential amenity. Proposals must include mitigation for the impact of noise on residents.

4.160 Support will be given to any development that positively contributes to the evening economy, particularly a more diverse cultural offer to redress the over-reliance on restaurants and licensed establishments. Proposals which broaden the range of evening and night-time activities should be explored including the extension of opening hours



for existing daytime facilities such as shops, cafés and Durham Clayport Library to create bridges between the day and night-time economy. In turn this would attract a wider range of visitors including families with children. Park and Ride opening hours should be extended to make the City more accessible in the evening.

4.161 Proposals for development of the early evening and night-time economy will require a supporting statement to be submitted with the planning application to address the issues of public safety concerns and the negative impact on local and residential amenity including mitigation for noise. Development should be designed to be accessible for all users, including access to public toilets.

#### **Justification for Policies E3 and E4**

4.162 The NPPF (para. 85) and the emerging County Durham Local Plan 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 be resisted through policy in the Neighbourhood Plan as all these rivals are outside its influence. The Retail and Town Centre Study (CBRE, 2018; Durham County Council, 2017a) highlights the threat from out-of-town sites to the retail offer in the City Centre. Paragraph 10.3 states that the County Council has been obliged to issue “lawful development certificates” enabling change of use from traditional retail park businesses such as DIY companies to high street fashion chains. Paragraph 10.46 states the negative impact of this course of action on the retail offer in the city; “this could have implications for the future retail strategy of the city as operator demand could be absorbed in out-of-centre locations”. In accordance with the NPPF (para. 86) it is essential that Durham County Council apply a sequential test when considering out-of-town retail proposals across the County so that they do not have an adverse impact on the viability of Durham City Centre. The emerging County Durham Plan includes sequential assessment for the protection of the vitality and viability of the City Centre and this coupled with policies and proposals in the Neighbourhood Plan will be crucial in determining such applications and maintaining the retail offer in the City.

4.163 The Primary Shopping Area of the City Centre is where shoppers, visitors and tourists should experience the liveliest and most attractive environment, which will encourage return visits and maintain Durham City's role in the County's hierarchy of town centres. The retail sector in Durham City Centre is a key driver of the local economy, although it is subject to major seasonal fluctuations because of the impact of Durham University terms and vacations. Durham City has a good mix of shops, including independents and the well-loved market, but the closure of BHS and of Marks and Spencer, the anchor stores of the City Centre, and a number of other vacant shop units means that it is important that a range of both independent and national retailers are represented to include a balanced mix of consumer goods, food and services within the Primary Shopping Area. There is growing public concern at the rapid and continuing growth of food shops and in particular cafés, drinking establishments and takeaways which are considered to have a detrimental effect on the overall retail attractiveness of the City. Nevertheless, the food and drink sector plays an important role in the viability and vitality of the City Centre which is increasingly apparent following the loss of major stores. There is now a gap in the retail provision in the City Centre, which will need an innovative solution to mitigate the challenges currently facing the high street. Enabling more ‘click and collect’, online shopping delivery facilities within City Centre shops will help to increase footfall through the City.

4.164 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. Durham City Centre “is undergoing transition towards a more mixed retail and leisure development” (CBRE, 2017, para. 10.9; Durham County Council, 2017a) with the transformation of The Gates shopping centre into The Riverwalk, which it is hoped will encourage visitors to stay longer in the City. 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. The need to upgrade the existing bus station and bus stops serving the City Centre is a high priority in improving the attractiveness of the City to shoppers and other visitors. Extending the Park and Ride operating hours would also encourage visitors to stay longer in the City Centre.

4.165 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.

4.166 The County Council is addressing the decline in North Road, which has recently suffered from a lack of investment and a deterioration of the retail offer, with improvements to roads and pavements. The Retail and Town Centre Study (CBRE, 2018, para. 10.48; Durham County Council, 2017a) identifies North Road as a regeneration site; “which should be subject to a positive policy framework (not specific retail allocations but more supportive for town centre uses)” This also supports the need for a more flexible approach to town centre uses.

4.167 The retail offer outside the Primary Shopping Area comprises a greater mix of uses including non-retail such as letting agents, cafés and charity shops and these are necessary in order to provide a range of services expected in a town centre. In the case of Durham City the area outside the Primary Shopping Area has suffered much change over the past 5 to 10 years; and the greater flexibility afforded to commercial premises outwith the Primary Shopping Area 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.

**Policy E5: Visitor Attractions**

The special characteristics of the World Heritage Site and existing visitor attractions should be sustained and conserved, and where possible enhanced and promoted.

Development proposals for existing and extended or refurbished visitor attractions will be supported where the visitor experience is enhanced:



- a) through the provision of improved facilities and interpretation at an existing attraction; and
- b) through better access to a site for all visitors with good links to public transport; and
- c) by location, use and design suited to the character of the area, and which does not have a negative impact on nearby properties and local residents' amenity with regard to noise and traffic.

Development proposals for new visitor attractions will be supported where:

- d) a positive contribution to the quality of the City's environment is made, in respect of location, scale, design sympathetic to, and in harmony with, the Durham vernacular architecture, and potential for use of vacant buildings; and
- e) the site is accessible to visitors and is well related and located to other attractions and facilities.

#### **Policy E6: Visitor accommodation**

Development proposals for new, extended or refurbished visitor accommodation will be supported where:

- a) the accommodation to be provided would improve the range and quality available; and
- b) the location, scale and character of the development will not have an unacceptable adverse impact on the natural or historic environment; and
- c) such accommodation does not become a permanent residence.

#### **Justification for Policies E5 and E6**

4.168 The NPPF (Chapters 6 and 7) emphasises building a strong and competitive economy and ensuring the vitality of town centres. Planning policies should take "a positive approach to their [town centres] growth, management and adaptation" (NPPF para. 85) a particularly important requirement for town centres which are in decline, as in Durham City in recent years. Tourism is a major source of income for Durham City, which has a World Heritage Site and other attractions. Through the policies the intention is to support Durham City as a centre for tourist development and as a year round tourist destination. Further there is potential to improve the quality of the visitor experience and to extend the time visitors stay in the City while strengthening the economy and creating jobs.

4.169 Visit County Durham (2016) Durham Tourism Management Plan 2016- 2020 identifies the immediate action needed to deliver the tourism strategy for the County and City. Of particular importance to the economy is the need to improve facilities to lengthen the amount of time that visitors spend in the area. In terms of new development, the Management Plan identifies the main gap in the tourism experience to be the lack of a cluster of

attractions in Durham City that clearly benefit other historic cities. Other facilities needed within the County, and therefore possibly to be considered within Our Neighbourhood, are conference venues, art galleries and family attractions. A City with a World Heritage Site is expected by visitors to have a gallery of some sort, but Our Neighbourhood lacks a regionally or nationally significant art space. Policy E5 seeks to achieve the balance between meeting acknowledged needs and protecting the environment of the City and its residents. Although the NPPF (para. 85) recommends the allocation of a range of sites, any such identification in the Neighbourhood Plan would risk the loss of a potential development opportunity for another suitable use.

4.170 Comments received during the consultations have been assessed for potential improvements of the policies. There is general support for the provision of new and better attractions for the benefit of both residents and visitors.

4.171 There is a need for more and better visitor accommodation in the City, which is identified in the Durham Tourism Management Plan to be "boutique hotels – particularly in Durham City, quality bed and breakfast accommodation, inns with rooms, good quality 3 star properties" (Visit County Durham, 2016, p. 20). Policy E6 seeks to achieve a balance between meeting acknowledged needs and protecting the environment of the City and its residents.

4.172 Planning consent for all new visitor accommodation should include a condition of consent to ensure that the accommodation cannot be used as a permanent residence, in particular a House in Multiple Occupation. A recent planning application in Durham City attempted to get around the restrictions on HMOs by applying for planning permission as a Guest House.

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



### Vision

4.173 Durham City will have a range of housing types to meet the needs of a sustainable mix of local residents and students living in harmony.

### Objectives

4.174 The objectives of this theme are:

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

### Context

4.175 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.

4.176 When work started on the 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. PBSAs comprise a number of cluster flats and/or self-contained flats. Each flat in a PBSA is counted as a residential unit. University colleges are PBSAs. Since 2012 a number of sites in Our Neighbourhood including several specifically identified at the time in the County Council's SHLAA that could have been for year-long residents have been developed as private PBSAs, i.e.:

- Elvet Studios (Green Lane) 112 studio apartments
- City Block (formerly The Village @ The Viaduct) (Ainsley Street) 223 beds, in cluster and studio apartments
- Ward Court (formerly Neville's Cross Club) 36 apartments
- Chapel Heights 198 beds
- St Giles Studios (110 Gilesgate) 109 studio flats
- New Kepier Court (Mayorswell Close) 214 rooms, a mixture of cluster apartments and studios
- Ustinov College at Sheraton Park (formerly Neville House and Sheraton House) 418 beds, in cluster and studio apartments
- Duresme Court (formerly Berendsen Laundry) 277 studio flats
- Rushford Court (formerly County Hospital) 363 beds
- Houghall Court, East Durham College's Houghall campus, 222 beds in cluster and studio apartments
- Dun Holm House, The Riverwalk 253 beds in cluster and studio apartments
- Student Castle, Lower Claypath 473 beds in cluster and studio apartments
- The Greenwell Building, Back Silver Street 56 beds
- The Three Tuns 168 beds, construction progressing

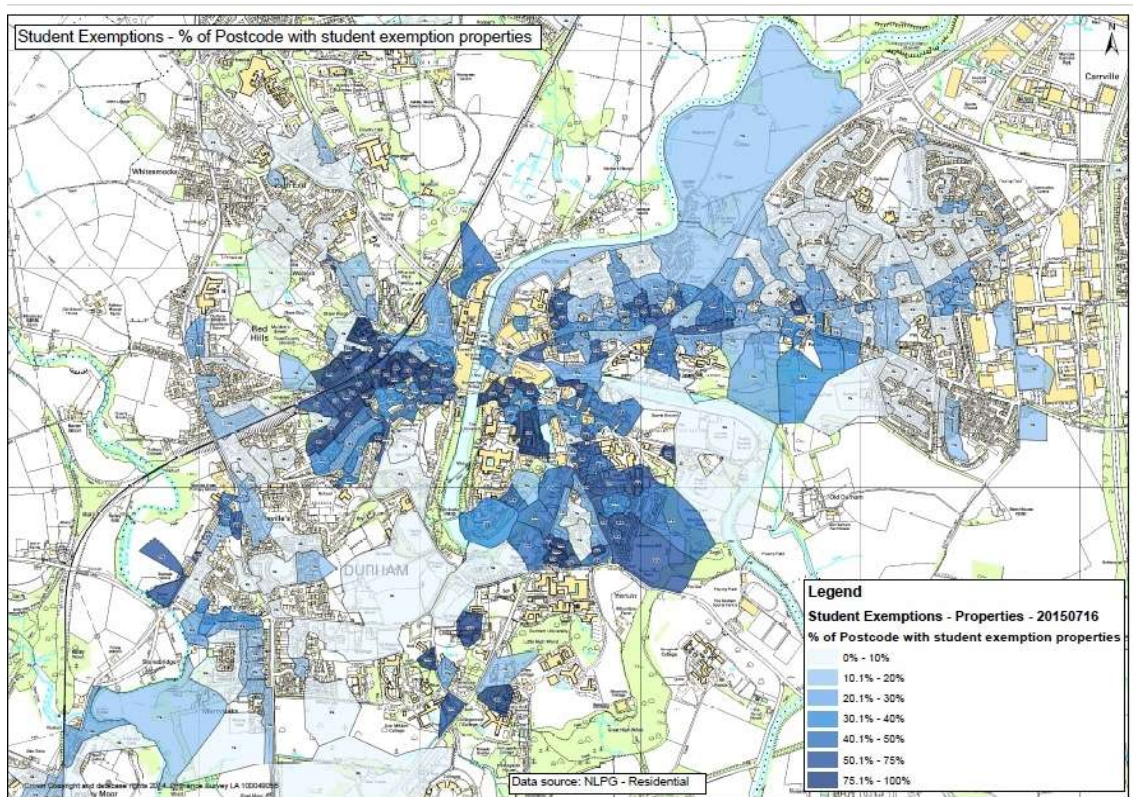
4.177 The few remaining areas of land potentially suitable for housing development are therefore extremely precious; it is imperative that the Neighbourhood Plan provides development policies that enable such areas of land within Our Neighbourhood to contribute as much as possible to the provision of appropriate new dwellings for Durham City as a whole.

4.178 One of the strongest concerns expressed in consultations has been the 'studentification' of former family housing areas of Durham; the NPPF (para. 62) expects planning policies to aim to create mixed and balanced communities and (para. 91) to achieve healthy, inclusive and safe places. 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. In 2015 the Durham City Neighbourhood Planning Forum collected data on residency in Our Neighbourhood (<http://npf.durhamcity.org.uk/themes/housing/property-information/>). Most of the information was gathered from public sources, primarily the Valuation Office Agency and Durham County Council, plus estate agents and landlord websites. The database had 2,913 permanent residents' dwellings, 2,029 student houses and flats, and 1,644 other properties, making 6,586 properties in total. The 2,029 student houses and flats represent 30% of all residential properties in Our Neighbourhood, above the 10% figure for a balanced community. It should also be noted that a number of streets in the Viaduct and Crossgate area have student residencies of approximately 90+%.

**Map 6: Studentification**

Note: Map supplied by Durham County Council



4.179 The C3 planning use class covers dwelling houses for up to six people living together as a single household. Houses in Multiple Occupation (HMO) are properties shared by between 3 and 6 unrelated individuals and are planning use class C4; an HMO where more than six unrelated individuals are sharing is known as “Sui Generis” (of its own class). Enabling changes of use from an HMO to C3 will be a challenge as there is some evidence that students prefer HMO accommodation to PBSAs or college accommodation (Durham University, Geography Department, 2015).

4.180 An Article 4 Direction, requiring planning permission to convert a family home into an HMO, 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 (outside Our Neighbourhood) 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, a third Direction to cover the remaining part of the Neighbourhood Plan Area would be needed. This is an action which would be for the County Council to consider.

4.181 A further issue is that Durham University (2016) has adopted its Masterplan for the growth of Durham University over the next 10 years. This is helpful in displaying Durham University's aspirations for physical development. This growth will, however, further diminish the very limited availability of sites for various forms of residential development unless sufficient Purpose Built Student Accommodation, including new Colleges, is provided within the University estate. It is welcome therefore, that Durham University has identified land in its ownership for six new Colleges and PBSAs. However, as shown in Appendix C (para. C16 to C23), even if these are all built and are Colleges or University-affiliated PBSAs, meeting the aspiration of between 50% and 55% of students 'living-in' would require that all existing and planned PBSAs are given the designation 'University-affiliated'. This is not expected to be the case, and in addition student preferences are to live in HMOs. It follows that there may well be a demand for additional HMOs in Durham City which, if met, would further reduce the number of year-long residents and worsen the community imbalance. To avoid this retrograde scenario would require a reduction in the scale and pace of growth envisaged by Durham University, or for the University to require a higher percentage of students to live in College and University-affiliated accommodation.

4.182 The County Council has provided an estimate of the overall numbers of dwelling units required in Our Neighbourhood, but not for each kind of housing need. To be able to retain the long-term number of residents would need sites for at least 200 additional dwellings at the very minimum (from Appendix C para. C15). The County Council's estimate at September 2019 (which will be revised in due course) is that a minimum of 1,297 new dwellings are required, comprising 639 on sites now under construction, 120 with planning permission but not yet under construction, 488 with planning permission and included in the emerging County Durham Local Plan, and 50 on a proposed new site (details are in Appendix C para. C28). This requirement figure therefore will assist in re-balancing the permanent resident population of Our Neighbourhood.

4.183 The County Council's figure of the housing requirement for Our Neighbourhood is the current figure for how many new homes there is planning permission to build and is thereby automatically sufficient. Additional suitable sites would be useful in case of non-delivery of some of the approved sites and would provide flexibility and a contingency provision. Accordingly, further sites, however small, have been sought and these are included in Policy D1.

4.184 The Neighbourhood Plan does set out qualitative needs: the County's population age structure is projected to shift dramatically (Office for National Statistics, 2016b), with

the numbers aged 75 and over increasing by 67% from being 8.6% of the total population in 2014 to 13.3% in 2035 (in the 2016 household projections the figures are an increase of 58% from 8.7% of the total population in 2016 to 13% of the total population in 2035 (Office for National Statistics, 2018b)). 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 (NPPF, para. 61).

### **Justification**

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

4.186 The results of the Forum priority 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, the responses indicate that 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 in order to restore and sustain community balance, inclusiveness and sustainability, notably with regard to school places and children's and parents' facilities.

4.187 The NPPF (para. 67) states the need for the Local Planning Authority to identify a sufficient supply and mix of specific, deliverable sites (the Strategic Housing Land Availability Assessment (SHLAA)). The NPPF's 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), and contribute to the objective of creating mixed and balanced communities. However, the Local Planning Authority should also protect the Green Belt (NPPF para. 133 to 136) and encourage reuse of brownfield land (NPPF para. 117). These national planning policies apply not just to the Local Planning Authority but to all relevant plan-makers and decision-takers.

4.188 The White Paper 'Fixing our broken housing market' (Department for Communities and Local Government, 2017a) and the Government Response to consultation comments (Ministry of Housing, Communities and Local Government, 2018) aim to boost housing supply and, over the long term, create a more efficient housing market. The Government proposes to prioritise the use of brownfield land, incentivise housing for rent, encourage the smaller development firms, discourage 'land-banking' and promote good design.

4.189 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.

4.190 The Durham City Regeneration Masterplan (Durham County Council, 2014) and its update (Durham County Council, 2016c) 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 planning for housing allocations. The Masterplan update notes what has been delivered and outlines key future activities. Completed projects include the introduction of an Article 4 direction and a policy framework with which to determine student accommodation proposals. Housing allocations are set out in the prevailing Local Plan, and the Neighbourhood Plan seeks to supplement these to provide flexibility and contingency in case of non-delivery.

### **Planning Policies and Proposals for Land Use**

4.191 The policies related to this theme are:

- Policy D1: Land for Residential Development
- Policy D2: Housing for Older People and People with Disabilities
- Policy D3: Affordable Housing
- Policy D4: Building Housing to the Highest Standards

#### **Policy D1: Land for Residential Development**

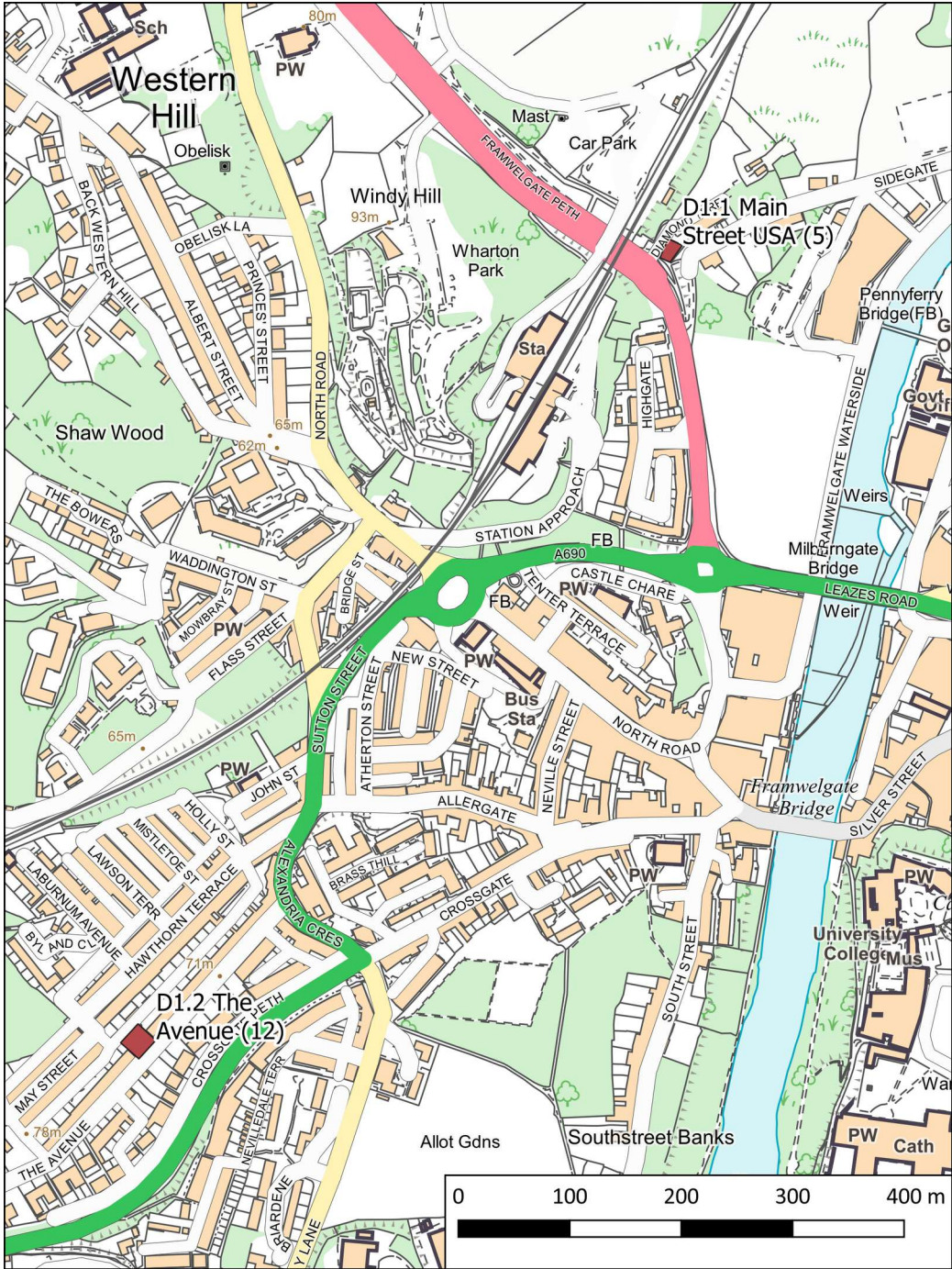
Proposals for housing development on the following sites, as shown on Proposals Map 7, will be supported:

1. Main Street USA
2. The Avenue

The conversion of existing buildings for residential use will be supported.



Proposals Map 7: Housing Sites



An interactive version of this map is available at [http://maps.durhamcity.org.uk/npf/Proposals\\_Map\\_7.php](http://maps.durhamcity.org.uk/npf/Proposals_Map_7.php)

4.192 Potential sites for residential development are listed in the SHLAA 2018 (Durham County Council, 2018d,e (See Appendix C, Table C8). The Neighbourhood Plan endorses these and in Policy D1 identifies two other sites. An Evidence Base note on the process through which the Neighbourhood Plan's housing sites were identified is available (City of Durham Parish Council, 2020, <http://npf.durhamcity.org.uk/wp-content/uploads/2020/09/Evidence-Base-Note-Housing-Site-Selections.pdf>). Sites that are now under development do not need to be identified.

4.193 The following notes provide additional information about the sites (shown on Proposals Map 7). The sites have been assessed through the Sustainability Appraisal process (AECOM, 2019) to ensure that the potential social, economic and environmental impacts including those on known heritage assets has been identified, and additionally to ensure that appropriate mitigation and/or enhancement measures will be applied in accordance with the sustainability Policy S1 and the three heritage Policies H1 to H3 of this Plan.

4.194 The two sites identified are located within the Durham City Conservation Area and have the potential to adversely impact upon the Conservation Area itself, including its special qualities, distinctiveness and setting. Additionally, the location and visibility of Site D1.1 Main Street USA is likely to also be sensitive in relation to the Durham Cathedral and Castle World Heritage Site. Accordingly, it is essential that the Conservation Area Appraisals and the World Heritage Site Management Plan are used in considering residential development proposals for these identified sites so as to provide an appropriate basis for the protection and enhancement of heritage assets. There are other possible sites and these should similarly be assessed against these policies and protections if housing development applications come forward. The number of housing units given below 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.

- D1.1: Main Street USA: (anticipated yield 5): existing space could provide for 5 terraced houses, provided that trees and surrounding woodland are protected and that the right of way that residents and occupants of the Main Street USA offices have from Framwellgate Peth over the land now owned by a developer to get to their properties is retained. 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.
- D1.2: 24 a, b and c The Avenue: (anticipated yield 12): 12 apartments have been approved but not commenced.

4.195 To maximise the contribution that any site makes 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. Contributions from conversions of existing buildings into residential uses will

also be supported in principle, including residential use of upper floors of retail and commercial premises.

4.196 In addition to housing sites identified in the Neighbourhood Plan, additional houses would become available from small windfall sites. 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 the Neighbourhood Plan policies. Although the possibility of redevelopment on the site of Durham Prison in New Elvet has been raised, the Home Office does not envisage closing the Prison in the lifetime of the Plan.

### **Student Accommodation**

4.197 The County Durham Plan contains strategic policies for the development of the University (Policy 16.1), for Purpose Built Student Accommodation (PBSAs) (Policy 16.2) and for Houses in Multiple Occupation (HMOs) (Policy 16.3).

4.198 Student accommodation in Durham City is one of the most frequently mentioned issues in the Neighbourhood Plan's consultations (Durham City Neighbourhood Planning Forum, 2015), and the subject of much debate over many years. Working in partnership with Durham University and residents' groups, the County Council adopted an Interim Policy (Durham County Council, 2016d) to deal with applications to develop houses in multiple occupation (HMOs) and purpose built student accommodation (PBSAs) and this has proved to be reasonably effective. The policies in the County Durham Plan are significant improvements in the light of experience. This is most welcome.



## **Policy D2: Housing for Older People and People with Disabilities**

### **Housing for older people**

In order to help meet the needs of the ageing population in Our Neighbourhood, 10% of private and intermediate housing on sites where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more, should be of types and design appropriate for older people. Accommodation that would meet this requirement includes:

- level access flats;
- level access bungalows;
- sheltered housing;
- extra-care schemes;
- housing products that meet the specific needs of a multi-generational family.

Housing schemes that are solely for older people are encouraged and will be supported.

New provision for older people should either be located close to shops, healthcare services and other essentials, or provide access to such facilities by being near a public transport route, as well as being served by appropriately designed and sited pavements and footpaths.

### **Housing for older people and for people of all ages with disabilities**

Extensions to houses and flats, and other building works within the curtilage of a residential property, which are needed 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.

4.199 Provision of nursing homes and residential care homes is covered in community Policy C4.

4.200 Our Neighbourhood provides a topographical challenge in the provision of housing sites suitable for older people. Section 106 money could be used to provide suitable public transport facilities, pavements and footpaths across Our Neighbourhood that are designed for older people and for people of all ages with disabilities.

### **Justification**

4.201 The NPPF (para.61) states that: "the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students". The NPPF Annex 2 defines the housing needs of older people as:

*People over or approaching retirement age, including the active, newly-retired through to the very frail elderly; and whose housing needs can encompass accessible, adaptable general needs housing through to the full range of retirement and specialised housing for those with support or care needs.*

4.202 The Government's Planning Practice Guidance notes that: "The need to provide housing for older people is critical. People are living longer lives and the proportion of older people in the population is increasing." (PPG 'Housing for older people and disabled people' para. 001).

4.203 The figures in Appendix C (para. C24, C25) show that 33% of the long-term (i.e. non-student) population are retired, and 11% are aged 75 or over. 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 the Plan's consultations as a key issue for the Neighbourhood Plan (Durham City Neighbourhood Planning Forum, 2015). Accordingly, The Neighbourhood Plan sets out this policy to implement the expectations of the NPPF and of Parliamentary Committees and pressure groups.

4.204 Durham County Council's (2016c) 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 )*

4.205 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.

4.206 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 building regulation standards. These optional building regulations include a standard for 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.*

4.207 The Neighbourhood Plan would strongly encourage developers to implement this optional building regulation in building new houses or renovating existing houses. This is optional unless the requirement is implemented through the Local Plan. The developing County Durham Local Plan contains the requirement that housing for older people must be built to Building Regulations Requirement M4 (2) (accessible and adaptable dwellings). It is good practice for new buildings to be checked by a qualified access consultant for accessibility.

4.208 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 extensions to allow people to continue living independently for as long as possible. Additionally, adaptations of existing buildings, which would not be covered by a Neighbourhood Plan, would be very suitable for this goal.

### **Policy D3: Affordable Housing**

Any scheme for new residential development, or for conversions of existing sites, on sites where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more, will be required to include 25% as affordable housing.

Affordable housing should be located on the proposed site. Where it can be justified by the developer, or it is considered by the local planning authority that it is the most appropriate course of action, off-site contributions in lieu of on-site provision will be accepted for affordable housing located within or adjacent to Our Neighbourhood.

4.209 If the percentage of affordable units is not a whole number then round to the nearest whole number as follows: if the number is followed by .5, .6, .7, .8, or .9, round the number up; if the number is followed by .0, .1, .2, .3, or .4, round the number down.

4.210 A House of Commons Briefing Paper (Wilson and Barton, 2018, p.5) looked at affordable housing and noted that "There is no all-encompassing statutory definition of affordable housing in England". The NPPF defines affordable housing in Annex 2 covering social housing for rent and intermediate housing for sale or rent. There are proposed amendments to NPPF guidance on this topic with the overall premise that affordable is at least 20% below market rent or market value. The emerging County Durham Local Plan proposes, on the basis of evidence, that in Durham City the percentage should be 25% affordable provision.

4.211 Affordable housing in Our Neighbourhood is affected by a premium on the value of housing caused by three main factors: (i) the strength of the buy to rent market because of

the large number of students as a percentage of the population; 53% in the 2011 census, now over 60% (see para. C.3); (ii) the high level of provision of new executive housing, and (iii) the large number of residential properties that are listed buildings or non-designated heritage assets. This means that 80% of market value is way beyond most people's income levels. To achieve more realistically affordable houses to revitalise Our Neighbourhood requires more creative mechanisms than dependence on the market. For example: Durham County Council owns property in Our Neighbourhood that could be developed for realistically-affordable housing; Durham University could support its expansion by providing realistically-affordable housing for young academics starting out in the profession.

4.212 Affordable accommodation is also an issue for students. Durham Students' Union (2018a,b) have been carrying out a campaign to address the cost of Durham University college accommodation. Though this does not include private PBSAs, many of these charge higher levels than the colleges. Durham University provides bursaries to assist qualifying students with their accommodation costs, but PBSAs do not provide any 'affordable' (at 80% of market rent) accommodation.

### **Justification**

4.213 The Plan priority consultation (Durham City Neighbourhood Planning Forum, 2015) shows 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. 61) 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. The 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.

**Policy D4: Building Housing to the Highest Standards**

All new housing, and extensions and other alterations to existing housing, should be of high quality design relating to:

- a) the character and appearance of the local area; and
- b) aesthetic qualities; and
- c) external and internal form and layout; and
- d) functionality; and
- e) adaptability; and
- f) resilience; and
- g) the improvement of energy efficiency and the reduction of carbon dioxide emissions.

New residential development should meet the Building for Life 12 standards provided for in County Durham Building for Life Supplementary Planning Document (2019).

4.214 This policy should be used in conjunction with Policy S1, Policies H1 to H3, Policy G1, and Policies T1 to T3.

**Justification**

4.215 The NPPF (para. 124) sees good design as a key aspect of sustainable development, and states that:

*Design policies should be developed with local communities so they reflect local aspirations, and are grounded in an understanding and evaluation of each area's defining characteristics. Neighbourhood plans can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development. (NPPF para. 125).*

4.216 It was commented on in the results of the priority 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.

4.217 Design of housing is a huge topic. Much of this is covered by building regulations (UK Government. Planning portal) and is outside the remit of the Neighbourhood Plan. The view taken in this Neighbourhood Plan is that there are a few key principles of importance to the local community. These comprise:



- sufficient space, with housing designed to achieve at a minimum the government's nationally described space standard (Department for Communities and Local Government, 2015). Durham County Council has adopted this optional standard in the emerging Durham County Local Plan.
- accessibility. The developing Durham County Council's Local Plan contains the requirement that housing for older people must be built to Building Regulations Requirement M4 (2) (accessible and adaptable dwellings). The Neighbourhood Plan would like to see, as a general aim, all housing to be built to this standard.
- energy efficiency. (See also Policy S1).
- aesthetics, to achieve housing that is sympathetic to their area, but not a pastiche. Theme 2a policies address this aspect.

4.218 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.

4.219 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, e.g. the need for electric car charging points.

4.220 'Locality' has produced guidance on design in neighbourhood planning (Design Council and Cabe, 2016). It states (p.5) that good design means "solutions that put people first by addressing the way the building or space functions – thinking about what it is used for and how it is used; ensuring it is designed to last and valued by those who use it." It also states that good design should be functional, support a mix of uses and tenures, be

adaptable and resilient and have a distinctive character. It also supports use of the Building For Life criteria.

4.221 The Building for Life criteria (Birkbeck and Kruczkowski, 2015) are a set of quality tests agreed nationally by The Design Council, the Housebuilders' Federation and Design for Homes to ensure that the design of new homes and the spaces that surrounds them are as attractive, functional and sustainable as possible. The scheme uses 12 questions that are scored using a traffic light system. The Design Council offers an accreditation scheme that developers can apply for related to proposals that have received planning approval.

4.222 The 12 Building for Life questions are:

- Integrating into the neighbourhood (covering Connections, Facilities and services, Public transport, Meeting local housing requirements)
- Creating a place (covering Character, Working with the site and its context, Creating well defined streets and spaces, Easy to find your way around)
- Street & home (covering Streets for all, Car parking, Public and private spaces, External storage and amenity space)

4.223 Durham County Council have adopted an in-house review process to assess schemes against the Building for Life Standards. Their related Supplementary Planning Document formalises the review process and establishes the guidelines and standards for its operation (Durham County Council, 2019a). The aim is to use this process to obtain improvements in the design of proposals submitted by developers. The Building for Life Standards are a requirement in the emerging County Durham Local Plan. Durham County Council's Building for Life review process covers all major residential-led schemes of 50+ units (or 1.5 hectares+), as well as any smaller schemes in particularly sensitive locations at the discretion of Durham County Council. It would seem appropriate that all developments within Our Neighbourhood should be reviewed, because of the sensitivity of the World Heritage Site and the Durham City Conservation Area.

4.224 Many policies in this Neighbourhood Plan would contribute to the achievement of green traffic light scores to these Building for Life questions, e.g. Policies S1, H2, H3, G1, T1, T2, and T3.

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



### Vision

4.225 Durham City will have 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.

### Objectives

4.226 The objectives of this theme are:

1. To ensure that Our Neighbourhood is well-served by sustainable transport;
2. To make travel healthier and safer for all;
3. To create pleasant and healthy streets, public places and areas of natural environment.

## Context

4.227 Decisions on transport policy, proposals and investments are crucial in achieving a more sustainable future. Thus it is timely that the 'Durham City Sustainable Transport Delivery Plan' for the period 2019 to 2035 has been produced by Durham County Council (2018a) and, indeed, the issues and opportunities identified (p.9 to 14; Durham County Council, 2015b) are the starting point for our the 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.

4.228 The context provided by the Sustainable Transport Delivery Plan is summarised below and influences, but does not necessarily determine, the policies.

- **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.
- **Walking and cycling:** in Durham City, where 36% of people walked to work (in 2011), improvements to the pedestrian networks are a high priority. Addressing footway congestion on routes to the University, dealing with safety issues, including conflict with cyclists, wheelchair users and motor vehicles, and improving crossings at major junctions are among the interventions which could help walking reach its full potential. Cycling accounts for a low percentage of travel currently. City Centre routes are complex and incoherent, there is little continuous cycling infrastructure, and no high quality routes to Durham University from the City Centre. Round the outskirts there are many busy junctions with no provision for cyclists. There is a significant opportunity for improvement. 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 Delivery Plan 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 bus station, and poor connectivity to Durham railway station. Congestion affects bus reliability and journey times. The Park and Ride service and some other bus services do not run late enough into the evening for some users, and the Park and Ride requires a subsidy despite its popularity. While national rail connections are very good, train services to local settlements are limited.
- **Parking:** the Sustainable Transport Delivery Plan 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 Delivery Plan

presents somewhat simplified conclusions on parking in 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.

4.229 A fuller treatment of the transport context and details of facilities is given in Appendix D (para. D2 to D12). (See also relevant initiatives in the companion document 'Looking Forwards: Durham as a Creative and Sustainable City'.)

### **Justification**

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

4.231 There is a limit to what the 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 the 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 streets. Car and cycle parking is also covered, to promote effective use of housing land.

4.232 The main justification for prioritising sustainable modes of transport in the 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 Delivery Plan of the hierarchy set out in the Department for Transport (2007b) 'Manual for Streets'. This accords with the NPPF (para. 102 and 103) which has an objective that "opportunities to promote walking, cycling and public transport use are identified" and supported by the planning system actively managing patterns of growth. 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.

4.233 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)

4.234 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:

- Walking;
- Cycling;
- Public transport;
- Specialist services, e.g. emergency vehicles, waste collection;
- Other motor traffic.

4.235 The second justification can be found in the Forum's priority survey of the views of local people and study of the views 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.

4.236 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 feedback on cycling needs was gathered via a meeting of local cyclists (Durham City Neighbourhood Planning Forum, 2016b) and these findings have been updated in the light of responses to the public consultations.

4.237 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.*

4.238 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, particularly as an Air Quality Management Area (AQMA) runs through the centre of Our Neighbourhood. Developments which would normally fall below the threshold for requiring a Transport Statement or a Transport Assessment may be required

to provide this analysis if the site falls within or is close to the AQMA. This may also lead to transport improvements being required as mitigation. Air quality is covered in detail in Figure 1 of the Plan.

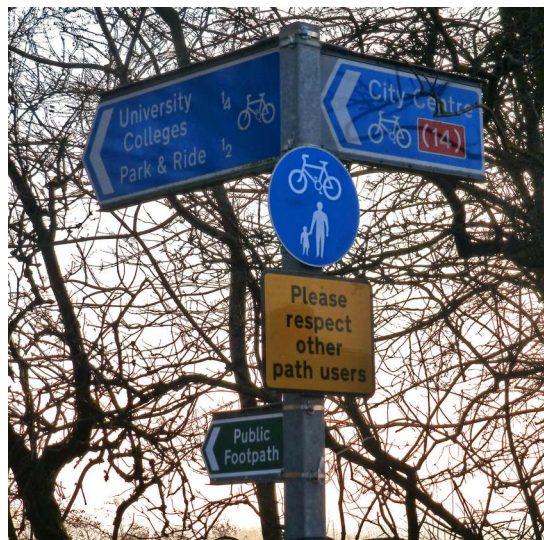
4.239 The Durham City Regeneration Masterplan (Durham County Council, 2014) and its update (Durham County Council, 2016c) have a number of implementation projects and actions relevant to transport in Our Neighbourhood (a subset of the Durham City area covered by the Masterplan). There are projects to 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 most of the road and pavements in North Road, cycle path provision to the railway station, and the installation of a SCOOT system at the traffic lights on the Gilesgate and Leazes Bowl roundabouts. However, the Plan can only address issues within Our Neighbourhood and consider ways to encourage cycling and walking and the use of public transport.

4.240 A number of saved policies of the City of Durham Local Plan (T4, T19, T21, Q1, Q2, Q4, Q8) are relevant to the following transport policies.

### Planning Policies and Proposals for Land Use

4.241 The policies related to this theme are:

- Policy T1: Sustainable Transport Accessibility and Design
- Policy T2: Residential Car Parking
- Policy T3: Residential Storage for Cycles and Mobility Aids



### **Policy T1: Sustainable Transport Accessibility and Design**

Development proposals should be supported by evidence of how they contribute to sustainable transport accessibility and design where appropriate.

#### **Accessibility**

Approach routes to the site, and access within the development should be accessible to all, giving the highest priority to walking, then cycling and public transport, and should meet the travel needs of people with mobility impairments.

#### **Impact**

Adverse transport impacts should be avoided where practicable. To mitigate adverse impacts, proposals should improve access by walking, cycling and public transport in the area around the development, and thereby contribute to modal shift towards sustainable transport.

#### **Design**

New access roads and residential streets, and alterations to existing ones, should include, where appropriate:

- a) permeability for sustainable modes with safe, direct and continuous routes for walking, cycling and public transport users within the site, connecting with surrounding paths and highways; and
- b) measures to minimise car traffic, exclude through-routes for motor vehicles, and to discourage vehicle speeds; and
- c) a family-friendly environment in a high quality public realm, with opportunities for play in residential streets, and a safe environment at day and night.

4.242 Among the adverse impacts of transport are:

- poor air quality, noise and congestion
- greenhouse gas emissions
- loss of habitat and severance of wildlife corridors
- increased danger to vulnerable road users, especially children, which is seen not just in casualties, but more significantly in loss of freedom compared with previous generations
- unattractive visual effect of highways and car parking
- opportunity cost of devoting land to enabling vehicle movements and storage
- damage to social cohesion through reduced social interactions
- inconvenience or severance effects for existing users
- impaired health from reduced physical activity

4.243 For many developments the impact will be small, but there is often scope to reduce these impacts. For example, careful design of vehicular entry to properties will protect the safety of pedestrians and safeguard their priority. Placing car parking at the rear of



premises rather than in a forecourt prioritises sustainable access and reduces the visual impact of developments.

4.244 The Planning Authority will give pre-application advice on the level of assessment required, which might be a full Transport Assessment, a Transport Statement, or a statement of accessibility within a Design and Access Statement. Durham County Council's thresholds based on the scale of a development proposal are published in the 'Planning Validation Requirements' (Durham County Council, 2017b) and are drawn from the national 'Guidance on Transport Assessment' (Department for Transport, 2007a). It should be noted that full Transport Assessments may be required for sites falling below the guideline thresholds if a development is proposed within or adjacent to the Air Quality Management Area or if local transport infrastructure is judged to be inadequate. The Guidance on Transport Assessment (Appendix B, p. 49) indicates that this should apply where there are substandard roads, poor pedestrian or cyclist facilities or inadequate public transport provisions. With respect to pedestrian and cyclist facilities, the context maps (see Maps 8 and 9 in Appendix D) and the detailed paper produced by the Neighbourhood Plan Working Party (Durham City Neighbourhood Plan Working Party, 2019b) should be used to help identify inadequate facilities. Over time this information base may be revised by the City of Durham Parish Council or in the course of production of the Durham City Local Cycling and Walking Infrastructure Plan.

4.245 Paragraph 4.14 of the Guidance on Transport Assessment (Department for Transport, 2007a) stipulates that “an assessment should be made of the available capacity of the existing cycleway and footpath network in the area of the development” using “appropriate analytical tools and methodologies”. This assessment should inform the development of any Travel Plan, the assessment of modal split, and should indicate any enhancements to the local cycleway and footpath network that may be required. Objective 1 of the 'County Durham Strategic Cycling and Walking Delivery Plan 2019-2029, Action Plan 2019-2024' (Durham County Council, 2019f) sets out a range of audit tools which are considered suitable, including Appendices B and C of the 'Design Guidance: Active Travel (Wales) Act 2013' (Welsh Government, 2014).

4.246 Transport Assessments and Transport Statements should illustrate the potential walking and cycling catchment areas for a development. The current conditions and deficiencies in the networks are material considerations which should also be included in the analysis.

4.247 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 by the Planning Authority. Improvements may include, but should not be limited to, the following measures:

- widening footways and improving road crossings;
- providing cycle infrastructure, and addressing conflict with pedestrians;

- improving accessibility for those using wheelchairs and mobility aids, for example by provision of at-grade crossings or dropped kerbs;
- improving the lighting, surface or drainage of footpaths;
- contributing towards construction of new public transport infrastructure;
- subsidising public transport services for a number of years until they are viable.

4.248 In all cases, solutions should respect the urban or rural context of the routes being adapted. Policy G1 covers footpaths.

4.249 Current best practice, in terms of design, can be found in 'Design Guidance: Active Travel' (Welsh Government, 2014), which is one of the design guides mandated by the County Durham Strategic Cycling and Walking Delivery Plan (Durham County Council, 2019f). It 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, 2007b), 'Inclusive Mobility' (Department for Transport, 2005), and 'Cycle Infrastructure Design' (Department for Transport, 2008). Designing walking and cycling infrastructure in accordance with this, or similar, 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.

4.250 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, 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 (para. 4.7.5, page 38) which will determine what level of enhancement is required.

4.251 An important consideration in Our Neighbourhood, which came through strongly during the public consultation, is the need to separate pedestrian and cycle facilities. This is in part prompted by the poor design of existing routes, which are noted on the context maps (see Maps 8 and 9 in Appendix D), exacerbated by the potential for high speeds obtained by cyclists travelling downhill. Section 6.11 (pages 117-120) of the 'Design Guidance: Active Travel (Wales) Act 2013' gives detailed advice on segregation of pedestrian and cycle routes, and lists factors that should be used to determine the best design solution. The gradient of the route is an important factor to consider within Our Neighbourhood.

4.252 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. The NPPF (para. 128) states that “applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot”. Applications should include walking and cycling provision in the design brief at the inception of the design process, as recommended by the Chartered Institution of Highways and Transportation (2018, para. 4 to 10) in their response to the Cycling and Walking Investment Strategy Review.

4.253 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.

### **Justification**

4.254 As acknowledged in the 'Durham City Sustainable Transport Delivery Plan' (Durham County Council, 2018a, p.7), 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. Regarding land use planning, the Sustainable Transport Delivery Plan (p. 33) recommends the highest possible design standards should be applied to development sites and to access on foot, by cycle and by public transport. Chapter 12 of the NPPF sets out how to achieve well-designed places, particularly emphasising that local and neighbourhood plans should set out a clear design vision, including recommending design guides. These provide clarity to developers at the earliest stage of the design process. 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.

### **Policy T2: Residential Car Parking**

Development proposals incorporating or having an impact on car parking will be supported if they comply with the following:

#### **Design**

- a) Access to off-street car parking should be designed to minimise additional vehicle movements on residential streets; and
- b) Any on-street parking in new streets should be provided in designated bays, or in small groups of spaces separated by planting, trees, seating or other features, and designed to ensure the safety and convenience of pedestrians, cyclists and public transport users; and
- c) The in-curtilage element of car parking for dwellings without garages may instead be provided within a communal off-street parking area to make more

efficient use of land and improve the public realm; and

- d) Where electric vehicle charging provision is required by the County Durham Parking and Accessibility Standards, the facilities should not hinder the movement of pedestrians or disabled people, and should respect the character of the area; and

**Reducing car parking provision**

- e) Provision of car club spaces for residents and neighbouring users is encouraged; and

**Additional parking controls**

- f) Where a proposed development will generate a significant increase in demand for on street parking that requires new or amended parking controls these can be funded through developer contributions.

4.255 The following questions will be considered when assessing the car parking associated with proposed development, including infill development:

- Does existing street character rule out on-site parking?
- Is the application sufficiently evidenced, for example, by parking surveys, highway safety audit, or public transport impact assessment?
- Is there likely to be an adverse impact on existing car parking users in the vicinity, and how can this be mitigated?
- Are key local services conveniently and safely accessible by walking, cycling and public transport?
- Have the needs of visitors and the needs of disabled people been considered?

4.256 The costs involved in extending the controlled parking zone (CPZ) would include, but are not limited to, the costs of consulting affected residents and businesses, of carrying out parking usage surveys, and the costs of installing signage and equipment such as parking ticket vending machines. It is essential, at the application stage, to perform an adequate assessment: it will not be acceptable for impacts to become apparent only after a development has been completed. An extension to the CPZ might be limited to the new development, or might need to encompass neighbouring streets.



### Justification

4.257 In setting parking standards the NPPF (para. 105) recommends authorities consider:

- a) *the accessibility of the development;*
- b) *the type, mix and use of development;*
- c) *the availability of and opportunities for public transport;*
- d) *local car ownership levels;*
- e) *the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.*

4.258 The location of the access to off-street car parking in new developments can affect the amenity of neighbours. Where there exist a number of design options, Policy T2(a) will help to ensure that an access point is chosen that avoids unnecessary additional traffic along residential streets.

4.259 Reducing car parking provision within the curtilage of dwellings 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. By providing car parking instead in a nearby private parking area for the development, social interactions are encouraged and car dependency is likely to be reduced, but careful design will be required to ensure people do not park outside their houses regardless. The Transport for New Homes Project Summary and Recommendations (Foundation for Integrated Transport, July 2018, p. 26) recommends that towns and cities plan for higher densities, and to “curtail car parking to allow our planners to design more attractive places with more space for greenery and better public realm”. The 'Manual for Streets' (Department for Transport, 2007b) covers design considerations for on-street parking (para. 8.3.12 to 8.3.20) and how to avoid footway parking by design (para. 8.3.45 to 8.3.47). Further design guidance can be found in 'Manual for Streets 2' (Chartered Institution of Highways & Transportation, 2010, chapter 11). Manual for Streets (table 8.2) shows a hierarchy of parking provision in order of efficiency and flexibility. Developments should avoid locking in car-dependent land use, especially in locations with high levels of sustainable travel potential.

4.260 Owing to the historic nature of the streets within the Controlled Parking Zone, the supply of on-street parking space is limited in most areas, as is evidenced by the Council having ceased to provide resident or visitor permits for occupiers of new developments or conversions since 2000. Car parking space is increasingly coming under pressure with the increase in the size of cars, ownership rates among permanent residents and students, and the increase in student numbers. It would not be possible to meet all the future demand while preserving the special character of Our Neighbourhood, and so the policy emphasis must be on better control and management of car parking, and reducing car dependency.

**Policy T3: Residential Storage for Cycles and Mobility Aids**

Residential development proposals for new build or change of use should provide storage facilities for cycles and, where appropriate, mobility aids as follows:

- a) Cycle parking should be provided at the rates required by the County Durham Parking and Accessibility Standards. The space and access should, if possible, be adaptable for storing other mobility aids, such as powered wheelchairs, mobility scooters, children's buggies and prams. Electric power should be available to allow recharging of powered mobility aids and e-bikes; and
- b) Where there is provision for communal storage for a number of dwellings and a travel plan is required then this should consider ongoing active management of communal storage spaces, including timely removal of abandoned equipment, and provision of additional capacity when needed; and
- c) The design and location of storage should accord with the style and context of the development.

4.261 Current best practice guidance for cycle storage can be found in the Cycle Parking Guide for New Residential Developments (Transport Initiatives LLP and Cambridge City Council, 2010). Developers are strongly encouraged to use this guidance, adapted as necessary for the storage of other travel equipment covered by the policy.

4.262 Cycle and mobility aid storage may be catered for simply by providing sufficient garage space. In properties without garages a variety of design solutions are shown in the Cycle Parking Guide for New Residential Developments, but particular attention will need to be paid to the storage of other mobility aids. Solutions such as porch extensions or additional hallway space would give greater flexibility than free-standing sheds or lockers, as the space could be used to store other belongings if the householder has no need to accommodate cycles or mobility aids.

4.263 Discretion may be exercised by the Planning Authority in cases of redevelopment and conversion of existing buildings and developments within the Conservation Areas. It is imperative that cycle and mobility aid storage forms an integral part of any full or reserved

matters planning application, rather than treating it as a secondary issue to be resolved by condition. Full details of the location, type of fittings, spacing, numbers, method of installation and access to storage should be provided.

### **Justification**

4.264 It is essential that residents have sufficient space to store the various types of travel equipment they require. Convenience of use strongly influences transport choices, so if sustainable travel is to be encouraged it is essential that it is no harder to access a bicycle (for example) than a car. The 'Manual for Streets' (Department for Transport, 2007b, section 8.2.1) states that “providing enough convenient and secure cycle parking at people's homes and other locations for both residents and visitors is critical to increasing the use of cycles”. It is clear that having no storage for mobility aids could lead to greater social isolation as a resident's mobility becomes impaired.

4.265 On page 33 of the Durham City Sustainable Transport Delivery Plan (Durham County Council, 2018a) it is stated that higher provision of high quality cycle parking within developments is required, including in residential development within the City. The latest County Durham Parking and Accessibility Standards (Durham County Council, 2019d) has increased the level of provision required but does not provide sufficient clarity on design and does not cater for mobility aids.

4.266 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.

4.267 Facilities for recharging for electric equipment are important for mobility aids, but also for e-bikes. The 2019 revision of the County Durham Parking and Accessibility Standards covers requirements for provision of electric vehicle charging points, and Policy T3 extends this to other personal electric transport modes. 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.

4.268 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 adaptable to the changing mobility needs of individuals and families at different stages in their lives.

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## THEME 6: A CITY WITH AN ENRICHED COMMUNITY LIFE



### Vision

4.269 Durham City will have 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.

### Objectives

4.270 The objectives of this theme are:

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 within Our Neighbourhood.

## Context

4.271 Details of the social profile of Our Neighbourhood are available in Section C1 of Appendix C. Appendix D, Table D3, provides details of public and community services and facilities in Our Neighbourhood.

### ***Cultural activities and facilities***

4.272 The City has a strong cultural identity. It is rich in cultural events and festivals including Durham Book Festival, Durham Brass Festival, Durham Jazz Festival, the Durham Miners' Gala, Durham Folk Weekend, and the biennial Lumiere light festival.

4.273 Residents and visitors have access to Durham University facilities, including The Oriental Museum, Palace Green Library, with its Archaeology Museum, and other special collections. The Cathedral is used on a frequent basis throughout the year for musical events and exhibitions including those in the new Open Treasure Collections Gallery. Durham Heritage Centre and Museum is a small City museum run by volunteers

4.274 In terms of theatres the City has the Gala Theatre (with its Gala Theatre Stage School for young People), the small City Theatre in Fowler's Yard, which is owned by Durham Dramatic Society, and the recently refurbished Assembly Rooms Theatre, owned by Durham University. The City has two cinemas (in the Gala and in The Riverwalk) and Durham Clayport Film Club, a community cinema, in Shakespeare Hall. There are plans for another cinema as a part of ongoing developments in the City.

4.275 In terms of provision for children and young people, the County Durham Cultural Education Partnership (run by Culture Bridge NE) identifies needs and collaborative initiatives "to ensure all children and young people living in County Durham are able to access opportunities to engage with cultural activity."

4.276 Within the community there was a strong sense of loss when the DLI Museum and Art Gallery closed down. Since that time some of the DLI collection has been moved to Palace Green Library and a smaller art gallery, the Gala Gallery, has opened next to the Gala Theatre. In addition, there are small commercial gallery spaces in different locations across the City, commercial arts and craft studios at Fowler's Yard and a small number of arts and crafts courses and hireable event spaces in local community venues (Alington House and Shakespeare Hall). The Empty Shop, a non-profit arts organization, has provided a multi-disciplinary arts venue in the City since 2010, as well as utilising other venues and public spaces temporarily to provide accessible, temporary galleries and site specific events. This includes the TESTT Space, a temporary artist studio group and contemporary gallery, situated above the Durham Bus Station.

4.277 There are many visual artists creating ceramics, drawing, painting, sculpture, printmaking, design, crafts, photography, video and filmmaking. Most work from home. Only a small number have studio space and most have no ongoing commercial outlet. More detailed gaps in provision are identified in the justification for Policy C1.

4.278 Although there are various websites, advertising events within the City, there is at the present time no central facility for the sharing of information relating to all events, courses and services for residents and visitors.

4.279 Potential future developments include the re-purposing of Redhills, the headquarters of the Durham Miners' Association (DMA), as a centre of education, heritage, and culture. This is dependent on the successful raising of significant financial investment, and to this end the DMA has launched 'The Redhills Appeal'. In addition, Durham University (2017a, p.21) includes within their Strategy for 2017- 2027 an approach which "will secure the City's heritage assets, enhance the community cultural offer and wherever possible open up our facilities for collective use".

### ***Health and social care facilities***

4.280 More detail about these services is available online at:  
<http://npf.durhamcity.org.uk/themes/community/health/>

#### ***GP Practices:***

4.281 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 Durham 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.

4.282 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 (information rechecked 20 August 2019).

4.283 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:***

4.284 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. Many dental surgeries are on upper floors and only accessible via stairs.

*Hospitals:*

4.285 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.

4.286 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.

4.287 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.

4.288 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 unclear. Commissioning of health care services is carried out by two clinical commissioning groups (CCGs), one for North Durham (which includes Durham City) and one for Durham Dales, Easington and Sedgfield. These are going to be merged into one, the County Durham CCG.

*Nursing homes and residential care homes:*

4.289 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.

**Justification**

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

4.291 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 wealthier*** – delivering the cultural and tourism ambitions for the City for the benefit of the whole County via e.g. the County Durham Cultural Programme
- ***Altogether better for children and young people*** - by realising and maximising their potential
- ***Altogether healthier*** - enabling people to make healthy choices, and reducing health inequalities and improving health and well-being
- ***Altogether safer*** - reducing anti-social behaviour, and protecting people from harm.

4.292 The Durham City Regeneration Masterplan (Durham County Council, 2014) 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: (i) ensuring services are in place including schools, health, and security, and (ii) setting up facilities and activities to deliver more visitors, staying longer and spending more.

### **Planning Policies and Proposals for Land Use**

4.293 The policies related to this theme are:

- Policy C1: Provision for Arts and Culture
- Policy C2: Provision of New Community Facilities
- Policy C3: Protection of an Existing Community Facility
- Policy C4: Health Care and Social Care Facilities



**Policy C1: Provision for Arts and Culture**

Development proposals for public art and for new facilities for arts and culture, or extensions to existing facilities, will be supported where it is demonstrated that they:

**Public art**

- a) enhance the area where they are to be sited.

**Facilities for arts and culture**

- b) improve the range of facilities in the City; and
- c) do not harm the overall viability of facilities within Our Neighbourhood; and
- d) are not detrimental to the amenity of the area; and
- e) are of a flexible design to meet the needs of diverse audiences, changing patterns of use and demands of different art forms; and
- f) offer appropriate access for all people, including those with disabilities, both to and within the building; and
- g) provide space for vehicles to unload / load equipment.

And for extensions and conversions in addition:

- h) are of a scale and materials that complements the existing building; and
- i) retain any visual, architectural or historic interest intrinsic to the original building.

4.294 Because of the importance of such facilities to community wellbeing it is particularly important that other relevant policies in the Neighbourhood Plan are adhered to, such as the use of design sympathetic to the character of the area, accessibility to users of all modes of travel including public transport, cycling and walking, and access to nearby car parking provision.

**Justification**

4.295 The City of Durham Local Plan (2004) has a saved policy, Q15 Art in Design, with a justification that noted that the incorporation of artistic elements into the design of buildings, spaces and landscapes can help to enhance design, creating an impression of social and cultural identity. Similarly, public art can also be an integral part of refurbishment and regeneration. It can assist in creating a sense of distinctiveness in a development particularly when local people have been involved in the process of design and selection. It can also help support the development of a viable local artistic community. As a consequence public art has become a feature of Durham City in general, including in Our Neighbourhood, and this has been well-received. This policy will provide continued support for public art when the City of Durham Local Plan is superseded by the County Durham Local Plan.

4.296 Gaps in provision for arts and culture in Our Neighbourhood were identified in the Priority Questionnaire and associated Town Hall open events (Durham City Planning Forum, 2015), an additional arts and cultural questionnaire and the pre-submission draft consultation held in 2017 (Durham City Neighbourhood Planning forum, 2017b,c).

4.297 The responses to the priority survey included the need for:

- a cultural heart to the City - an arts and cultural quarter
- a City Centre art gallery,
- a larger theatre to attract larger companies
- a live music venue
- a City museum
- a central 'information hub' – ('no-one knows what's on')
- rooms for meetings, courses and workshops, including for arts and crafts workshops
- opportunities for small independent shops and galleries – an issue relating to high rentals.
- support for local artists and start-up creative businesses to use empty shops
- good leisure facilities for young people

4.298 Responses to the additional arts and culture questionnaire supported the above suggestions and also included the need for:

- an arts 'hub,' (or a network model) offering performance, as well as affordable exhibition spaces, a café, workshops, studio spaces as well as spaces for people to hold meetings, to attend courses, readings and generally socialise
- improvement to existing spaces such as Fowler's Yard and Millennium Square
- existing public buildings to be used to the full, such as the Town Hall and the Library
- opportunities for children to develop creative skills
- support for local artists, makers and creative businesses to set up start- up businesses and /or independent shops – to sell their products and build a consumer base.

*In a nutshell, there is a lot of potential in the City – we just need imagination and enthusiasm to help the arts grow* (Durham City Neighbourhood Planning Forum, 2017b, p.5)

4.299 Comments from the pre- submission consultation supported the above ideas, and additionally noted the need for:

- affordable and accessible arts facilities
- a modern museum for the County Regiment
- the development of a wide range of existing buildings for arts facilities
- the establishment of partnerships through which facilities could be identified and developed

- a more joined up, reciprocal and shared approach, acknowledging the contribution other organisations should be making

4.300 National and local policies and strategies also promote the importance of the cultural sector. The NPPF (para. 8) recognises the importance of the planning system in creating accessible local services that reflect the community's needs and support its cultural well-being).

4.301 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".

4.302 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, including enriching lives, boosting local economies, impacting positively on health and wellbeing, contributing to community cohesion and improving educational outcomes.

4.303 The Town and Country Planning Association (2013, p.15) good practice guide states that planners should provide opportunities for local culture and sports planning to work with local stakeholders and the community, to secure community involvement and consultation, to make the case for culture, arts and sport provision and secure this provision, to obtain developer contributions, and to support the growth of local tourism and cultural and creative businesses.

4.304 Durham County Council's Service Plan, Neighbourhood Services, 2016- 2019 (Durham County Council, 2016f, p.18), itemises actions to achieve the 'Thriving Durham City' objective for an 'Altogether Wealthier' Durham, including: "Identify new visual art space(s) within Durham City centre and the wider county".

4.305 The Durham Miners' Association has launched an ambitious fundraising drive to turn Redhills into a centre for education, practice and performance. The aspiration is for it to be the heart of a traditional and progressive cultural renaissance for the county. There are more details in 'The Redhills Appeal' Brochure.

4.306 Durham University's masterplan makes the case for the provision of a significant venue for music and drama performance to raise the cultural profile of the University and City, allowing it to make a strong contribution to the arts nationwide. The facility would provide large scale performance and exhibitions spaces as well as facilities for music and drama practice and rehearsals.





### **Policy C2: Provision of New Community Facilities**

Development proposals for the provision of new community facilities (both new build and conversions of existing buildings), or for extensions to existing facilities, will be supported where it is demonstrated that they:

- a) are well related to residential areas or local facilities; and
- b) are of a flexible design which could serve more than one use; and
- c) would not adversely affect the amenity of occupiers of nearby or adjoining land or property; and
- d) provide practicable access for all people, including those with disabilities, both to and within the building; and
- e) provide space for vehicles to unload / load equipment.

And for extensions and conversions in addition:

- f) are of a scale and materials that complements the existing building; and
- g) retain any visual, architectural or historic interest intrinsic to the original building.

### **Policy C3: Protection of an Existing Community Facility**

Development proposals which would result in the loss of a valued community facility for which there is demonstrable demand should make equivalent alternative provision within or adjacent to Our Neighbourhood.

4.307 Community facilities are facilities and uses generally available to and used by the local community at large, including children and young people, for the purposes of leisure, social interaction, health and well-being or learning. This will include, but not be confined to, community centres, historic and community public houses, premises for indoor and outdoor sport, leisure and cultural centres, places of worship, doctor's surgeries/ health centres, toilets, crèches, playgroups, youth clubs, libraries, schools, museums and art galleries, and other training and educational facilities.

4.308 Toilets, especially those for people with a disability, are a community facility that need to be available through the evening and not just in the daytime. This is particularly true in the City Centre. They need to be well-signposted. Consequently proposals for better toilet provision and better signposting will be supported.

4.309 For Policy C2, because of the importance of such facilities to community wellbeing it is particularly important that other relevant policies in the Neighbourhood Plan are adhered to, such as the use of design sympathetic to the character of the area, accessibility to users of all modes of travel including public transport, cycling and walking, and access to nearby car parking provision. Where an existing building is being converted some compromises may be necessary, but imaginative and practicable solutions should be sought to minimise these.

4.310 For Policy C3, all routes to secure funding support / community takeover of the building should be explored before it is declared redundant. The availability of an equivalent nearby alternative facility is a relevant factor when assessing any proposals. Whether the alternative is suitable will depend on both its proximity to the building and the nature of the activity carried on there, and will depend on the facts of each case. (See also relevant initiatives in the companion document 'Looking Forwards: Durham as a Creative and Sustainable City'.)

4.311 One example of a much needed community facility in Our Neighbourhood is a City Centre Hub. Initially perhaps integrated into an existing facility, it would be the focal point for the whole community, including permanent residents, students and visitors. Such a facility would include an information sharing function, signposting residents and visitors to what the City has to offer, including attractions, events, courses, independent shops, creative workshops and services from statutory bodies.

4.312 In addition the City Centre Hub would provide meeting rooms to help form new support networks and to provide a place where people "can come together and address the issues that matter most to them" (Locality, 2016, p.5). This is covered in more detail in the companion document 'Looking Forwards: Durham as a Creative and Sustainable City'.

4.313 The community engagement vision described in the companion document suggests how partnership working between residents and local organisations could develop and improve the provision of community facilities and services through collaboration and innovation. The companion document lists a large number of initiatives that cover the

issues identified by local residents as needing action, and lists the wide range of organisations and stakeholders that could implement such initiatives.

### **Justification for Policies C2 and C3**

4.314 The justification for the provision of sports facilities is given in Theme 2b: A Beautiful and Historic City - Green Infrastructure (para. 4.99, 4.100).

4.315 The NPPF (para. 92) recognises the importance of planning positively for the provision and use of shared spaces, community facilities and other local services.

4.316 As part on the information-gathering exercise the views of young people aged 5-18 at four local schools were gathered. The resulting Young People's Consultation Report (Durham City Neighbourhood Planning Forum, 2016a) shows a need for more facilities where young people can gather and enjoy themselves without needing to spend money.

4.317 Between 2014 and 2016 the Department for Communities and Local Government working together with 'Locality' and partners, funded a project named 'Our Place'. At the heart of the Project was the development of community hubs:

*where different local partners in a neighbourhood can come together and address the issues that matter most to them. Community hubs can therefore support a neighbourhood focussed community-led approach. (Locality, 2016, p.5)*

4.318 In the priority survey and associated Town Hall open events (Durham City Planning Forum, 2015) there was a huge response for the need for a central facility for sharing local information and for the provision of meeting rooms. This suggestion also received much support in the 2017 Pre-Submission consultation. For example, the Durham Pointers committee wrote:

*The proposed central hub offers the potential to provide a much needed central information point which could hold and disseminate information on local county attractions and community events. We believe any such provision should embrace all modern media methods for the distribution of information but should also be a place for face-to-face encounters.*

4.319 The Forum acknowledges the work of the Visit County Durham strategy and associated websites which cover events across County Durham, including festivals and events at the main tourist spots in the City. Durham University, the Cathedral, the Gala and other smaller organisations advertise events on websites. Information for residents and tourists is also scattered in physical locations around the City. The information sharing function in the City Centre Hub would not replicate the function of Visit Durham but complement it by providing a truly local service, where local organisers can contribute. This will support the viability of small scale providers, as well as contribute to the local economy.

#### **Policy C4: Health Care and Social Care Facilities**

Development proposals for the provision of Health Centres, Surgeries, Clinics, Nursing Homes and Residential Care Homes will be supported where it is demonstrated that they:

- a) are well related to residential areas; and
- b) are located close to public transport routes and are accessible by a choice of means of transport; and
- c) would not have a detrimental affect upon the amenity of occupiers of adjoining and nearby properties and businesses; and
- d) allow appropriate access for pedestrians, people with children and people with disabilities; and
- e) provide car parking facilities at the premises.

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

- f) are well related to shops, community and social facilities; and
- g) for both the location and the form of the development itself, provide good standards of amenity and open space for the residents, including avoiding sites where existing non-residential uses may be to the detriment of the residents.

#### **Justification**

4.320 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 C3 will prevent this facility from being converted to another use unless an alternative in the same general area is provided in its place. Policy C4 will also support the extension of the University Health Centre or the building of a satellite health centre for students in a different location.

4.321 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.

4.322 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.

4.323 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 provision of one place in a care home for every 10 people over the age of 75.

4.324 It is predicted (for reasoning see Appendix C, para. C24, C25) 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.

4.325 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.

4.326 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.

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## CHAPTER 5: MONITORING THE PLAN

### MONITORING PROCEDURES

5.1 In order to ensure that the policies of the City of Durham Neighbourhood Plan are achieving the desired outcomes as expressed by local people during consultations, it is important to specify the extent and regularity of monitoring to be carried out. National advice recommends monitoring of “the significant effects” of neighbourhood plans which indicates that it is not necessary for all policies to be regularly monitored and indeed, there will be many policies for which data is not available or require disaggregation from a wider data field. It is also recognised that most of the monitoring will be carried out by the local planning authority or made available at national level. The identification of indicators and targets is a task that has already been commenced. Creating effective indicators and targets for a full suite of policies is a continuing task in the plan-making process of both this Plan and the County Local Plan. The procedure will be best agreed when both plans are fully aligned toward the conclusion of the plan-making period.

5.2 National advice suggests that “some impacts might warrant local level monitoring”. In Our Neighbourhood this is certainly the case, and the Plan clearly sets out which issues are of greatest concern to local people. The level of expectation that the plan will be effective in achieving major improvements in the quality of future development, not only requires the application of the policies in full, but also the commitment to regular review of these outcomes. Action where these expectations are not achieved will be essential if public trust and support for the Plan and in future planning of Our Neighbourhood is to be maintained.

5.3 As a minimum, there will be a regular monitoring statement of both quantitative (where data is available) and qualitative indicators which seek to demonstrate the extent to which:

- restoration of the balance between development and conservation has been achieved and in particular that concerning the growth of Durham University
- the quality and quantity of public benefit has been delivered as an outcome of new development, and
- the sustainability principles within new development have been effectively applied.

5.4 The means, however, by which the monitoring and subsequent reviews are progressed will be decided by the City of Durham Parish Council as part of its ongoing work on its Plan.

5.5 The general intention of monitoring will be to present regularly, and possibly annually, a clear qualitative and/or quantitative assessment of progress towards a more sustainable City of Durham. This will be a simplified set of indicators based on the 14 elements of Policy S1 to show the extent to which Our Neighbourhood is becoming more or less sustainable as the Plan takes effect in relation to the amount and quality of development. The 14 indicators of change resulting from new development will be:

1. Continuing availability of satisfactory mix of sites to meet development needs
2. Promotion of economic vitality
3. Achievement of developments with harmonious relationships with surroundings
4. No loss of heritage assets
5. No loss of natural environments
6. Efficient use of land, energy, water and building materials
7. Re-use of brownfield sites and existing building
8. Installation of renewable energy generation
9. Avoidance of air, land and water pollution and waste production
10. Avoidance of flood risk
11. Increasing resilience to climate change
12. Improvements in the public realm
13. Incorporation of measures to reduce crime, and respect privacy and visual impact on neighbouring properties
14. Achievement of high quality access by all modes of sustainable transport



## **APPENDIX A: DESCRIPTION OF THE CHARACTER AREAS IN THE DURHAM CITY CONSERVATION AREA**

A.1 The character areas in the Durham City Conservation Area comprise:

- Character Area 1: Peninsula
- Character Area 2: Framwellgate
- Character Area 3: Crossgate
- Character Area 4: Elvet
- Character Area 5: Gilesgate

A.2 Durham County Council (2016b) undertook a review of the area and a character appraisal in 2015/16. The character areas are summarised below.

### **THE PENINSULA CHARACTER AREA**

A.3 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 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.

A.4 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 the quality of the multi-layered historic environment and its sense of place.

### **THE FRAMWELLGATE CHARACTER AREA**

A.5 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.

A.6 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.

A.7 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 Bishop's Borough included Framwellgate and Sidegate; along the riverside at Walkergate stood the Bishops Mill. The Fram Well, an ancient monument located at the top of Sidegate, was used from medieval times to provide a piped water supply to the City part in the Market Place, courtesy of the owner of Crook Hall, in the manor of Sidegate. The north of the city was in the ancient parish of St Margaret. In the nineteenth Century the new church of St Cuthbert's was built in North Road. A leper hospital and chapel of St Leonard's are believed to have stood on or near the present St Cuthbert's graveyard. 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 Walkergate, or by Clayport and the Clayport Gate.

## **THE CROSSGATE CHARACTER AREA**

A.8 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 Neville's Cross. To the south it reached the roundabout at Quarryheads Lane and to the east the incised river gorge of the River Wear.

A.9 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 make a significant contribution to the wider Durham City Conservation Area.

## **THE ELVET CHARACTER AREA**

A.10 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.

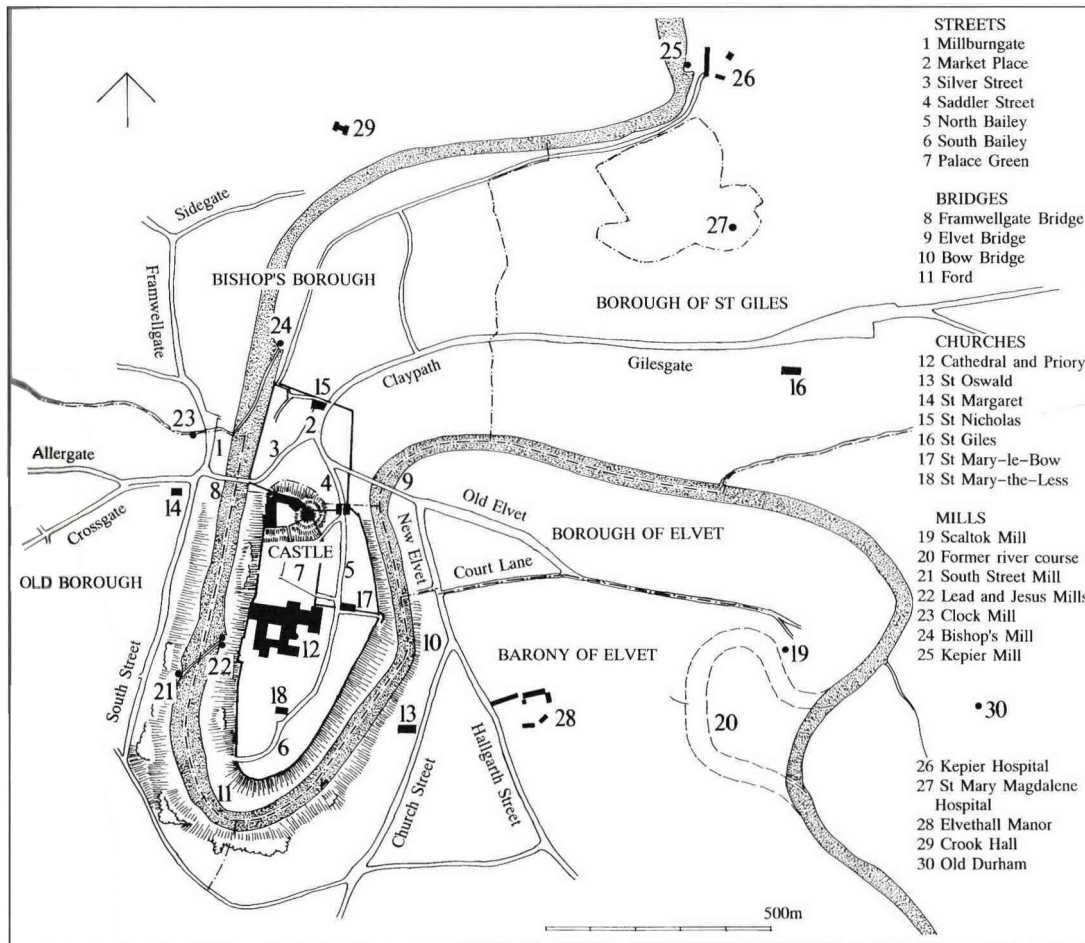
A.11 The area is significant for the surviving medieval street pattern, particularly in Old Elvet and Hallgarth Street, with historic buildings pressed tightly together directly onto the back of pavements, with evidence of medieval burgage plots at the rear; such house plans were the common design within 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.

## **THE GILESGATE CHARACTER AREA**

A.12 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.

A.13 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 7: 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 B: HERITAGE ASSETS

### LIST OF NOTABLE UNLISTED BUILDINGS, AND OF HERITAGE ASSETS AT RISK (BOTH DESIGNATED AND NON-DESIGNATED)

B.1 In Durham County Council's Durham City Conservation Area Character Areas Appraisal (Durham County Council, 2016b) there are lists of listed buildings, notable unlisted buildings (i.e. non-designated heritage assets) and heritage at risk (both listed and unlisted). Historic England's National Heritage List is the register of listed buildings, scheduled monuments, and registered parks and gardens, and battlefields. This provides details of such heritage assets in Our Neighbourhood. The notable unlisted buildings in Our Neighbourhood are shown in Table B1. Historic England (Historic England. Heritage at Risk Register) also lists heritage at risk. Heritage assets at risk in our Neighbourhood are given in Table B2. This information supports heritage Policy H4. This information is correct at the time of publishing, but designations and register entries can change, and further heritage at risk and non-designated heritage assets might be identified in the future. A comprehensive review of such resources is one of the initiatives suggested by residents and covered in the companion document 'Looking Forwards - Durham as a Creative and Sustainable City' (Durham City Neighbourhood Plan Working Party, 2019).

B.2 A summary of the heritage assets in Our Neighbourhood (including scheduled monuments, listed buildings, registered gardens and battlefields) is given in Appendix D, Table D2.

**Table B1: List of Notable Unlisted Buildings in the Durham City Conservation Area**

*Information from Durham County Council (2016b) character area appraisal.*

Character Assessment Area	Character Assessment Sub-area	Notable Unlisted Building
<b>Area 1 Peninsula</b>	<b>Palace Green</b>	The Pace Building (extension to Palace Green library)
		Former detached garage at Moyners Garth
		No. 1 Dun Cow Lane
	<b>The Baileys</b>	No. 50 North Bailey
		Hatfield College private chapel
	<b>Saddler Street</b>	62, 66 Saddler Street
	<b>Market Place</b>	No: 8 to 10 Market Place
<b>Silver Street / Fowlers Yard</b>	Silver Street No: 9a, 9b, 10, 11, 13/15, 18, 24, 29	
<b>Area 2 Framwellgate</b>	<b>Aykley Heads</b>	Garden House public house
		County Hall (plans to demolish the building)

		DLI Museum (now closed, plans to demolish the building)
		Amphitheatre and walls, Wharton Park
	<b>North Road</b>	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, formerly Water Board), 64b
		Reform Place, No: 74, 75, 76 North Road
		The former Cinema, North Road
		Milburngate No: 31, 32, 34, 35
	<b>Milburngate / Sidegate / Crookhall</b>	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 (demolished 2017)
	<b>The Sands, Riverside</b>	Remnants of the Mill and Millrace (now demolished)
		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
	<b>Claypath Area</b>	Claypath No: 18 (former Oldfields restaurant), 25, 26 (former Palladium Cinema), 29 (all demolished 2017)
		33 (former Post Office headquarters), 41, 43, 44, 48, 55/54, 58, 59, 60, 60a, 60b, 60c, 65, 79, 80 (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, Bellevue Court, Claypath
		Kepier Court (former County Penitentiary), Bakehouse Lane
<b>Area 3 Crossgate</b>		
	<b>Western Hill</b>	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
	<b>Viaduct</b>	County Hospital (now developed as student accommodation), 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
		<b>Crossgate / South Street</b>
	Fighting Cocks public house, Crossgate	
	Allergate No: 19, 20, 27-29	
	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: 19-23	
	<b>Hawthorn Terrace</b>	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
		The 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: 1a 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 (now redeveloped as student accommodation)
		Crossgate Peth No: 25 to 22, 11 to 20 (excludes Lodge)
	<b>Pimlico / Durham School</b>	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
		Walls to riverbanks in Pimlico
		Nevilledale Terrace No: 9 to 25
<b>Area 4 Elvet</b>		
	<b>New Elvet and Old Elvet</b>	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 (plans to demolish building)
		New Elvet No: 3 to 9
		Swan and Three Signets Public House, Old Elvet Bridge
	<b>Riverside</b>	Former Public Swimming Baths, Elvet Riverside
		The original cricket pavilion
		The original Bowling Club building
		The brick railway bridge abutments associated with Elvet Railway
		Mount Joy farmhouse and associated farm buildings
	<b>Green Lane / Whinney Hill</b>	Former Durham Johnston School, Whinney Hill (planning approval to demolish building)
		Random rubble sandstone boundary wall to south of Green Lane associated with former Elvet railway
		Victorian railway cottages at eastern end of Green Lane



	<b>Church Street / Hallgarth Street</b>	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
<b>Area 5 Gilesgate</b>		
	<b>Upper Gilesgate</b>	Gilesgate No: 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
	<b>College of St. Hild and St. Bede / Riverside</b>	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, St Hild's Lane
	<b>Lower Gilesgate</b>	Ravensworth Terrace
		Gilesgate No: 10 to 19, 57 to 66
		Kepier House
	<b>Kepier / Riverside / St Mary Magdalene's</b>	19 <sup>th</sup> century brick kiln to north of Kepier Hospital

**Table B2: List of Heritage at Risk in the Durham City Conservation Area**

Information from Durham County Council (2016b) character area appraisal and from Historic England's Heritage at Risk Register.

Character Assessment Area	Character Assessment Sub-area	Heritage at Risk (listed buildings marked with *) (in the national Heritage At Risk Register = ‡)
<b>Area 1 Peninsula</b>		
		Castle Walls*‡
	<b>Saddler Street</b>	34, 35 and 35a Saddler Street*
	<b>Riverbanks</b>	Count's House*
		Prebends Bridge*‡
<b>Area 2 Framwellgate</b>		
	<b>North Road</b>	The Former Miners Hall, 15-17 North Road*
		The former Cinema, North Road
		The United Bus Company Canteen, North Road*

		Railway walls leading to Station Approach
	<b>Milburngate / Sidegate / Crookhall</b>	Milburngate House (demolished 2017)
	<b>The Sands, Riverside</b>	The Mortuary Chapel, St. Nicholas Cemetery St. Nicholas Cemetery stone walls and graveyard
	<b>Claypath Area</b>	Claypath No: 18 (former Gas Board offices and latterly Oldfields restaurant), 25, 26 (former Palladium Cinema), 29 (all demolished 2017) Quaker Burial Ground, Bellevue Court, Claypath
<b>Area 3 Crossgate</b>		
	<b>Western Hill</b>	Industrial buildings near bottom of Back Western Hill
	<b>Viaduct</b>	County Hospital and its walls (North Road, Waddington Street, Sutton Street) (now developed as student accommodation so no longer at risk) Flas Well, Flas Street The Bridge Hotel, North Road St Bede's Cemetery walls and some gravestones
	<b>Crossgate / South St</b>	Walls/railings/Gravestones Crossgate churchyard/Grape Lane
	<b>Pimlico/Durham School</b>	Walls to the rear of the Observatory
<b>Area 4 Elvet</b>		
	<b>New Elvet and Old Elvet</b>	Dunelm House, New Elvet (plans for demolition)
	<b>Riverside</b>	Former Public Swimming Baths, Elvet Riverside to be demolished to create a new University Business School The brick railway bridge abutments associated with Elvet Railway Mount Joy farmhouse and associated farm buildings
	<b>Green Lane/Whinney Hill</b>	Former Durham Johnston School, Whinney Hill (planning permission given for demolition and replacement by housing)
	<b>Church Street/Hallgarth Street</b>	Church Street No: 31, 32, 33* The Tithe Barn Durham Prison Officers Club, Hallgarth Street*‡
<b>Area 5 Gilesgate</b>		
	<b>Upper Gilesgate</b>	Vane Tempest Hall and Stable Blocks* York House, St. Hild's Lane
	<b>Lower Gilesgate</b>	Kepier House
	<b>Kepier / Riverside / St Mary Magdalene's</b>	Chapel of St Mary Magdalene* 19 <sup>th</sup> century brick kiln to north of Kepier Hospital

B.3 The Durham City Neighbourhood Forum, based on public feedback, has identified additional non-designated heritage assets in Our Neighbourhood inside and outside the Durham City Conservation Area:

- Passport Office and National Savings building (demolished)
- Riverbanks Gardens and Heritage walks

- Sheraton House, Merryoaks
- Neville House, Merryoaks (demolished)

B.4 And additional heritage at risk

- Dryburn House (Grade II listed), University Hospital of North Durham grounds (planning permission given for demolition and replacement by an extended A&E department)
- William Robson House, North Road (formerly Bailes Printing works) (plans for development)

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## APPENDIX C: POPULATION, HOUSEHOLDS, HOUSING AND SITES

### POPULATION

C.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.)

C.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 Durham University'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.

C.3 Since the 2011 Census the number of students in Our Neighbourhood has increased to an estimated over 16,000 out of a total of over 18,000 registered by the University in 2018/19. The number of the long-term residents is probably unchanged. Thus the total population of Our Neighbourhood amounts to some 26,000 in 2018/19.

C.4 The long-term (i.e. non-student) population of 9,700 in 2011 had 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.

C.5 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.

**Table C1: Economic activity of residents in Our Neighbourhood**

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

C.6 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 Durham University, though of course most of the people who work at these locations live outside Our Neighbourhood and indeed outside Durham City.

**Table C2: Occupations of residents in Our Neighbourhood**

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

C.7 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.

**Table C3: Qualifications of residents in Our Neighbourhood**

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

C.8 Townsend (2017) provides a summary of employment data for Our Neighbourhood, based on the 2011 Census and 2016 employment data. The data used in this summary was obtained via Durham University's 'Nomis' system.

C.9 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.

**Table C4: Health of residents in Our Neighbourhood**

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

C.10 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.

**Table C5: Deprivation in Our Neighbourhood**

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.

## HOUSEHOLDS

C.11 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.

C.12 The University's figures show that there were 12,733 students in the academic year 2011/12 and there are now 18,707 as at December 2018. These figures show that 11,882 of this number live outside of Colleges, nearly all in rented accommodation - either Purpose Built Student Accommodation (PBSAs) or in Houses in Multiple Occupation (HMOs).

C.13 The area at the time of the 2011 Census with the highest concentration of students (87%) is 030G - the Hill colleges and Houghall. Here there were 4,494 persons comprising 3,924 students and 570 long-term residents.

C.14 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.

C.15 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 2035. 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.

## STUDENT ACCOMMODATION

C.16 The base-line figures for the numbers of University of Durham students – undergraduates and postgraduates, full-time and part-time – are for 2018/19:

**Table C6: Accommodation type and student numbers 2018/19**

Accommodation type	At home	Rented	College	Other	Total
Undergraduate	657	7,400	5,582	521	14,160
Postgraduate / distance	1,410	1,892	1,243	2	4,547
Total	2,067	9,292	6,825*	523	18,707

*Note 1: 417 students in the School of Medicine, Pharmacy and Health transferred from the Stockton campus to Newcastle University at the end of the 2016/17 academic year, and the Stockton campus closed at the end of the 2017/18 academic year with all remaining students transferring to Durham.*



*\* Note 2: in addition, two PBSAs are currently occupied as Colleges and together have a capacity of 577 students, which increases the total in "Colleges" to 7,402 and the percentage 'living-in' to 40% -see paragraph C18.*

*Source: Durham University, Student Registry, Online Statistics, College Statistics, Accommodation (numbers surveyed in December 2018: Table 1.9 Term time accommodation)  
<https://www.dur.ac.uk/student.registry/statistics/summary/1.9ttaccom/>*

C.17 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, joining the 15,500 students already in the City in 2016/17, 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 between 2016/17 and 2026/27. This is an approximately 40% increase.

C.18 Expansion of student numbers has seen reduction in the percentage of students housed in university accommodation with consequent loss of family homes to HMOs. Durham University has a special appeal for being, amongst many qualities, a 'Collegiate' University. The University aims to increase the proportion of students living in University accommodation from 40% at present (see footnote to Table C6) to between 50% and 55% in 2026/27. On that basis, there would need to be an increase in University accommodation from the present (2018/19) level of 7,402 beds to up to 11,825 (55% of 21,500) beds in University accommodation in 2026/27 i.e. about +4,400 beds.

C.19 The University is currently constructing a new 1,000-bed College at Mount Oswald. It is therefore necessary to identify sites for up to a further 3,400 beds in University accommodation somewhere in Durham City. There were, as of the base date of 2019, under construction, approved or proposed PBSAs (purpose built student accommodation) in Our Neighbourhood for over 2,500 extra bed-spaces (Durham City Neighbourhood Planning Forum, Large student residences 2019). The six additional PBSA sites (Map 6) proposed by the University could perhaps provide in total a further 2,000 bed-spaces. Thus some 4,500 additional PBSA bed-spaces can be expected, not including speculative PBSA schemes elsewhere in Our Neighbourhood and beyond. Thus, it would seem that there is just about sufficient PBSA/College accommodation built or in the pipeline to meet the growth plans of the University up to the year 2026/27.

C.20 However, under current interpretations, privately-built PBSAs do not count as 'living-in' University accommodation and thereby fail to contribute to the University's aim of up to 55% living-in. To address this, the University is entering into partnership arrangements and some PBSAs have been classified as College-affiliated and thereby 'living-in'. Current examples are Rushford Court being occupied as John Snow College, and New Kepier Court being part of University College (Castle).

C.21 It must be noted that some of the PBSAs are unsatisfactory in design and/or location to be adopted by the University, and some are not 100% occupied. It is therefore essential

that some of the six additional PBSA sites proposed by the University are approved, built and successful and are adopted by the University to qualify as 'living-in' accommodation in order to meet the 'living-in' shortfall and also to provide choice and competition.

**Table C7: Purpose built student accommodation: construction status**

<b>Name / location</b>	<b>Status: Up and running as at August 2019</b>	<b>Numbers</b>
St Margarets Flats	Built by St John's College in 1994, sold on to Empiric Student Property and refurbished in 2017	109 bedrooms, in 22 flats in 5 blocks
Elvet Studios (Green Lane)	Opened September 2013	112 apartments
City Block (formerly The Village @ The Viaduct) (Ainsley Street)	Opened October 2014	223 beds
Ward Court (formerly Neville's Cross Club)	Opened autumn 2015	36 apartments
Chapel Heights (A690, Gilesgate)	Opened September 2016	198 beds
St Giles Studios (110 Gilesgate)	Opened September 2016	109 beds
New Kepier Court	Opened September 2017	214 rooms, a mixture of "cluster apartments and studios"
Ernest Place (Renny's Lane)	Opened August 2017 NB This site is outside Our Neighbourhood	345 beds
Neville House / Sheraton House (Neville's Cross)	Ustinov College relocated to here. Opened 2017	418 beds
Duresme House (formerly Berendsen Laundry) (Neville's Cross)	Opened Autumn 2018	A 277 room student 'eco village'
Dunholm House (The Riverwalk)	Opened Autumn 2018	253 beds
Rushford Court (formerly County Hospital)	Opened Autumn 2018 John Snow College for the Academic Year 2019/20	363 beds
Houghall Court (East Durham College, Houghall campus)	Opened Autumn 2018, managed by Unite Students	222 beds
<b>TOTAL UP AND RUNNING 2019</b>		<b>2,879 beds</b>

<b>Name / location</b>	<b>Status: Under construction, expected to open in the Academic year 2019/20</b>	<b>Numbers</b>
Student Castle (Lower Claypath)	Construction nearing completion. Planning application approved to increase number of beds from 445 to 473; 47 of these will be available on an aparthotel basis when not occupied by students. Opening September 2019	473 beds
Former Post Office (Silver Street)	Conversion to provide 17 self-contained apartments, approved December 2017 and construction nearing completion	17 apartments

<b>Name / location</b>	<b>Status: In the pipeline, expected to open in the Academic year 2020/21 or later</b>	<b>Numbers</b>
Mount Oswald (Durham University)	New John Snow College and another new college, currently under construction, to be completed in Summer 2020	1,000 beds
<b>Name / location</b>	<b>Status: Approved but not started</b>	<b>Numbers</b>
Back Silver Street	13 flats and 5 studio apartments, to be managed by Q Student, approved 16 November 2016 but construction has not started	56 beds
Mount Oswald (Banks)	Outline planning application approved in January 2018 for land adjacent to the University's site	850 beds
The Three Tuns (New Elvet)	Former hotel, planning application to increase the capacity from 50 to 168 beds approved June 2019	168 beds
<b>TOTAL IN THE PIPELINE AT 2019</b>		<b>2,4564</b>
Proposed allocations for PBSAs	Six sites in Map 6	Unspecified but could amount to 2,000 additional beds
<b>TOTAL PLANNED ADDITIONAL PROVISION</b>		<b>Perhaps 4,500</b>

<http://npf.durhamcity.org.uk/themes/housing/large-student-residences/>

C.22 The corollary of the University's aspiration for between 50% and 55% of its students to 'live in' is that up to 50% would 'live out'. In 2026/27 this would amount to 10,750 students 'living out'. At present a total of 11,882 live out, a significant increase from previous years as a result of the rapid emergence of large privately-built PBSAs. Thus the University's plans would imply some 1,100 fewer bed spaces outside of University and University-affiliated accommodation will be needed. This would be a very welcome return of some HMOs back to year-long residents. It also shows no numerical need for more student HMOs in Durham City.

C.23 There is, however, an important issue on what students themselves prefer by way of accommodation. First year students are encouraged to 'live in'. Thereafter, they can choose, and the indications from the Geography Department survey (Durham University, Geography Department, 2015) of students' accommodation preferences were that most preferred to 'live-out'. It follows that there may well be a demand for additional HMOs in Durham City which, if met, would further reduce the number of year-long residents and worsen the community imbalance. To avoid this retrograde scenario would require a reduction in the scale and pace of growth envisaged by Durham University, or for the University to require more students to live in College and University-affiliated accommodation.

## **OLDER PEOPLE ACCOMMODATION**

C.24 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. Households with people aged 75 and over are projected to increase by 82% from 2014 to 2039 (Office for National Statistics, 2016a) (with the same percentage in the 2016 household projections (Office for National Statistics, 2018a)).

C.25 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.

## **ACCOMMODATION FOR YOUNG PROFESSIONALS, SINGLETONS, COUPLES STARTING OUT**

C.26 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.

C.27 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.

## **HOUSING SITES**

C.28 The following analysis is drawn from Durham County Council's SHLAA (Strategic Housing Land Availability Assessment 2018 (Durham County Council, 2018e,f). This provided the basis for the County Council's estimate of the overall numbers of dwelling units required in Our Neighbourhood (paragraph 4.182), namely that a minimum of 1,297 new dwellings are required, comprising 639 on sites now under construction, 120 with planning permission but not yet under construction, 488 with planning permission and

included in the emerging County Durham Local Plan, and 50 on a proposed new site. When a more up-to-date estimate by the County Council becomes available we will revise these details. It is noteworthy that, throughout Our Neighbourhood, there are student accommodation developments on land that would otherwise have been suitable for 'normal' residential units e.g. County Hospital, Chapel Heights, Kepier Court, Berendsen's laundry.

**Table C8: Housing sites in Durham County Council SHLAA 2018d**

Durham County Council's Deliverable SHLAA 2018 sites	Housing capacity In SHLAA 2018	Completed as at 01-04-2018	Remaining commitment as at 01-04-2018
<b>Sites under construction</b>			
4/DU/79 Mount Oswald	291	108	183
4/DU/128 Former Bus Depot, Waddington Street	19	14	5
4/DU/40 Potters Bank	22	20	2
4/DU/25 Former Johnston School Whinney Hill site	75	0	75
4/DU/19 Police Headquarters, Aykley Heads	217	62	155
Small sites total	15	4	11
<b>Sub-Total</b>	<b>639</b>	<b>208</b>	<b>431</b>
<b>Sites approved but not yet started</b>			
24 The Avenue	12	0	12
Land at Kepier House, Gilesgate	35	0	35
Adj Providence House, Providence Row	6	0	6
Companions Club, Ainsley Street	9	0	9
Garages rear of Pimlico	4	0	4
Land at St Cuthberts House and Diamond Terrace	5	0	5
Magdalene Heights	10	0	10
Milburngate House	441	0	441
Mount Oswald	5	0	5
Sheraton House, Merryoaks	47	0	47

Small sites total	0	0	0
<b>Sub-Total</b>	<b>608</b>	<b>0</b>	<b>608</b>
<b>TOTAL APPROVED SITES</b>	<b>1,247</b>	<b>208</b>	<b>608</b>
Proposed new allocation in Preferred Options: Former Skid Pan, Aykley Heads	50	0	0
<b>GRAND TOTAL</b>	<b>1,297</b>	<b>208</b>	<b>608</b>

*Note: Some of these developments have now (September 2019) been completed*

C.29 There will, in addition, be windfall sites. It is estimated that an additional 100 houses would become available from small windfall sites over the period of the Plan. This figure is drawn from the emerging County Durham Local Plan.

C.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 Plan period.

## THE NPPF REVISED METHODOLOGY FOR ASSESSING HOUSING REQUIREMENTS

C.31 The Government published a consultative Housing White Paper 'Fixing Our Broken Housing Market' (Department for Communities and Local Government, 2017) in February 2017 setting out ideas for increasing the production of new housing. One of the initiatives in the White Paper was to introduce a standardised approach to assessing housing requirements. This has subsequently been incorporated into the revised NPPF of February 2019. A total of 25,992 additional dwellings would be required in County Durham under the Government's standardised methodology which requires use of 2014-based official projections rather than the latest (2016-based) official projections. Durham County Council has accepted this figure at the time of writing (September 2019).

C.32 Specific recognition is given in the 2019 revised NPPF (para. 14, 65) 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 NPPF and Guidance 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 25,992 i.e. 1,040 new dwellings would be required. However, this approach would seem to produce an over-estimate 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 2% of the County Durham total, and this proportion represents a need for

520 new dwellings by the year 2035. Accordingly, while accepting the County Council's estimate, other ways of calculating requirement indicate a lower figure for which the existing approved sites are significantly already more than sufficient.

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## APPENDIX D: ASSETS IN OUR NEIGHBOURHOOD

**Table D1: Landscape and Natural Environment Sites in Our Neighbourhood**

This list describes the context as known at the time of compiling the data (September 2019). It identifies key resources, however it cannot be used as a comprehensive list. A comprehensive review of such resources is one of the initiatives suggested by residents and covered in the companion document 'Looking Forward - Durham as a Creative and Sustainable City' (Durham City Neighbourhood Plan Working Party, 2019a). Details of open and green spaces can be seen in the assessment of open spaces in Our Neighbourhood (Durham City Neighbourhood Planning Forum, 2018).

<b>Green Belt area within Our Neighbourhood</b>	Aykley Heads, Sidegate, Franklands Lane
	Maiden Castle
	Land south of the A177
	Land west of the A167
<b>Agricultural Land</b>	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
<b>Allotments and Community Gardens</b>	Crossgate Community Garden, Laburnum Avenue
	Green Lane allotments
	May Street allotments
	North End allotments
	St Margaret's allotments, Margery Lane
	Wharton Park Community Garden
<b>Cemeteries</b>	Bow Cemetery, Potters Bank
	Durham Cemetery and Crematorium, South Road
	Quaker Burial Ground, Bellevue Court, Claypath (disused)
	Redhills Roman Catholic Cemetery, Redhills Lane
	St Cuthbert's Anglican Church Cemetery, Framwellgate Peth
	St Giles Cemetery, Gilesgate
	St Margaret's Cemetery, Margery Lane
	St Nicholas' Cemetery, Providence Row
	St Oswald's Cemetery, Church Street
	Stockton Road Cemetery

<b>Green Assets</b>	
<b>European protected sites (Habitats Regulations)</b>	None
<b>Sites of Special Scientific Interest (SSSI)</b>	None
<b>Local Nature Reserves (LNR)</b>	Aykley Wood
	Flass Vale
<b>Local Wildlife Sites (LWS)</b>	Baxter Wood
	Blaid's Wood
	Flass Vale
	Hopper's Wood
	Houghall, Maiden Castle and Little High Woods
	Moorhouse Wood
	North Wood
	Pelaw Wood
	Saltwell Gill Wood
<b>Ancient Semi-Natural Woodland (ASNW)</b>	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
<b>Protected habitats/species</b>	
<b>Habitats:</b>	Ancient and/or species-rich hedgerows
	Ancient semi-natural woodland
	Veteran trees
	Ponds
	Rivers and streams
	Road verges of conservation importance
<b>Species:</b>	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
<b>County Geological Site</b>	River Wear Gorge at Durham City
<b>Footpaths</b>	Public Rights of Way, other footpaths
<b>Trees</b>	Trees with preservation orders
<b>Parks, Gardens and Woods</b>	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
	Riverbanks Gardens
	Heritage Walks in the peninsular area: Castle walks (Motte and moat walk, North Terrace walk, Bishops walk), Prebends Walk, Hatfield Walk, Principals Walk, The 18thC landscaping of the Prebends Bridge approaches and quarry walks on the outer banks
Wharton Park	
<b>Open Green Spaces</b>	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
<b>Urban Open Spaces</b>	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)
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**Table D2: Summary of Heritage Assets in Our Neighbourhood**

<b>World Heritage Site</b>	Durham Cathedral and Castle
<b>Registered battlefield</b>	Battle of Neville's Cross 1346
<b>Registered park and garden</b>	Burn Hall
<b>Scheduled monuments</b>	Prebends Bridge
	Chapel of St Mary Magdalene, A690
	The Watergate, South Bailey
	Framwellgate Bridge
	Elvet Bridge
	Kepier Hospital, by the River Wear down from the A690
	Maiden's Bower round cairn, Flass Vale
	Maiden Castle promontory fort
	Neville's Cross, Crossgate Peth
<b>Listed buildings/structures</b>	458; 47 Grade I; 28 Grade II*, 383 Grade II (Note: these are not named here as there are so many)
<b>Conservation areas</b>	Durham City Burn Hall Shincliffe (adjacent to Our Neighbourhood) Sunderland Bridge (adjacent to Our Neighbourhood)
<b>Non-designated heritage assets</b>	308 (see Appendix B, Table B1 for details)

*Note: Registered and listed sites obtained from Historic England's official database. Non-designated heritage assets as listed in the Durham City Conservation Area Appraisal report (Durham County Council, 2016b) This information is correct at the time of publishing, but designations and register entries can change, and further assets might be identified / listed in the future.*

**Table D3: Public and Community Services and Facilities in Our Neighbourhood**

<b>Health and Social Care Establishments</b>	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, Merryoaks
	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)
<b>Public Services</b>	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
<b>Community Facilities</b>	Allington House Community Association, North Bailey
	Antioch House, Crossgate
	Community Centre, Merryoaks (proposed), Park House Road
	Durham City Workmen's Club and Institute, Crossgate (redeveloped as student accommodation)
	Durham Miners Hall, Redhills
	Elvet Methodist Church Hall, Old Elvet
	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 Heritage Centre, Wharton Park
<b>Cultural Facilities</b>	Assembly Rooms Theatre, North Bailey (Durham Student Theatre)

	Crook Hall, Frankland Lane
	Crushed Chilli Gallery, South Street
	Culture Durham (the County Durham Cultural Partnership)
	Durham Cathedral (Cathedral, Library, Open Treasure)
	Durham City Theatre, Fowler's Yard
	Durham Miners Hall, Redhills (plan to preserve the building and make it a place where people can celebrate, practice and display the living heritage and culture of the North East)
	Durham Museum and Heritage Centre, North Bailey
	Durham Student Theatre, North Bailey
	Durham University (Durham Castle Museum and Castle tours; events, exhibitions and lectures open to the public; Durham University Library (number of sites; public access for reference purposes); Museum of Archaeology collections display; Musicon (concert series), Oriental Museum (galleries, exhibitions, tours, events, school visits); Palace Green Library (Wolfson Gallery)
	Empty Shop, North Road
	Events and festivals: Book Festival, Brass Festival, Celebrate Science (annual children's festival run by Durham University), Christmas Market, Durham City Run, Fire and Ice, Folk weekend, Lumiere (biennial), Miners' Gala, New Year's Eve Lantern Parade, Regatta, Seasonal Markets
	Fowler's Yard Creative Workspaces
	Gala Theatre and Cinema (plus two more cinemas approved)
	TESTT Space, North Road
	Visit County Durham (tourism management agency for County Durham)
	Wharton Park open air stage
	World Heritage Site Visitor Centre, Owengate
<b>Religious Establishments</b>	Christchurch Durham, Claypath
	Durham Cathedral
	Durham City Spiritualist Church, John Street
	Durham Islamic Society Mosque, Old Elvet
	Durham Presbyterian Church, Laburnum Avenue
	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 Giles Church, Gilesgate
	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
	Society of Friends, North Bailey
	Waddington Street United Reformed Church, Waddington Street
<b>Sports Fields and Facilities</b>	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 (public access to facilities)
	Durham University, individual College provision (e.g. Grey College. Collingwood College, St Mary's Field (developed for teaching accommodation 2018/9))
	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
<b>Children's Playgrounds</b>	Allergate
	Bakehouse Lane
	Church Street
	Merryoaks, Park House Road
	Mount Oswald (proposed)
	Wharton Park

**Table D4: Employers and Educational Establishments in Our Neighbourhood**

<b>Employers</b>	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)
	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; Hotel Indigo, New Elvet; Premier Inn, Freemans Place; Kingslodge Inn, Waddington Street; Bridge Inn, North Road; 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)	
<b>Educational Establishments</b>	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 Sixth Form Centre, Providence Row
	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
	Stepping Stones Nursery, St. Margaret's Garth, Crossgate
	Yellow Wellies, North Road (pre-school)

D.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>

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- Durham County Council. Definitive Public Rights of Way map. <http://www.durham.gov.uk/definitivemap>
- Durham County Council. Schools. (see individual school pages for maps) <http://www.durham.gov.uk/schools>
- Durham County Council. Street Lights <https://maps.durham.gov.uk/OLBasic2/Index.aspx?appid=64>
- Durham County Council. Tree Preservation Orders map. <http://www.durham.gov.uk/article/3914/Protected-trees>

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Relevant maps given below

- Durham Landscape. County Character Areas map.  
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- 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>
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<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>

County Durham Plan Submission Policies Map.  
<http://maps.durham.gov.uk/localplan/default.aspx>

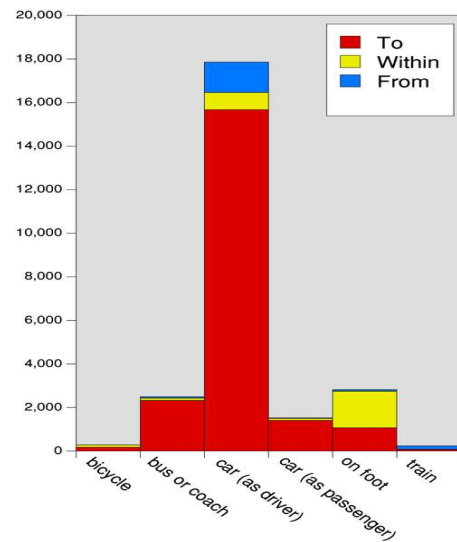
## **Transport Context and Facilities**

D.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.

D.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.

D.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 D.3.



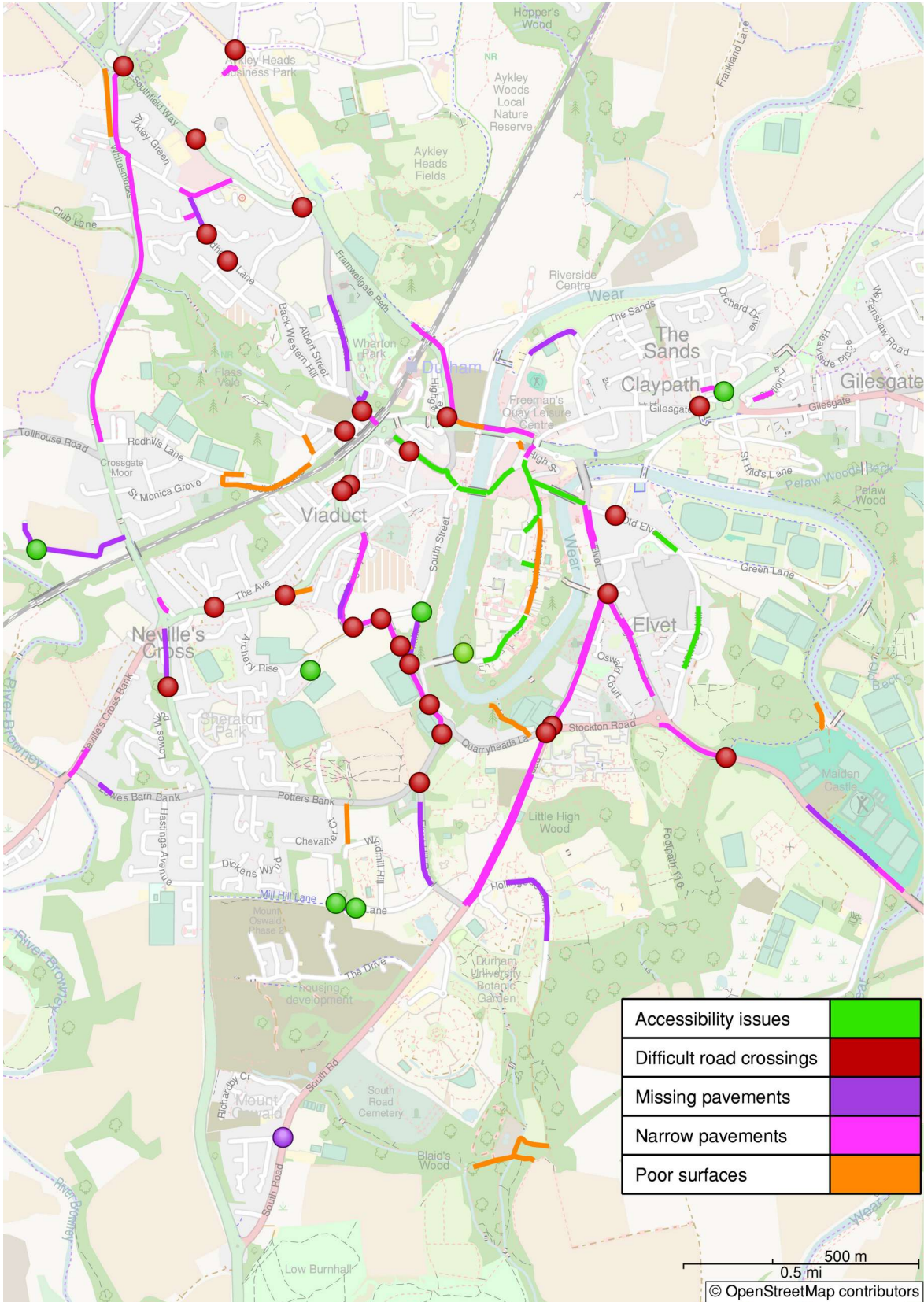
D.5 Data from the University annual travel surveys (Durham University, 2013a,b, 2014) provide a useful picture of trends, as well as information on the potential for changing travel mode and the barriers to doing so. From the latest figures we were given for the Durham campus, staff travel to the University 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.

D.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.

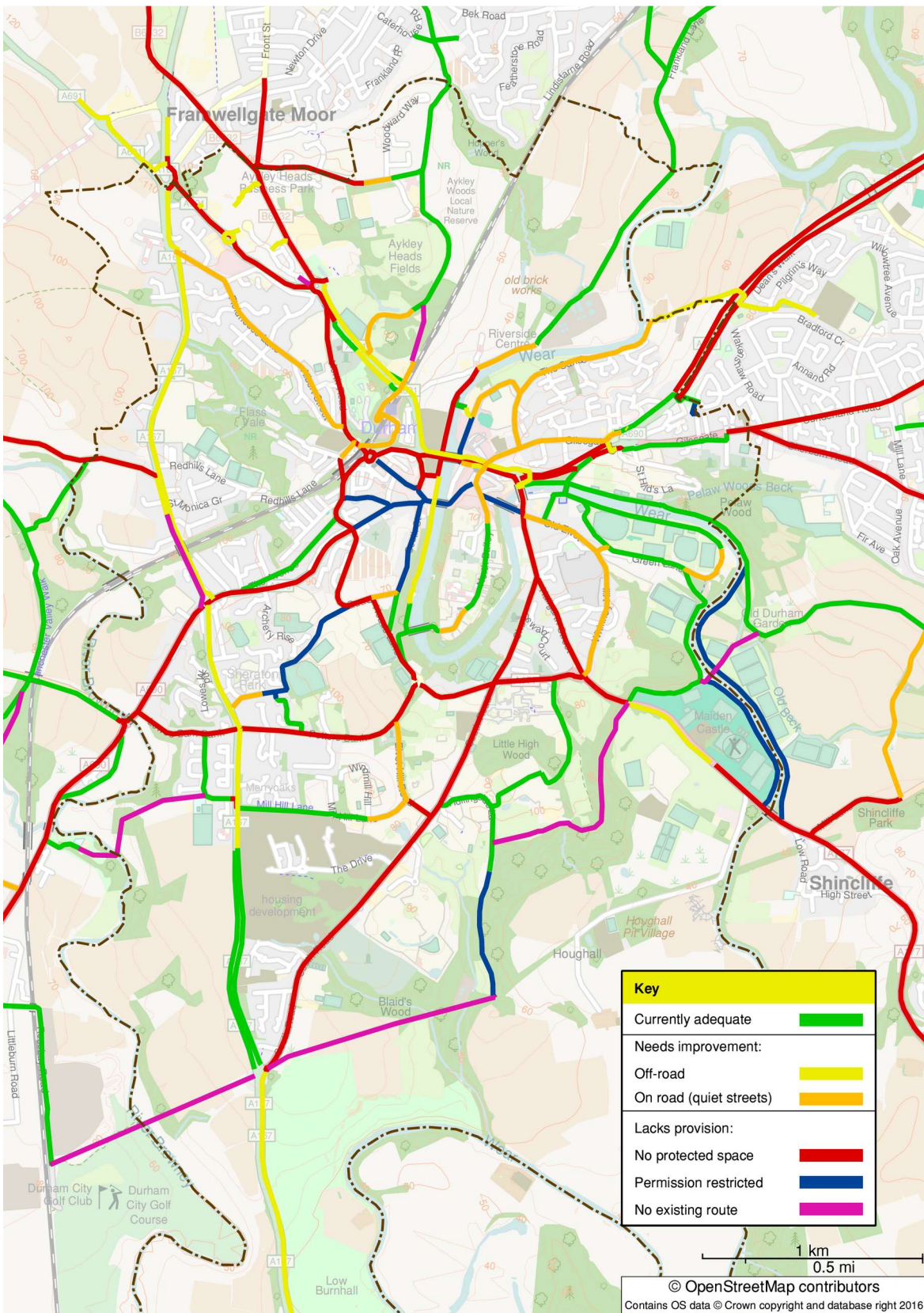
D.7 Most of the built-up area of Our Neighbourhood can be reached from the Market Place by bicycle in 15 to 20 minutes. There is little dedicated provision for cycling aside from a few routes sharing pedestrian footways. The Durham City Sustainable Transport Delivery Plan (Durham County Council, 2018b, p.22) 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.

D.8 As part of the preparation of the Neighbourhood Plan, the concerns of local people regarding the walking and cycling environments were gathered through two consultation events. The findings were used as the basis for two maps, which were included in the Consultation Draft. These have been refined following the Regulation 14 consultation and are included here as Maps 8 and 9. The maps represent a snapshot of the situation at the time of publication. Full background information is available in the Walking and Cycling Evidence Paper (Durham City Neighbourhood Plan Working Party, 2019b). See paragraph 4.249 for how the evidence is to be used in support of Policy T1.

Map 8: Pedestrian Issues



Map 9: Cycling Issues



D.9 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.

D.10 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 is the airport at Durham/Tees Valley. Newcastle Airport is readily accessible from central Durham by using the train and Metro. Reopening the Leamside line is an aspiration which would increase the local journey opportunities.

D.11 The Durham Sustainable Transport Plan Issues and Opportunities Report (Durham County Council, 2015b) found that the cost of car parking in Our Neighbourhood is comparatively cheaper than other small historic cities in England. 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.

D.12 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 no provision for coach parking in Durham City following the recent development of the Sands for the new County Hall offices. Coaches now park adjacent to the Belmont Park and Ride car park which is out of Our Neighbourhood. 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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